



Export of unemployment benefits

Report on U2 Portable Documents
Reference year 2023

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Glossary

Basic Regulation: Regulation (EC) No 883/2004 of the European Parliament and of the Council of 29 April 2004 on the coordination of social security systems.

Implementing Regulation: Regulation (EC) No 987/2009 of the European Parliament and of the Council of 16 September 2009 laying down the procedure for implementing Regulation (EC) No 883/2004 on the coordination of social security systems.

Competent Member State: The Member State in which the institution with which the person concerned is insured or from which the person is entitled to benefits is situated.

Portable Document (PD) U2: This document certifies the authorisation to export unemployment benefits if unemployed persons go to another Member State to look for work.

EU-27: Belgium (BE), Bulgaria (BG), Czechia (CZ), Denmark (DK), Germany (DE), Estonia (EE), Ireland (IE), Greece (EL), Spain (ES), France (FR), Croatia (HR), Italy (IT), Cyprus (CY), Latvia (LV), Lithuania (LT), Luxembourg (LU), Hungary (HU), Malta (MT), the Netherlands (NL), Austria (AT), Poland (PL), Portugal (PT), Romania (RO), Slovenia (SI), Slovakia (SK), Finland (FI), and Sweden (SE)

EU-14: Belgium (BE), Denmark (DK), Germany (DE), Ireland (IE), Greece (EL), Spain (ES), France (FR), Italy (IT), Luxembourg (LU), the Netherlands (NL), Austria (AT), Portugal (PT), Finland (FI), and Sweden (SE)

EU-13: Bulgaria (BG), Czechia (CZ), Estonia (EE), Croatia (HR), Cyprus (CY), Latvia (LV), Lithuania (LT), Hungary (HU), Malta (MT), Poland (PL), Romania (RO), Slovenia (SI), and Slovakia (SK)

EFTA countries: Iceland (IS), Liechtenstein (LI), Norway (NO), and Switzerland (CH)

Summary of main findings

An unemployed person has the right, under certain conditions and for a limited period, to search for a job in another Member State¹ while retaining the unemployment benefit from the competent Member State.² The [Portable Document U2](#) (PD U2) certifies this right.

Since 2014, data on the number of the PDs U2 issued and received by EU/EFTA countries and the UK is collected and reported by the [Network Statistics FMSSFE](#), on behalf of the European Commission - DG Employment. In 2023, around 29 000 PDs U2 were granted to unemployed persons wishing to export their unemployment benefit to another EU/EFTA country or the UK. Most PDs U2 were issued by EU-14 Member States (81 %) and EFTA countries (16 %), while only 3 % were issued by EU-13 Member States. The main issuing Member State is Germany with over 11 800 PDs U2 or 41 % of all PDs U2 issued. Furthermore, more than 2 000 PDs U2 were issued by Switzerland, Denmark, France, the Netherlands, and Austria. Together, these top six Member States issued eight out of ten of all PDs U2. On the contrary, Liechtenstein, Malta, Romania, Estonia, and Cyprus (data 2021) issued only ten or less authorisations to export the unemployment benefit. The receiving perspective indicates that 62 % of PDs U2 are received by EU-13 Member States, of which Poland makes up 27 %. In 2023, over 6 800 persons were registered in this Member State as a jobseeker on the basis of a PD U2. The main flows of unemployed persons with a PD U2 go from Germany and the Netherlands to Poland. It is not unlikely that a high number of jobseekers with a PD U2 are unemployed persons, other than frontier workers, who reside in a Member State other than the Member State of last activity. After becoming unemployed and receiving an unemployment benefit from the Member State of last activity this group exports their unemployment benefit to their Member State of residence.

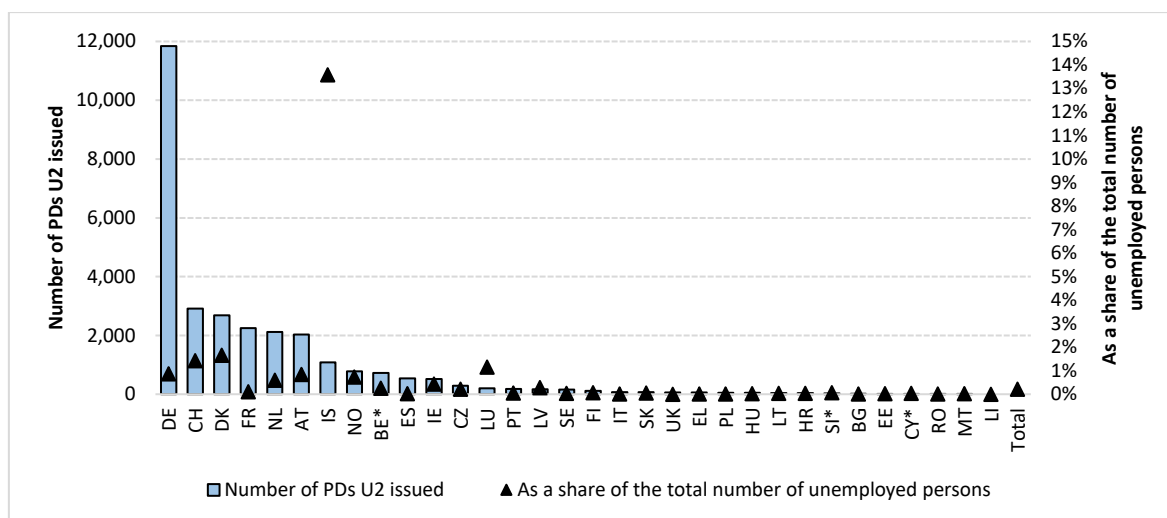
In general, the number of issued authorisations grew by 5 % from 2022 to 2023, indicating that the number is slowly growing again, after a downward trend was noted from 2019 to 2022. This increase is highly influenced by the growth in PDs U2 issued by Germany (+ 1 201 PDs U2 or + 11.3 %) and France (+ 659 PDs U2 or + 41.3 %). From the receiving perspective, the main receiving Member State Poland received almost the same number of PDs U2 in 2023 as in 2022 (+ 25 PDs U2 or + 0.4 %). Hence, the continuous growth of incoming jobseekers in Poland, which could be noticed from 2016 to 2019, is not visible anymore. On the contrary, Romania knew an increase of 1 101 PDs U2 received or + 33 % from 2022 to 2023, highlighting its almost uninterrupted growth from 2016 onwards.

The figures on the export of unemployment benefits can be put in perspective, by comparing them to the total number of unemployed persons. Only 0.2 % of the jobseekers made use of this right. This share varies between jobseekers in EU-14 Member States (0.21 %), in EU-13 Member States (0.04 %), and in EFTA countries (1.50 %). The highest percentage is noted in Iceland, where a PD U2 was issued to 13.6 % of jobseekers. In addition, this share amounts to more than 1 % in Denmark, Switzerland, and Luxembourg. Germany, the main issuing Member State in 2023, shows an 'export rate' of 0.9 %. In addition, from the receiving Member State's point of view, the share of PDs U2 received in the total number of unemployed persons amounts to 1.3 % for the main receiving Member State Poland.

¹ The term "Member State" is used in this report to indicate the 27 countries belonging to the European Union (EU) in reference year 2023, the European Economic Area (EEA), Switzerland, and the United Kingdom.

² Regulation (EC) No 883/2004 of 29 April 2004 on the coordination of social security systems (hereafter referred to as 'Basic Regulation') and Regulation (EC) No 987/2009 of 16 September 2009 laying down the procedure for implementing Regulation (EC) No 883/2004 on the coordination of social security systems (hereafter referred to as 'Implementing Regulation').

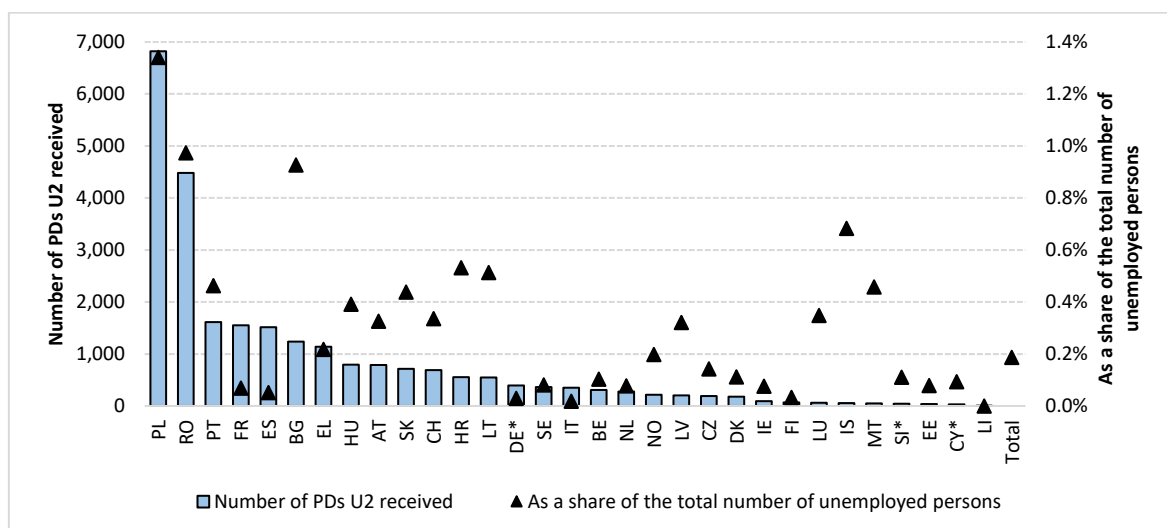
Number of authorisations to export the unemployment benefit issued, 2023



* BE and SI: data 2022. CY: data 2021.

Source: Administrative data PD U2 Questionnaire 2024

Number of authorisations to export the unemployment benefit received, 2023



* DE and SI: data 2022. CY: data 2021.

Source: Administrative data PD U2 Questionnaire 2024

Under the current rules, the period of export is limited to three months. The competent institutions may, however, extend this period of three months up to a maximum of six months. Consequently, export rules are not applied uniformly across the EU. It appears that more than half of the Member States do not provide an extension.

- **Three months, no extension:** Denmark, Ireland, Greece, France, Croatia, Italy, Cyprus, Hungary, Finland, Sweden, Iceland, Liechtenstein, Norway, Switzerland, and the United Kingdom
- **Three months, possibility to extend:** Belgium, Bulgaria, Germany, Estonia, Spain, Latvia, Lithuania, Luxembourg, Austria, Poland, Portugal, the Netherlands, Romania, Slovenia, and Slovakia
- **Six months by default:** Czechia and Malta

Less than one out of ten unemployed persons with a PD U2 found work abroad during their period of export. However, the success rate during the export period strongly varies among Member States. For instance, there are rather low success rates (i.e., the percentage of unemployed persons exporting their unemployment benefit who found work abroad) in the Netherlands (7.1 %)³ and Switzerland (4.0 %), two of the main sending Member States. For the main receiving Member States, as well, the success rate from a receiving perspective is quite low, with 2.9 % in Poland and 1.3 % in Romania. The prolongation of the export period results in a higher percentage of unemployed persons finding employment abroad. However, in most Member States, the success rate during the prolonged export period is lower than the success rate during the first three months. Lastly, only 7.9 % of the persons return to the competent Member State after the period of export.

Furthermore, Member States were asked about the practical implementation of the rules and awareness-raising policies. While overall the practical implementation runs smoothly, there are some concerns which are mostly related to a delay or not receiving certain documents. Other issues often have to do with informing the stakeholders involved, not only the unemployed person but also the competent institutions. Hence, efforts to increase awareness and knowledge about the export rules are (still) needed, also to reduce the risk of non-take up of the right to export the unemployment benefit.

Finally, Member States were asked to quantify the number of cases of fraud and error related to PDs U2. Most reporting Member States stated that no cases of fraud or error were detected. However, as mentioned above, there might be a certain lack of knowledge about the rules on the export of unemployment benefits. Consequently, a (significant) share of unemployed persons moving abroad might not request a PD U2.

³ In the questionnaire filled out by the Netherlands it was reported that the practical implementation of the rules on export of unemployment benefits does not contribute to more persons finding a job, seeing the reported work resumption rate of 7.1 %. This share of 7.1 % includes the persons for whom it is certain they have found work. However, there are also people who no longer complete their income form. Some of those people may also have found work. This is not included in the figures because it is not registered (it is only registered if people fill in the income form that they have found work or if we receive this from the sister body).
If the work resumptions of persons who indeed found work in another Member State are looked at, there are 127 cases out of 2 117 export cases. This would lead to a work resumption rate (of reported work resumptions) of 1.2%.

1. Introduction

An important principle of the EU is that mobile persons do not lose their social security rights when moving to another Member State. Therefore, the EU rules on the coordination of social security systems provide that persons are entitled to export their benefits to another Member State.⁴ Article 64 of the Basic Regulation lays down the legal conditions for the export of cash benefits when an unemployed person goes to another Member State to seek work there. Unemployed persons who want to look for employment in a Member State other than the one that pays the unemployment benefit may export this benefit for a limited period.⁵ Entitlement to an unemployment benefit is retained for a period of three months from the date when the unemployed person ceased to be available to the employment services of the competent Member State (= the Member State which pays the unemployment benefit). This period of three months only applies if it does not exceed the period of entitlement provided for under the legislation of the competent Member State (see also *Figure 4* in *section 5*). Competent institutions may extend this period of three months up to a maximum of six months. The person concerned must return to the competent Member State before the period during which the unemployment benefit is retained, expires. (S)he will lose all entitlement to benefits of the competent Member State if (s)he does not return in time unless the provisions of the competent Member State are more favourable.

When unemployed persons want to look for work in another Member State, they must apply for a Portable Document U2 (PD U2)⁶ in the Member State that pays the unemployment benefit. This document certifies the authorisation to export unemployment benefits if unemployed persons go to another Member State to look for work.⁷ It allows unemployed persons to seek work in another Member State without becoming a financial burden on the social security system of that Member State. This thematic report provides statistics on the use of PD U2/ SED U008⁸ for reference year 2023.⁹

The collection of statistical information allows the monitoring of the use of the export of unemployment benefits. In this context, figures on the bilateral flow of jobseekers between the competent and the receiving Member State are particularly useful (*section 2*). In addition, the monitoring concerns Member States' policies on extending the export period to six months (*section 3*), the likelihood of the unemployed finding work abroad (i.e., the 'success rate') (*section 4*), the average period of export (*section 5*), return to the competent Member State (*section 6*), and the administrative application and consequences of the provisions of the Coordination Regulations (*section 7*). Although a high-quality level of coordination techniques is developed by the EU legislature to coordinate the variety of social security systems, it happens that mobile persons do not take up their social rights. In this context, it is important to know which efforts Member States are making to inform unemployed persons about the possibility of exporting their unemployment benefit abroad and what their rights and obligations are (*section 8*). After all, there is a risk that a group of unemployed persons will look for work in another Member State without having a PD U2. Finally, the questionnaire asks whether Member States are aware of cases of fraud or error regarding the provisions on the export of unemployment benefits (*section 9*).¹⁰

⁴ Article 7 of the Basic Regulation. See also Article 48 TFEU.

⁵ See also [A-Z on social security coordination](#): "69.3. I am an unemployed person. Can I export my unemployment benefits to another Member State and if so, under which conditions?" and "69.4. I want to make use of the possibility to export my unemployment benefit to another Member State. Which are the practicalities involved?".

⁶ See *Annex IV* for the Portable Document U2.

⁷ See also Article 55 of the Implementing Regulation.

⁸ The competent Member State will provide a Structured Electronic Document (SED) U008 if the unemployed person has been registered as a jobseeker without a PD U2 (see *section 7* for more detailed information).

⁹ See *Annex III* for the PD U2 Questionnaire.

¹⁰ A comprehensive analysis of the prevalence of fraud and error in the field of EU social security coordination can be found in the thematic report on fraud and error (Jorens et al., 2025, *Fraud and error in the field of EU social security coordination*, Network Statistics FMSSFE, European Commission – DG EMPL).

2. Number of PDs U2 issued and received

2.1. The current flow of PDs U2 among Member States

Table 1 shows that 29 091 authorisations were issued in 2023.¹¹ Most of these authorisations were issued by Germany (11 838), Switzerland (2 909), Denmark (2 681), France (2 254), the Netherlands (2 117), and Austria (2 027). Together, these six Member States represent 82 % of the total authorisations issued, as can be seen in the column percentage. The relative importance of Germany is particularly striking, as four in ten PDs U2 issued in the EU/EFTA and UK are awarded to persons receiving an unemployment benefit from Germany. Furthermore, Iceland issued more than 1 000 PDs U2. This is in sharp contrast with Liechtenstein (0), Malta (<5), Romania (5), Estonia (10), and Cyprus (10, data 2021), which issued hardly any authorisations to export an unemployment benefit. Other Member States which issued less than 100 PDs U2 are Bulgaria, Greece, Croatia, Italy, Lithuania, Hungary, Poland, Slovenia (data 2022), Slovakia, and the United Kingdom. The remaining reporting Member States (Belgium (data 2022), Czechia, Ireland, Spain, Latvia, Luxembourg, Portugal, Finland, Sweden, and Norway) issued between 100 and 1 000 authorisations.

The median value of PDs U2 issued by a Member State amounted to 133 authorisations, which lies slightly lower than in 2022 (median of 155 PDS U2) but is equal to the median of 2021.¹² This figure suggests that the intra-EU mobility of jobseekers with a PD U2 is rather limited. This is also the conclusion in *section 2.3* when these numbers are compared to the total number of unemployed persons. The above enumeration already shows that most PDs U2 are issued by EU-14 Member States, namely 80.7 %. Only 2.7 % of the total number of PDs U2 are issued by EU-13 Member States, and the remaining 16.4 % by EFTA countries.

As explained in the introduction, the entitlement period to an unemployment benefit of three months can be extended by the competent institution up to six months. In most cases, such a prolongation is granted after the first period of export of three months (see *section 3*). Nonetheless, 1 742 PDs U2 or 6.0 % of the total number of authorisations were immediately issued for a period longer than three months. According to the data reported in *Table 1*, seven Member States seems to apply this policy, namely Belgium (data 2022), Czechia, Germany, Hungary, Poland, Romania, and Slovenia (data 2022). Czechia issued around 83 % of PDs U2 for a period longer than three months,¹³ while this share amounts to 25 % of PDs U2 issued by Hungary.

On the right-hand side of *Table 1* the number of PDs U2 received can be seen. In total, the 31 reporting Member States¹⁴ received 25 361 PDs U2¹⁵. The highest number of

¹¹ Data for BE and SI concern reference year 2022. Data for CY concern reference year 2021.

¹² The median is the middle number in a sorted list of values (from low to high or from high to low).

¹³ See *Table 6* for more information about the policy applied by CZ concerning a request for a prolongation of the period of export. According to the CZ, to issue a PD U2 for three months and grant a prolongation for another month seems a useless administrative burden for both the competent institutions and the jobseekers. Only in some cases, for instance when the client knows when he/she starts to work abroad, a PD U2 for only three months with possibility of prolongation is issued.

¹⁴ UK did not report any data. Data for DE and SI concern reference year 2022. Data for CY concern reference year 2021.

¹⁵ We would expect to observe an equal number of PDs U2 received and issued. Different possible reasons may explain this discrepancy between both. Firstly, data for Belgium from a sending perspective concern 2022 while from a receiving perspective the data concern 2023; data for Germany from a sending perspective concern 2023 while from a receiving perspective the data concern 2022; data for Slovenia concern 2022; and data for Cyprus concern 2021. Secondly, the time dimension might play a role as there will be a period of time between the moment the PD U2 is issued by the competent Member State and the moment the unemployed person has registered with the employment services of the Member State which (s)he has gone to. However, Article 64(1)(b) of the Basic Regulation (EC) states that the unemployed person has to register within seven days after (s)he ceased to be available to the employment services of the Member

authorisations were received by Poland (6 821), making up 27 % of the total number of PDs U2 received from the reporting Member States, followed by Romania with 4 482 PDs U2 or 18 % of the total. Furthermore, more than 1 000 PDs U2 were received by Bulgaria, Greece, Spain, France, and Portugal in 2023. In total, EU-14 Member States received 34.3 % of the PDs U2, whereas EFTA countries received 3.8 %. Most PDs U2 were received by EU-13 Member States, namely 61.9 % of authorisations, of which the PDs U2 received by Poland already account for 26.9 %.

A visual representation of the column percentages of PDs U2 issued (*Figure A1*) and received (*Figure A2*) is provided in *Annex II*.

Table 1 - Number of authorisations to export the unemployment benefit issued and received, 2023

	Issued					Received	
	No of PDs U2 or SEDs U008 issued for up to 3 months (A)	No of PDs U2 or SEDs U008 issued for more than 3 months (B)	Total No of PDs U2 or SEDs U008 issued (A+B)	Column %	Share more than 3 months in total No of PDs U2 or SEDs U008 issued (B/(A+B))	No of persons who registered as a jobseeker on the basis of a PD U2 or on the basis of an SED U008	Column %
EU-27	22 514	1 742	24 256	83.4 %		24 402	96.2 %
EU-14	22 003	1 481	23 484	80.7 %		8 703	34.3 %
EU-13	511	261	772	2.7 %		15 699	61.9 %
EFTA	4 770	0	4 770	16.4 %		959	3.8 %
Total	27 349	1 742	29 091	100.0 %	6.0 %	25 361	100.0 %
BE*	593	136	729	2.5 %	18.7 %	305	1.2 %
BG	13		13	0.0 %		1 236	4.9 %
CZ	48	242	290	1.0 %	83.4 %	192	0.8 %
DK	2 681		2 681	9.2 %		181	0.7 %
DE*	10 493	1 345	11 838	40.7 %	11.4 %	396	1.6 %
EE	10		10	0.0 %		38	0.1 %
IE	518		518	1.8 %		91	0.4 %
EL	60		60	0.2 %		1 139	4.5 %
ES	536	0	536	1.8 %	0.0 %	1 514	6.0 %
FR	2 254		2 254	7.7 %		1 553	6.1 %
HR	36		36	0.1 %		556	2.2 %
IT	72		72	0.2 %		352	1.4 %
CY*	10	0	10	0.0 %	0.0 %	28	0.1 %
LV	170	0	170	0.6 %	0.0 %	200	0.8 %
LT	39		39	0.1 %		547	2.2 %
LU	206		206	0.7 %		63	0.2 %
HU	39	13	52	0.2 %	25.0 %	797	3.1 %
MT	<5	0	<5	0.0 %	0.0 %	46	0.2 %
NL	2 117		2 117	7.3 %		277	1.1 %
AT**		2 027	2 027	7.0 %	0.0 %	790	3.1 %
PL	49	<5	53	0.2 %	7.5 %	6 821	26.9 %
PT	180		180	0.6 %		1 614	6.4 %
RO	<5	<5	5	0.0 %	20.0 %	4 482	17.7 %
SI*	22	<5	23	0.1 %	4.3 %	42	0.2 %
SK	69	0	69	0.2 %	0.0 %	714	2.8 %
FI	113		113	0.4 %		68	0.3 %
SE	153		153	0.5 %		360	1.4 %
IS	1 086	0	1 086	3.7 %	0.0 %	55	0.2 %
LI	0	0	0	0.0 %		3	0.0 %
NO	775		775	2.7 %		213	0.8 %
CH	2 909		2 909	10.0 %		688	2.7 %
UK	65		65	0.2 %			

* BE: data from an issuing perspective concern reference year 2022. DE: data from a receiving perspective concern reference year 2022. SI: data concern reference year 2022. CY: data concern reference year 2021.

** AT: Not possible to make a distinction between three months and longer.

Source: Administrative data PD U2 Questionnaire 2024

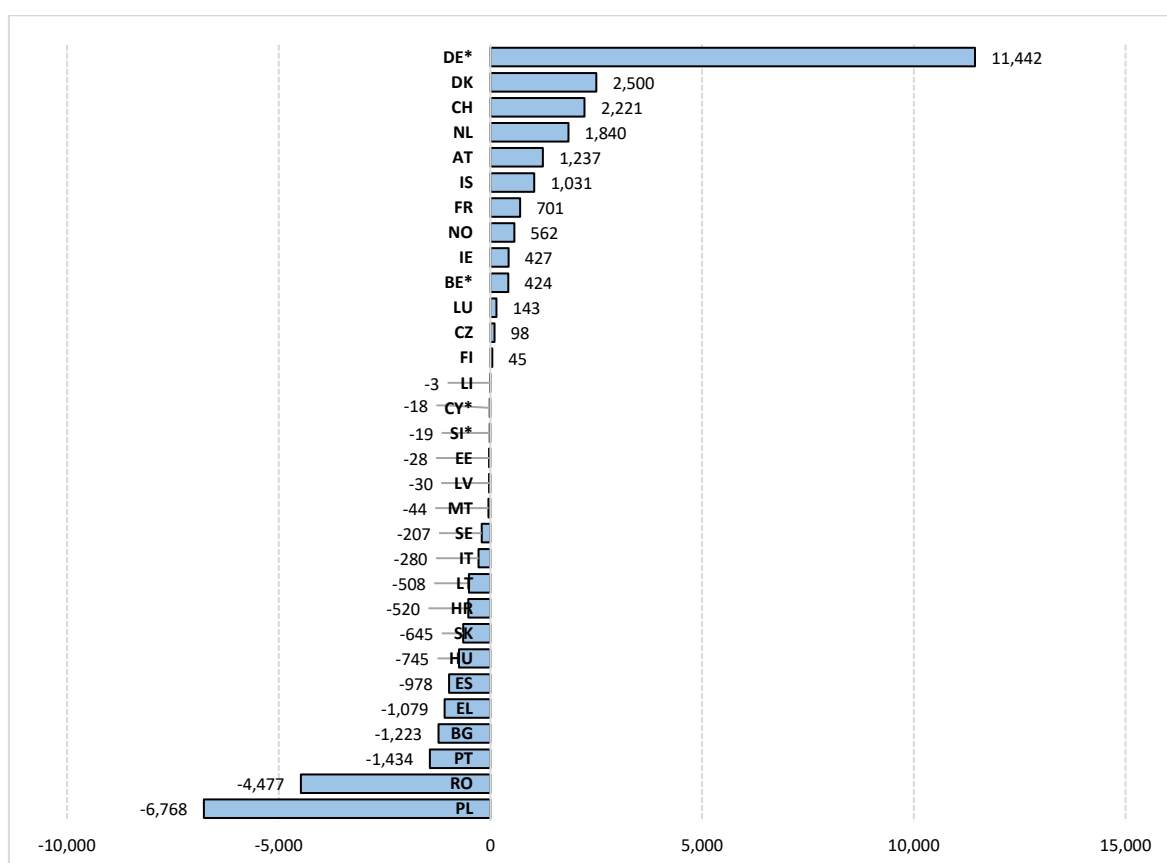
The PD U2 questionnaire does not ask about the financial cost related to the export of unemployment benefits. However, such information might be available at national level. For

State which (s)he left. Finally, not every unemployed person who receives a PD U2 will eventually export his/her unemployment benefit. Perhaps other reasons might explain this discrepancy as well.

instance, data provided by the Dutch administration states that the total expenditure amounted to EUR 8.2 million in 2022, of which EUR 6.4 million paid to jobseekers exporting their unemployment benefit to Poland.¹⁶

Figure 1 gives an overview of the net balance of PDs U2 per Member State by showing the number of outgoing jobseekers with a PD U2 minus the number of incoming jobseekers with a PD U2 (column 4 minus column 7 of Table 1). Approximately half of the Member States¹⁷ are 'net recipients', implying that more jobseekers with a PD U2 are received than sent. The other Member States¹⁸ are 'net senders'. Poland is clearly the main 'net receiving Member State' of jobseekers with a PD U2. The number of incoming jobseekers (6 821 PDs U2; see Table 1) in this Member State is 128 times higher than the number of outgoing jobseekers (53 PDs U2), based on the number of PDs U2 issued and received. The main 'net sending Member State' of jobseekers with a PD U2 is Germany, where the number of outgoing jobseekers (11 838 PDs U2; see Table 1) is 26 times higher than the number of incoming jobseekers (396 PDs U2; data 2022). Germany is followed by Denmark and Switzerland, where the number of jobseekers with a PD U2 leaving Denmark and Switzerland are 14 and 4 times higher respectively than the number of jobseekers with a PD U2 coming to these Member States.

Figure 1 - Net balance between unemployed jobseekers sent based on a PD U2 and unemployed jobseekers received based on a PD U2, 2023



* BE: data on issued PDs U2 concern reference year 2022. DE: data on received PDs U2 concern reference year 2022. SI: data concern reference year 2022. CY: data concern reference year 2021. UK is not included as data from a receiving perspective are not available.

Source: Administrative data PD U2 Questionnaire 2024

¹⁶ A report published in 2022 referred to an average amount of EUR 12 million per year (for the period 2018-2020) <https://www.rekenkamer.nl/binaries/rekenkamer/documenten/rapporten/2022/06/22/een-nederlandse-uitkering-in-het-buitenland/rapport+Een+Nederlandse+uitkering+in+het+buitenland+erratum.pdf>

¹⁷ PL, RO, PT, BG, EL, ES, HU, SK, HR, LT, IT, SE, MT, LV, EE, SI (2022 data), CY (2021 data), and LI.

¹⁸ DE (data received concern 2022), DK, CH, NL, AT, IS, FR, NO, IE, BE (data issued concern 2022), LU, CZ, and FI.

2.2. Bilateral flows of incoming and outgoing jobseekers

The bilateral flows of incoming and outgoing jobseekers with a PD U2 for reference year 2023 are shown in *Table 2* and *Table 3*. The detail of the number of PDs U2 **issued** in 2022 (as could be seen in the fourth column of *Table 1*) by receiving Member States is presented in *Table 2*. However, a breakdown of the PDs U2 issued by receiving Member State could not be made by Czechia, Germany, Italy, Latvia, Austria, Portugal, Romania, and Switzerland. Consequently, for the two main issuing countries of a PD U2, notably Germany and Switzerland, it is not known to which Member States unemployment benefits are exported.

A high number of PDs U2 are issued by Netherlands to jobseekers who export their unemployment benefit to Poland (1 664). This single flow represents 79 % of the number of PDs U2 issued by the Netherlands and 6 % of the total number of PDs U2 issued by the reporting Member States. In addition, the flows from Iceland to Poland (639 PDs U2), France to Belgium (571), Denmark to Poland (558), and Denmark to Romania (513) are considerable. Furthermore, several flows from Germany and Switzerland to other Member States will probably be very high as well. However, this detail is not available for both countries, but can be obtained from the detailed figures provided by the receiving Member States (see below and *Table 3*). In some cases, more than half of the PDs U2 issued are received by a single Member State. This can be seen when looking at the column percentages (see *Table a1 in Annex I*). This is the case for the flows from the Netherlands to Poland (79 %), Iceland to Poland (59 %), Greece to Germany (55 %), and Hungary to Germany (54 %).

Table 2 can also be read by receiving Member State when looking at the row figures. In addition, data on the number of PDs U2 **received** has been requested via the 'PD U2 Questionnaire' and is reported in *Table 3* by competent Member State. However, the breakdown by competent Member State was not available for seven out of the 31 reporting Member States¹⁹, being Czechia, Germany, Italy, Latvia, Austria, Romania, and Switzerland. Seeing that the table is missing this information, it should be interpreted with caution. For Poland, which receives most of the unemployed persons with a PD U2, this information is available. The two main flows of unemployed persons based on the number of PDs U2 received go from Germany to Poland (2 835 PDs U2) and from the Netherlands to Poland (1 675 PDs U2).

The reported flows of jobseekers with a PD U2 show that the level of the unemployment rates in competent and host Member States is not such a strong determinant for the intra-EU mobility of jobseekers with a PD U2. For instance, Germany, Switzerland, and the Netherlands, which are the main issuing Member States, have one of the lowest unemployment rates in the EU (2.2 %, 3.1 %, and 2.7 % respectively²⁰). Moreover, it is not unlikely that a high number of jobseekers with a PD U2 are unemployed persons, other than frontier workers, who reside in a Member State other than the Member State of last activity (e.g., seasonal workers). The Netherlands reported that, as in previous years, there are many applications for unemployment benefits from persons who came to the Netherlands to work and, after becoming unemployed and receiving unemployment benefit want to export the unemployment benefit to search for a new job in their Member State of residence based on Article 65 (5) (b) of the BR.^{21,22}

¹⁹ UK was not able to provide data.

²⁰ Based on 2023 data from Eurostat [\[une_rt_a\]](#), percentage of total population, age class from 15 to 74 years. The EU-27 average amounts to 4.0 %.

²¹ "A worker other than a frontier worker who has been provided benefits at the expense of the competent institution of the Member State to whose legislation he/she was last subject shall firstly receive, on his/her return to the Member State of residence, benefits in accordance with Article 64."

²² Moreover, additional information provided by the Netherlands shows that 432 persons who exported their unemployment benefit from the Netherlands to Poland in 2021 had already done so in the past (within the period 2014-2021).

Table 2 - Total number of PDs U2 or SED U008 issued, breakdown by receiving Member State, 2023

		Issuing Member State																																	
		BE	BG	CZ	DK	DE	EE	IE	EL	ES	FR	HR	IT	CY	LV	LT	LU	HU	MT	NL	AT	PL	PT	RO	SI	SK	FI	SE	IS	LI	NO	CH	UK	Total	
Receiving Member State	BE		0		28		0	<5	<5	41	571	0		0		<5	8	0	0	18		0			0	<5	0	<5	<5	0	<5		0		514
	BG	10			205		0	<5	5	10	<5	0		<5		0	0	0	0	21		0			0	0	5	0	7	0	5		<5	258	
	CZ	0	0		17		0	9	0	<5	21	0		0		0	0	<5	<5	9		0			0	11	0	0	48	0	9		<5	131	
	DK	6	0				<5	<5	<5	11	128	0		0		<5	<5	<5	0	8		<5			0	0	<5	8	27	0	23		0	172	
	DE	29	5		121		<5	25	33	107	420	17		<5		6	5	28	0	41		25			6	10	9	23	11	0	33		<5	708	
	EE	0	0		9			5	0	0	<5	0		0		<5	0	0	0	0		0			0	0	<5	0	<5	0	6		<5	20	
	IE	<5	0		18		0		<5	51	29	<5		0		<5	<5	0	0	6		0			0	0	<5	0	0	0	<5		<5	88	
	EL	7	0		76		<5	<5		<5	5	<5		<5		<5	9	<5	0	14		<5			0	0	<5	<5	15	0	<5		<5	137	
	ES	100	0		236		0	66	<5		179	<5		<5		6	10	0	<5	100		5			0	17	23	28	65	0	45		<5	708	
	FR	343	6		90		<5	19	<5	99		0		0		<5	50	<5	0	34		<5			<5	<5	13	14	11	0	19		<5	656	
	HR	<5	0		44		0	11	0	0	<5			0		0	<5	0	0	<5		0			<5	<5	0	<5	14	0	7		0	57	
	IT	42	0		103		0	5	<5	55	104	0		0		0	21	0	0	24		0			<5	<5	5	8	13	0	9		<5	351	
	CY	<5	<5		<5		0	<5	<5	<5	0	0				0	<5	0	0	0		0			0	0	0	<5	0	0	0		0	12	
	LV	<5	0		45		<5	<5	0	<5	12	0		0		0	<5	0	0	5		0			0	0	<5	<5	53	0	31		5	131	
	LT	0	0		210		0	23	0	<5	12	0		0			<5	0	0	16		0			0	0	<5	<5	67	0	165		5	520	
	LU	<5	0		<5		0	<5	0	<5	90	0		0		0		0	0	<5		0			0	0	<5	0	0	0	0		0	52	
	HU	<5	0		38		0	6	0	<5	6	0		0		0	<5		0	26		0			0	0	0	0	6	0	<5		<5	97	
	MT	<5	0		<5		0	<5	0	6	0	0		0		0	0	0		<5		0			0	0	0	<5	0	0	<5		0	19	
	NL	30	0		27		0	<5	<5	22	48	<5		0		<5	<5	0	0			5			<5	<5	<5	<5	5	0	6		<5	143	
	AT	6	0		19		<5	6	<5	10	72	11		0		<5	<5	12	0	8		<5			7	5	<5	<5	<5	0	<5		<5	125	
	PL	66	0		558		0	245	<5	9	<5	0		0		<5	<5	0	0	1 664					0	<5	0	7	639	0	299		22	3 411	
	PT	32	0		54		0	14	0	11	67	0		0		0	75	0	0	36		0			0	<5	<5	5	23	0	12		<5	309	
	RO	15	0		513		0	11	0	16	<5	0		<5		0	<5	0	0	29		0			0	<5	<5	<5	22	0	24		<5	579	
	SI	0	0		7		0	<5	0	<5	5	0		0		0	0	<5	0	0		0				0	<5	0	<5	0	0		0	51	
	SK	<5	0		56		0	41	0	<5	<5	0		0		0	<5	0	0	19		0			0		<5	<5	26	0	29		10	151	
	FI	<5	0		10		<5	<5	<5	<5	23	0		0		0	<5	0	0	<5		0			0	<5		6	<5	0	5		0	40	
	SE	12	0		36		0	0	<5	17	27	<5		0		<5	0	0	0	16		<5			0	<5	7		18	0	27		<5	180	
	IS	<5	0		22		0	0	0	7	13	0		0		0	0	0	0	<5		<5			0	0	<5	5		0	<5		0	38	
	LI	0	0		0		0	0	0	0	0	0		0		0	0	0	0	0		0			0	0	0	0	0		0		0	0	
	NO	<5	0		102		0	<5	<5	8	24	0		0		8	0	0	0	10		<5			0	<5	<5	14	<5	0			0	174	
	CH	9	<5		20		0	<5	0	33	378	<5		0		0	5	<5	0	7		<5			<5	<5	<5	5	0	0			0	402	
	UK	0	0		7		0	9	0	<5	5	0		0		0	0	0	0	0		0			0	0	0	0	0	0	0			33	
	Unknown	0	0		0		0	0	0	0	0	0		0		0	0	0	0	0		0			0	0	23	0	0	0	0		0	0	
	Total	729	13	290	2 681	11 838	10	518	60	536	2 254	36	72	10	170	39	206	52	<5	2 117	2 027	53	180	5	23	69	113	153	1 086	0	775	2 909	65	29 091	

* BE and SI: data concern reference year 2022. CY: data concern reference year 2021.

** A breakdown by receiving Member State was not available for CZ, DE, IT, LV, AT, PT, RO, and CH.

Source: Administrative data PD U2 Questionnaire 2024

Table 3 - Total number of PDs U2 or SED U008 received, breakdown by competent Member State, 2023

		Receiving Member State																																
		BE	BG	CZ	DK	DE	EE	IE	EL	ES	FR	HR	IT	CY	LV	LT	LU	HU	MT	NL	AT	PL	PT	RO	SI	SK	FI	SE	IS	LI	NO	CH	UK	Total
Competent Member State	BE	9	14		<5		0	<5	8	99	232	<5	0		<5	10	0	<5	19		66	42		0	5	0	7	<5	0	0			522	
	BG	0			0		0		<5	0	9	0	0		0	0	0	0	0		0	0		0	0	0	0	0	0	0	0		12	
	CZ	<5	73		<5		0	<5	<5	14	11	<5	<5		0	0	0	<5	<5		5	<5		0	134	0	6	0	0	<5			267	
	DK	5	219		18		8	5	73	149	21	36	5		215	<5	34	<5	28		584	57		<5	56	8	36	24	0	95			1 686	
	DE	32	754		66		11	12	931	509	75	445	13		66	12	546	<5	85		2 835	282		15	184	22	144	5	<5	39			7 086	
	EE	0	0		<5			0	<5	0	<5	0	0		0	0	0	0	0		0	0		0	0	0	0	0	0	0	0		<5	
	IE	<5	<5		<5		<5		<5	50	12	10	0		56	<5	7	<5	5		254	14		0	40	0	0	0	0	0	<5			463
	EL	0	<5		<5		0	0		0	5	0	0		0	0	0	0	<5		<5	0		0	0	0	<5	0	0	0	<5			14
	ES	27	13		8		<5	28	7			236	0	0		<5	<5	<5	7	28		10	23		0	<5	0	13	<5	0	10			425
	FR	173	9		23		<5	13	7	161		<5	0		<5	15	<5	16	42		84	216		0	7	0	38	<5	0	14			826	
	HR	0	0		0		0	0	<5	<5	<5		0		0	0	0	0	<5		0	0		0	0	0	<5	0	0	0	0			9
	IT	<5	<5		<5		0	<5	<5	27	<5	<5	0		0	<5	0	0	<5		6	0		0	<5	0	<5	<5	0	<5			64	
	CY	0	19		0		0	0	8	0	<5	0			<5	0	0	0	<5		<5	0		0	0	0	0	0	0	0	0			31
	LV	<5	0		<5		0	<5	0	10	<5	0	0		<5	<5	0	0	<5		0	5		0	0	0	10	<5	0	5			51	
	LT	<5	0		<5		<5	<5	0	7	<5	0	<5			0	0	0	<5		<5	0		0	0	0	<5	0	0	8			33	
	LU	6	<5		<5		0	0	7	5	16	0	0			<5		<5	0	<5		<5	69		0	<5	0	0	0	0	0			114
	HU	0	0		<5		0	0	0	0	<5	0	0		0	0			0	0		0	0		0	<5	0	0	0	0	0			<5
	MT	0	0		0		0	0	0	<5	35	0	0		0	0	0		0		0	0		0	0	0	0	0	0	0	0			37
	NL	11	23		5		0	<5	14	67	35	0	0		17	<5	25	<5			1 675	31		0	19	0	14	<5	0	6			1 948	
	AT	9	69		7		0	10	29	76	11	35	<5		5	5	76	<5	17		238	18		11	70	0	16	0	<5	8			715	
	PL	<5	<5		0		0	<5	<5	<5	<5	86	0	0	0	0	0	0	<5			0		0	0	0	<5	<5	0	<5			99	
	PT	<5	0		<5		<5	<5	<5	21	520	<5	0		<5	6	<5	0	7		<5			0	0	0	0	<5	0	<5	<5			576
	RO	0	0		0		0	0	0	7	36	0	0		0	0	0	0	0		0	0		0	0	0	0	0	0	0	0			43
	SI	0	0		0		0	0	0	0	<5	0	0		0	0	0	0	0		0	0			<5	0	0	0	0	0	0			<5
	SK	<5	0		0		0	0	0	10	5	<5	0		0	0	<5	0	<5		<5	0		0		0	<5	0	0	<5			29	
	FI	0	<5		0		5	<5	<5	24	12	0	0		<5	<5	0	0	<5		<5	0		<5	<5		9	<5	0	<5			71	
	SE	<5	0		8		0	0	<5	23	33	<5	<5		<5	0	0	<5	<5		6	5		0	<5	6		6	0	13			118	
	IS	<5	10		18		<5	0	12	39	<5	10	0		50	0	<5	0	<5		590	16		0	31	0	15		0	<5			806	
	LI	0	0		0		0	0		0	0	0	0		0	0	0	0	0		0	0		0	0	0	0	0	0	0			0	
	NO	0	7		6		<5	0	<5	16	15	<5	<5		117	0	<5	<5	<5		244	9		<5	15	0	19	<5	0				470	
	CH	11	12		0		0	<5	22	193	121	7	0		<5	<5	87	<5	14		182	822		11	131	0	14	0	0	0			1 636	
	UK	0	<5		0		0	<5	<5	0	7	0	<5		<5	0	7	0	0		32	<5		0	8	0	<5	0	0	0			67	
	Unknown																									32							32	
	Total	305	1 236	192	181	396	38	91	1 139	1 514	1 553	556	352	28	200	547	63	797	46	277	790	6 821	1 614	4 482	42	714	68	360	55	<5	213	688	25 361	

* No data available for UK. DE and SI: data concern reference year 2022. CY: data concern reference year 2021.

** A breakdown by competent Member State was not available for CZ, IT, LV, AT, RO, and CH.

*** BE reported 9 PDs U2 received with BE as competent Member State. DK reported 18 PDs U2 received with DK as competent Member State.

**** FI: detailed information is not reported when the number of cases/country is five or less. Therefore, while the total amounts to 68, the sum is only 36.

Source: Administrative data PD U2 Questionnaire 2024

2.3. As a share of the total number of unemployed persons

In 2023, on average less than 0.2 % (2 out of 1 000) of the unemployed persons moved to another Member State on the basis of a PD U2 in order to seek work there (*Table 4*).²³ This figure confirms the conclusion that intra-EU mobility of jobseekers with a PD U2 is limited in size. This average figure is similar to the figures in previous reference years.

Table 4 - The percentage of unemployed persons with a PD U2 compared to the average number of unemployed persons, 2023

	Average number of unemployed persons (in 000) (A)	Issued		Received	
		Total No of PDs U2 or SEDs U008 issued (B)	% unemployed persons who have exported their unemployment benefit (B/A)	Total No of PDs U2 or SEDs U008 received (C)	Share of PDs U2 or SEDs U008 received in total number of unemployed persons (C/(C+A))
EU-27	13 203	24 256	0.18 %	24 006	0.18 %
EU-14	11 224	23 484	0.21 %	8 307	0.08 %
EU-13	1 987	772	0.04 %	15 699	0.78 %
EFTA	319	4 770	1.50 %	959	0.30 %
Total	13 522	29 091	0.22 %	24 965	0.19 %
BE*	294	729	0.25 %	305	0.10 %
BG	132	13	0.01 %	1 236	0.93 %
CZ	134	290	0.22 %	192	0.14 %
DK	162	2 681	1.65 %	181	0.11 %
DE*	1 362	11 838	0.87 %	396	0.03 %
EE	48	10	0.02 %	38	0.08 %
IE	120	518	0.43 %	91	0.08 %
EL	522	60	0.01 %	1 139	0.22 %
ES	2 937	536	0.02 %	1 514	0.05 %
FR	2 263	2 254	0.10 %	1 553	0.07 %
HR	104	36	0.03 %	556	0.53 %
IT	1 947	72	0.00 %	352	0.02 %
CY*	30	10	0.03 %	28	0.09 %
LV	62	170	0.27 %	200	0.32 %
LT	106	39	0.04 %	547	0.51 %
LU	18	206	1.14 %	63	0.35 %
HU	203	52	0.03 %	797	0.39 %
MT	10	<5	0.02 %	46	0.46 %
NL	359	2 117	0.59 %	277	0.08 %
AT	241	2 027	0.84 %	790	0.33 %
PL	502	53	0.01 %	6 821	1.34 %
PT	347	180	0.05 %	1 614	0.46 %
RO	456	5	0.00 %	4 482	0.97 %
SI*	38	23	0.06 %	42	0.11 %
SK	162	69	0.04 %	714	0.44 %
FI	204	113	0.06 %	68	0.03 %
SE	440	153	0.03 %	360	0.08 %
IS	8	1 086	13.58 %	55	0.68 %
LI		0		<5	
NO	107	775	0.72 %	213	0.20 %
CH	204	2 909	1.43 %	688	0.34 %
UK		65			

* BE: data on PDs U2 issued concern reference year 2022. DE: data on PDs U2 received concern reference year 2022. SI: data concern reference year 2022. CY: data concern reference year 2021.

Source: Administrative data PD U2 Questionnaire 2024; Eurostat [\[une_rt_a\]](#)

²³ The estimated impact might be an underestimation as the number of unemployed persons and not the number of persons receiving an unemployment benefit is used as the denominator for the calculation of this indicator. The Social Benefit Recipients Database (SOCR) of the OECD publishes figures on the number of unemployment benefits (<https://www.oecd.org/social/recipients.htm>). However, main limitations of SOCR are that the most recent figures concern 2018 and that figures are not available for every EU/EFTA country.

From the perspective of the sending Member States, the highest percentage can be seen in Iceland, where 13.6 % of the jobseekers were issued a PD U2 (*Table 4*). Additionally, in Denmark (1.7 %), Switzerland (1.4 %), and Luxembourg (1.1 %) more than 1 % of unemployed persons exported their unemployment benefit. Germany, which is the main issuing Member State in 2023, shows an 'export rate' of 0.9 %. On average 0.21 % of the persons receiving an unemployment benefit from an EU-14 Member State exported this benefit to another Member State, as opposed to only 0.04 % of the unemployed persons in the EU-13. Finally, a recent report states that the financial cost of the export of unemployment benefits from the Netherlands amounts to only 0.3 % of total spending on unemployment benefits in the Netherlands (period 2018-2020).²⁴

From the perspective of the host Member States, the number of incoming jobseekers with a PD U2 amounts to 0.19 %. The difference between EU-14 and EU-13 Member States can be observed here as well. The number of jobseekers received by EU-14 Member States amounts to only 0.08 % of the total number of unemployed persons whereas this percentage equals 0.78 % for EU-13 Member States. Some 1.3 % of the unemployed persons in Poland, the main receiving Member State in absolute terms, are unemployed persons with the authorisation to import their unemployment benefit.

2.4. Evolution of the number of PDs U2 issued and received

The overall number of PDs U2 issued in 2023 is larger than the number of PDs U2 issued in 2022 (+ 4.8 %) (see *Table 5*).²⁵ This increase is highly influenced by the growth in PDs U2 issued by Germany (+ 1 201 PDs U2 or + 11.3 %) and France (+ 659 PDs U2 or + 41.3 %). The number of PDs U2 issued by Germany has continuously been on the increase from 2016 to 2023, and France is nearly back at the number of PDs U2 issued in 2017 and 2018. Relatively speaking, strong growths can be noted in Hungary (+ 160 %) and Romania (+ 400 %). However, seeing that in Romania only five PDs U2 were issued, this increase is less important in absolute numbers. There are also several Member States that issued less PDs U2 in 2023 compared to 2022. This mainly concerned Italy (- 83 PDs U2 or - 54 %), Switzerland (- 332 PDs U2 or - 10 %), and Bulgaria (- 3 PDs U2 or - 19 %). The Netherlands showed a small increase in the number of PDs U2 issued (+ 92 PDs U2 or + 5 %). It was reported by the Netherlands that a different methodology is used since 2022. Previously, the number of paid benefits was reported, while starting from 2022, the number of issued PDs U2 is reported. Therefore, the numbers reported from 2022 onward are more correct, and the evolution should be looked at with caution.

Regarding the perspective of the receiving Member State, around 14 % more PDs U2 were received by the reporting Member States when comparing reference year 2023 with 2022.²⁶ Although the growth of incoming jobseekers with a PD U2 from 2016 to 2019 seemed to have stopped from 2020 onwards, it appears that the number is back on the rise again. The most remarkable increase can be noted for Hungary (+ 739 PDs U2 or + 1 274%). However, it appears that the very low number reported for 2022 might be an outlier as the number provided for 2023 lies close to the numbers of previous years (2019-2021). Furthermore, in absolute numbers, Romania received many more PDs U2 in 2023 compared to 2022 (+ 1 101 PDs U2 or + 33 %), which continues the strong upward trend since 2021. The main receiving Member State, Poland, received almost the same number of PDs U2 in 2023 as in 2022 (+ 25 PDs U2 or + 0.4 %). Hence, the continuous growth of

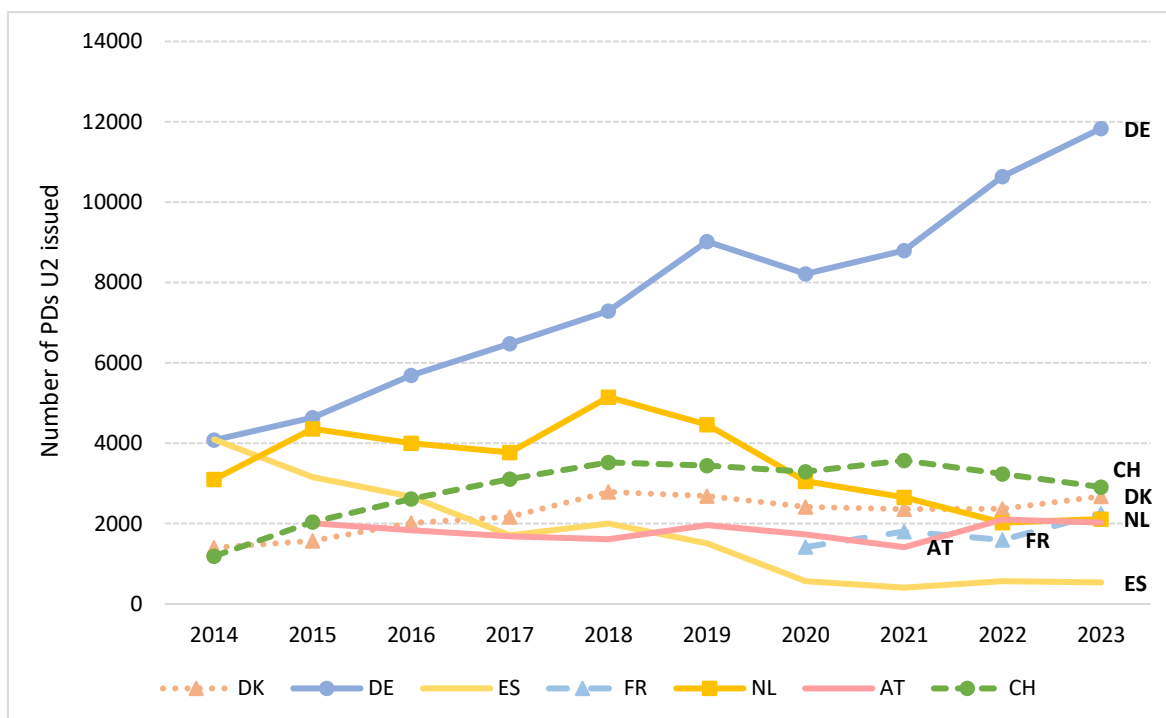
²⁴ <https://www.rekenkamer.nl/binaries/rekenkamer/documenten/rapporten/2022/06/22/een-nederlandse-uitkering-in-het-buitenland/rapport+Een+Nederlandse+uitkering+in+het+buitenland+erratum.pdf>

²⁵ 7.6% when selecting the Member States which reported figures for both 2022 and 2023 (excl. BE, EL and SI).

²⁶ 11.6% when selecting the Member States which reported figures for both 2022 and 2023 (excl. DE, EL, SI and the UK).

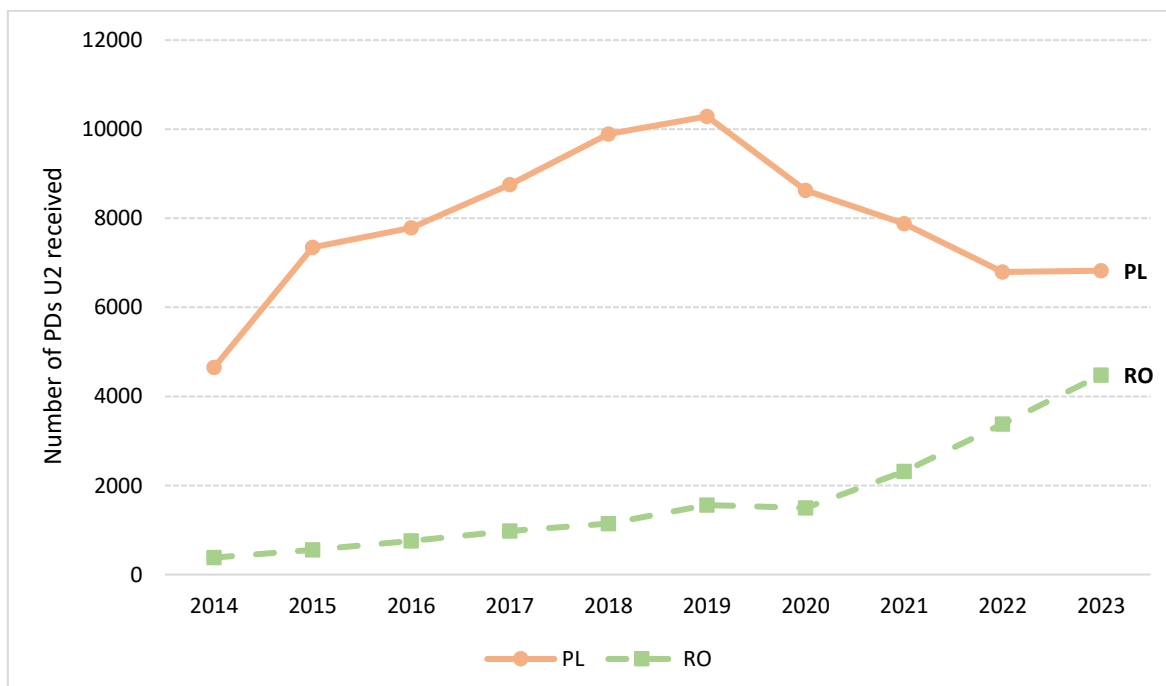
incoming jobseekers with a PD U2 in Poland, which could be noticed from 2016 to 2019 is not visible anymore.

Figure 2 - Evolution of the number of PDs U2 issued between 2014 and 2023, selection of the main issuing Member States



Source: Administrative data PD U2 Questionnaire 2015-2024

Figure 3 - Evolution of the number of PDs U2 received between 2014-2023, selection of the main receiving Member States



Source: Administrative data PD U2 Questionnaire 2015-2024

Table 5 - Evolution of the number of PDs U2 issued and received, 2016-2023

	Total number of PDs U2 or SEDs U008 issued									Total number of PDs U2 or SEDs U008 received								
	2016	2017	2018	2019	2020	2021	2022	2023	% Change 2022-2023	2016	2017	2018	2019	2020	2021	2022	2023	% Change 2022-2023
EU-27	22 079	24 131	26 680	24 446	20 112	20 375	21 896	23 494	7.3 %	18 355	22 247	21 276	22 951	21 037	20 174	20 721	23 936	15.5 %
EU-14	20 843	22 859	25 508	23 316	19 318	19 705	21 212	22 755	7.3 %	7 256	9 814	7 394	7 321	7 030	6 033	7 139	8 307	16.4 %
EU-13	1 236	1 272	1 172	1 130	794	670	684	739	8.0 %	11 099	12 433	13 882	15 630	14 007	14 141	13 582	15 629	15.1 %
EFTA	4 863	4 992	5 771	5 010	6 856	6 543	5 083	4 770	-6.2 %	1 200	1 096	1 182	989	1 035	1 023	1 012	959	-5.2 %
Total	27 243	29 379	32 650	29 600	27 260	27 103	27 033	28 329	4.8 %*	22 044	24 906	24 118	25 308	22 765	21 197	21 789	24 895	14.3 %**
BE	1 543	1 648	1 589	1 544	796	1 340	729			667	622	450	492	399	301	307	305	-0.7 %
BG	83	75	50	45	36	22	16	13	-18.8 %	235	365	511	704	736	774	958	1 236	29.0 %
CZ	197	207	217	269	266	298	279	290	3.9 %	277	264	292	332	303	286	200	192	-4.0 %
DK	2 023	2 169	2 789	2 688	2 415	2 362	2 370	2 681	13.1 %	195	181	188	183	127	102	167	181	8.4 %
DE	5 688	6 482	7 296	9 020	8 219	8 797	10 637	11 838	11.3 %	937	812	763	809	661	447	396		
EE	58	48	47	34	21	11	7	10	42.9 %	68	56	66	40	45	45	35	38	8.6 %
IE	763	897	841	704	300	151	455	518	13.8 %	293	266	196	97	65	19	108	91	-15.7 %
EL								60									1 139	
ES	2 671	1 707	2 005	1 509	569	408	569	536	-5.8 %	1 840	2 025	1 997	2 012	1 114	752	1 343	1 514	12.7 %
FR		2 700	2 687		1 418	1 800	1 595	2 254	41.3 %		2 220			1 094	1 114	1 146	1 553	35.5 %
HR	47	127	104	81	33	21	27	36	33.3 %	85	90	136	216	255	333	532	556	4.5 %
IT	440	450	412	363		132	155	72	-53.5 %	181	188	175	131		132	352	352	0.0 %
CY	67	47	59	46		10				71	58		65		28			
LV	247	276	266	289	205	112	167	170	1.8 %	224	194	162	232	190	188	151	200	32.5 %
LT	162	195	109	110	53	30	40	39	-2.5 %	423	401	472	607	674	715	558	547	-2.0 %
LU	221	219	238	210	202	192	191	206	7.9 %	116	129	106	130	80	86	67	63	-6.0 %
HU	29	35	55	25	17	9	20	52	160.0 %	405	525	414	711	739	796	58	797	1274.1 %
MT	<5	0	0	<5	<5	37	0	<5		101	94	94	71	46	0	55	46	-16.4 %
NL	4 000	3 774	5 150	4 464	3 052	2 653	2 026	2 117	4.5 %	475	458	519	395	411	283	242	277	14.5 %
AT	1 833	1 682	1 611	1 960	1 732	1 415	2 103	2 027	-3.6 %	809	855	859	899	836	673	779	790	1.4 %
PL	206	128	117	87	80	68	42	53	26.2 %	7 788	8 756	9 893	10 289	8 627	7 880	6 796	6 821	0.4 %
PT	1 183	648	458	517	350	227	176	180	2.3 %	1 080	1 436	1 552	1 637	1 717	1 616	1 731	1 614	-6.8 %
RO	29	9	14	18	11	8	<5	5	400.0 %	758	981	1 143	1 560	1 493	2 318	3 381	4 482	32.6 %
SI	35	37	54	52	32	9	23			23	25	20	14	21	11	42		
SK	75	88	80	72	36	35	62	69	11.3 %	641	624	679	789	878	767	816	714	-12.5 %
FI	289	268	228	180	115	95	90	113	25.6 %	86	93	61	87	104	78	67	68	1.5 %
SE	189	215	204	157	150	133	116	153	31.9 %	577	529	528	449	422	430	434	360	-17.1 %
IS	417		628		2 061	1 613	1 062	1 086	2.3 %	82		60		67	142	41	55	34.1 %
LI			<5	0	<5	0	0	0				5	<5		<5	<5	<5	50.0 %
NO	1 830	1 884	1 620	1 565	1 498	1 356	780	775	-0.6 %	220	296	306	225	273	175	234	213	-9.0 %
CH	2 616	3 108	3 522	3 445	3 296	3 574	3 241	2 909	-10.2 %	898	800	811	761	695	704	735	688	-6.4 %
UK	301	256	199	144	292	185	54	65	20.4 %	2 489	1 563	1 660	1 368	693		56		

* 7.6% when selecting those Member States which reported figures for both 2022 and 2023 (excl. BE, EL, and SI).

* 11.6% when selecting those Member States which reported figures for both 2022 and 2023 (excl. DE, EL, SI, and the UK).

Source: Administrative data PD U2 Questionnaires 2017-2024

3. The number of prolongations

As a result of the discretion which Member States are given by Article 64(1)(c) of the Basic Regulation to extend the period of three months up to a maximum of six months, there is a non-uniform application of the export rules by the competent institutions. Based on the quantitative and qualitative input of the reporting Member States, differences appear in the policies applied for granting a prolongation (*Table 6* and *Table 7*). It appears that more than half of the Member States do not provide an extension. In previous editions of the PD U2 report it was always reported that the Netherlands does not allow a prolongation. However, this year the Netherlands reported that, following the Klein Schiphorst judgment ([C-551/16](#)), they allow an extension under certain conditions. In practice, however, it appears that the competent authority in the Netherlands has not yet granted a prolongation in recent years, not even in reference year 2023.

- **Three months, no extension:** Denmark, Ireland, Greece, France, Croatia, Italy, Cyprus, Hungary, Finland, Sweden, Iceland, Liechtenstein, Norway, Switzerland, and the United Kingdom
- **Three months, possibility to extend:** Belgium, Bulgaria, Germany, Estonia, Spain, Latvia, Lithuania, Luxembourg, the Netherlands, Austria, Poland, Portugal, Romania, Slovenia, and Slovakia
- **Six months by default:** Czechia and Malta

The time during which persons are entitled to an unemployment benefit might influence the policy applied by Member States. This is well-illustrated by the pragmatic approach of Czechia. In most cases the Czech competent institutions issue a PD U2 immediately for the remaining period of entitlement to an unemployment benefit (see also *Table 1*). Most jobseekers who leave Czechia to look for a job in another Member State are entitled to an unemployment benefit for five months. Export can be realised after one month of registration,²⁷ so there are four remaining months to export the benefit. As reported by the Czech competent institutions in previous reference years, to issue a PD U2 for three months and grant a prolongation for another month seems a useless administrative burden for both the competent institutions and the jobseekers. Only in some cases, for instance when the client knows when he/she starts to work abroad, a PD U2 for only three months with possibility of prolongation is issued.

Most Member States which may provide an extension, have defined formal criteria to assess the requests for prolongation. The criteria most often applied are:

1. proof of an increased chance of finding employment abroad during the extended period (applied in BG, DE, ES, LT, NL, and AT);
2. proof of efforts by the unemployed person during the first three months (applied in LT, NL, and PT);
3. job opportunities on the labour market of the competent Member State (applied in DE, AT, and PL).

²⁷ See Article 64(1)(a) of the Basic Regulation. However, the competent institutions may authorise departure before the four weeks expire.

Table 6 - An update of the policies applied by the Member States concerning the request for prolongation of the period of export (prolongation possible? Yes / No), 2023

	Prol.	Applied criteria
BE	YES	
BG	YES	We do not have legally bounded criteria but assess the requests for prolongation restrictively, granting prolongation only if the jobseekers' possibility to find a job increases.
CZ		The Labour Office usually allows the maximum period of export. In some cases (e.g., the client knows when he/she starts to work abroad), the competent authority issues a PD U2 just for 3 months with possibility of prolongation.
DK	NO	NO
DE	YES	The following criteria are used to assess applications for an extension of the export period: - Does the unemployed person provide reasons for continuing to look for work abroad (e.g. moving together with a spouse)? - Can better integration opportunities be expected abroad? By when can integration into the foreign labour market be expected? - Can the current demand for labour in Germany be met without the unemployed person?
EE	YES	The justified prolongation request must be submitted by the end of the first 3-month period at the latest.
IE	NO	No such assessments/surveys have been undertaken. Prolongation of the period of export is normally not permitted. A limited period of prolongation may be allowed in exceptional circumstances, with decisions being made on a case-by-case basis.
EL	NO	
ES	YES	Yes, the criteria are based on the expectations of finding employment in the country of export, by supplying documents supporting such expectations, e.g. documents proving that the beneficiary of the exported benefit is involved in a recruitment process. Registration as jobseeker in the country of exportation or attendance to training courses are not considered sufficient requirements to grant the prolongation of the period of export.
FR	NO	France does not offer the possibility of requesting an extension.
HR	NO	There are no criteria in place to assess requests for prolongation.
IT	NO	Italian legislation provides for the exportability of unemployment benefits only for three months.
CY	NO	
LV	YES	Initially the Portable Document U2 is issued for 3 months. In case a person has not found work and still is registered as a jobseeker in the employment services of another Member State and complies with all procedures, then request for prolongation of the period of export is confirmed and granted for another 3 months.
LT	YES	Person should apply for an extension before the end of 3-month initial period. Decision to extend is made taking into account objective circumstances (i.e. person is attending language courses or is going to sign a work contract in a few weeks after 3-month period, etc.).
LU	YES	
HU	NO	
MT		Malta does not have any particular procedure for prolongation. If, on the basis of the length of his/her insurance record in Malta, a person is entitled for 6 months of benefit, the prolongation is granted automatically.
NL	YES	The 3-month period may be extended by UWV to a maximum of 6 months if the client fulfils one of the following conditions: - Client is following a pathway with concrete job prospects that requires a longer stay in the host Member State. - Client has a letter of intent from an employer in the host Member State showing that there is a real prospect of employment. UWV applies this policy since the Klein Schiphorst judgement (ECJ Case C-551/16).
AT	YES	An extension of a service export can only be made if the person personally appears at their responsible regional office (RGS) in Austria. This applies both to an extension within the three-month period and to an extension beyond that up to a maximum of six months. Only in particularly justified cases (e.g. proven concrete job offer shortly after the previous award period of the service export) can this be waived and an extension of the service export granted without return. Before an extension beyond a three-month period, it is always necessary to check why the previous job search was unsuccessful and whether there is a need in the individual case to attend a training course or measure and also whether a reasonable suitable job is available in Austria for placement and can be assigned.
PL	YES	Yes, the criterion is whether the Polish employment services can provide a job offer for the person concerned.
PT	YES	Requests for prolongation are assessed by the social security competent institutions under information provided by the claimant on the active job search in another Member State, to be proved through the applicable SED.
RO	YES	No, no criteria are in place to this aim. The sole condition is that the unemployed complies with the control and checking rules applied by the assisting institution.
SI	YES	
SK	YES	Legitimate prolongation of the period of unemployment benefit export is assessed on a case-by-case basis in accordance with the principle of proportionality.
FI	NO	
SE	NO	According to national law, Sweden does not approve prolongation of export periods.
IS	NO	According to article 43 in Icelandic law no. 54/2006 about unemployment insurance, a person who travels to another EES country has three months to look for work while receiving unemployment benefits. The article states clearly that a person only has three months and there are no exceptions according to the law. Iceland has adopted regulations from European Economic Area and EU. The rules relating to the extension of the labour market remedy are optional and the government has not seen a reason to change the law to allow extensions of the maximum period.
LI	NO	Liechtenstein does not extend applications due to official practice.
NO	NO	Norway does not prolong the period of export (3 months).
CH	NO	
UK	NO	

Source: Administrative data PD U2 Questionnaire 2024

Some 5 867 prolongations were granted in 2023, which is almost equal to the number of prolongations issued in 2022 (5 278). These 5 867 prolongations represent 22 % of the total number of PDs U2 issued (*Table 7*). This percentage would be even higher when deducting the number of jobseekers who found employment during the first three months from the number of PDs U2 issued for up to three months (see second to last column in *Table 7*). The competent institutions in Germany (52 %), Lithuania (51 %), Slovenia (32 %, data 2022), Luxembourg (30 %), Slovakia (29 %), and Latvia (27 %) prolonged more than a quarter of the authorisations issued by them. Furthermore, it should be noted that 6 % of the PDs U2 were already issued for more than three months (see *Table 1*). Available data

suggest that almost all requests for a prolongation of the export period were approved by the reporting Member States which may grant a prolongation (see final column of *Table 7*). This indicates that these Member States are rather flexible in approving a prolongation. In almost Member State for which these data are available, a request for prolongation was approved in 85 % or more of the cases with most Member States even approving all requests. The only exceptions are Czechia with an approval rate of 70 % and Latvia with an approval rate of 'only' 45 %. Furthermore, Finland and Iceland have a rate of 0 %, but both Member States received less than five requests for prolongation, so this share is less significant.

Table 7 - The number of requested and granted prolongations of the period of export, 2023

	No of PDs U2 issued for up to 3 months (A)	No of requests for prolongation of export (B)	No of prolongations granted (C)	% Prolonged (C/A)	% Prolonged by using a more selective definition***	% Approved (C/B)
EU-27	22 514	421	5 867	26.1 %		
EU-14	22 003	251	5 757	26.2 %		
EU-13	511	170	110	21.5 %		
EFTA	4 770	<5	0	0.0 %		
Total	27 349	423	5 867	21.5 %		
BE*	593	143	136	22.9 %	24.4 %	95.1 %
BG	13	<5	<5	7.7 %		100.0 %
CZ	48	10	7	14.6 %	-13.2 %	70.0 %
DK	2 681					
DE	10 493		5 459	52.0 %	56.9 %	
EE	10	<5	<5	20.0 %	25.0 %	100.0 %
IE	518					
EL	60					
ES	536	89	84	15.7 %	18.8 %	94.4 %
FR	2 254					
HR	36					
IT	72					
CY*	10	<5				
LV	170	100	45	26.5 %	41.7 %	45.0 %
LT	39	20	20	51.3 %	57.1 %	100.0 %
LU	206		61	29.6 %	31.0 %	
HU	39	7	6	15.4 %	17.6 %	85.7 %
MT	<5	0	0	0.0 %		
NL	2 117					
AT	2 027					
PL**	49	<5	<5	2.0 %	2.1 %	100.0 %
PT	180	17	17	9.4 %	106.3 %	100.0 %
RO	<5	<5	<5	25.0 %	25.0 %	100.0 %
SI*	22	7	7	31.8 %	38.9 %	100.0 %
SK	69	20	20	29.0 %	35.7 %	100.0 %
FI	113	<5	0	0.0 %	0.0 %	0.0 %
SE	153	0	0	0.0 %		
IS	1 086	<5	0	0.0 %		0.0 %
LI	0					
NO	775					
CH	2 909					
UK	65					

* BE and SI: data concern 2022. CY: data concern 2021.

** PL reported less than five requests for prolongations of export of which 11 were granted. However, as this is impossible and would give a rate of approval of 1 100 %, the number of prolongations granted was made equal to less than five.

*** Denominator: the number of jobseekers who found employment during the first three months were deducted from the number of PDs U2 issued for up to three months.

Source: Administrative data PD U2 Questionnaire 2024

4. The success rate and impact of prolongation

The total success rate (=the percentage of unemployed persons exporting their unemployment benefit who found work abroad²⁸) is calculated by dividing the number of persons who found work in another Member State during the export period by the total number of PDs U2 issued.²⁹ Additionally, the success rate during the first three months of the export period and the success rate during the prolongation period can be calculated.³⁰

Less than one out of ten unemployed persons with a PD U2 found work abroad (*Tables 8 and 9*).³¹ However, the success rate during the export period strongly varies among Member States. For instance, a very high percentage of jobseekers with an authorisation from Malta (100 %, although it concerns less than 5 authorisations) and Portugal (91 %) found work abroad, followed at a great distance by Latvia (37 %) and Czechia (35 %). The shares are the lowest in Romania (0 %, although it only concerns 5 PDs U2), Poland (2 %), Switzerland (4 %), Luxembourg (4 %), Belgium (5 %, data 2022), and Denmark (5 %) (*Table 8*). From the perspective of the receiving Member State, especially unemployed persons who moved to Liechtenstein (67 %), the Netherlands (53 %), Switzerland (47 %), Luxembourg (35 %), and Malta (33 %) found work in these Member States (*Table 9*).

Some of the main competent Member States (the Netherlands and Switzerland, see *Table 8*) and host Member States (Poland and Romania, see *Table 9*) show low success rates. For instance, the percentage of unemployed persons who received a PD U2 issued by the Netherlands and who found work abroad amounts to 7.1 % (*Table 8*).^{32,33} In Switzerland, 115 persons found work, compared to the total of 2 909 PDs U2 issued or a success rate of 4.0 %. Moreover, out of the 6 821 jobseekers with a PD U2 received by Poland, only 201 found a job in this Member State, or a 2.9 % success rate. In Romania, the success rate is even lower at 1.3 % (*Table 9*).

More specifically, the Netherlands reported in their reply that as an issuing Member State, only seven unemployed persons out of 1 664 who exported their unemployment benefit from the Netherlands to Poland found work during the export period, or 0.4 %. From a

²⁸ The questionnaire and *Table 8* ask about the number of unemployed persons with a PD U2 who have found work in a Member State other than the exporting Member State. However, the reported figures may also include cases where the jobseeker with a PD U2 has found work in the competent Member State. For example, additional information provided by the Netherlands concerning reference year 2021 shows that of the 101 persons who exported their unemployment benefit to Poland and then found work during this period, 91 found work in the Netherlands.

²⁹ This not the best denominator as persons who are still seeking work abroad in 2023 based on a PD U2 issued in 2022 should also be taken into account. However, it is not known how many of the PDs U2 issued in 2022 are still valid. Moreover, it is better to analyse only those persons who have finalised their export period and for whom the outcome is known (found work, returned to the competent Member State, stayed in the Member State where seeking work).

³⁰ The success rates during the export period could be compared to the chance of finding work (during the first three months or during the prolonged export period) on the labour market of the competent Member State or the chance of finding work (during the first three months or during the prolonged export period) by unemployed persons living in the Member State where they are seeking work. This comparison should give an answer to the question whether the export leads to a higher chance of finding employment during the first three months or in the event of prolongation after six months. The thematic report of 2014 already discussed this question. Due to several methodological limitations, the results were tentative. For instance, it is not known whether the unemployed persons exporting their unemployment benefit have similar characteristics as the 'native' unemployed persons. Therefore, more detailed information is required for a thorough calculation and comparison.

³¹ Some 8.3 % from the perspective of the competent Member State and some 7.5 % from the perspective of the host Member State.

³² In the questionnaire filled out by the Netherlands it was reported that the practical implementation of the rules on export of unemployment benefits does not contribute to more persons finding a job, seeing the work resumption rate of 7.1 %. This share of 7.1 % includes the persons for whom it is certain they have found work. However, there are also people who no longer complete their income form. Some of those people may also have found work. This is not included in the figures because it is not registered (it is only registered if people fill in the income form that they have found work or if we receive this from the sister body). This may also explain the difference with the figure provided by Poland (see the next paragraph).

³³ If the work resumptions of persons who indeed found work in another Member State are looked at, there are 127 cases out of 2 117 export cases. This would lead to a work resumption rate (of reported work resumptions) of 1.2%.

receiving point of view, Poland reported that 52 out of 1 675 jobseekers from the Netherlands found work in Poland, or 3.1 %. Although these percentages may not be equal, they both show that the success rate between the Netherlands and Poland is low. However, it should be noted that the information is based on “reported work resumptions” which are registered, while there may also be persons who have not reported their work resumptions.³⁴ A closer look at the figures provided by the Netherlands shows that most of the flows between the Netherlands and Poland are unemployed persons, other than frontier workers, who resided in Poland and worked in the Netherlands, and thus export their unemployment benefit under Article 65(5)(b) of the Basic Regulation.

To assess the impact of the prolongation period, a distinction should be made between the success rate during the first three months of the export period and the success rate during the prolonged export period. For 10 issuing Member States which are granting a prolongation (+ CZ)³⁵ it was possible to calculate the success rate for both periods (BE (data 2022), DE, EE, ES, LT, LU, PL, RO, SI, and SK) (*Table 8*). The average success rate during the first three months amounts to 5.8 %, while the success rate during the prolonged period amounts to 4.8 %, and the total success rate amounts to 9.0 % (or an increase of some three percentage points compared to the success rate during the first three months). In several reporting Member States, the success rate during the prolonged export period is higher than the success rate during the first three months (EE, ES, LT, LU, and SI (data 2022)). However, in Belgium (data 2022), Czechia, Germany, Poland, and Slovakia the success rate is lower during the prolonged period.

Another indicator to measure the impact of the prolongation period is the calculation of the share of persons who found work in another Member State during this period. Based on *Table 8 (last column - from the perspective of the competent Member State)* it seems that of the persons who found work 26 % did this during the prolongation period. This weighted average figure is mainly driven by the percentage of Germany (27 %) as Germany reports 244 persons who have found work during the prolonged export period out of 905 persons who found work, and in total it concerns 274 persons who found during the prolonged export period divided by 1 063 persons who found work. However, based on *Table 9 (last column - from the perspective of the host Member State)* this overall share drops to 16 %.

³⁴ NL remarks that every year they also see beneficiaries who do not report a work resumption but just stop sending the so called “income form”. It is possible that this group has also found work, although it is not known if this is indeed the case and if yes, in which Member State they found work. As a result of this, the work resumption rate may be higher, although it is not known if this is indeed the case and to what extent and in which Member State (NL or abroad). This could potentially also be an explanation for the difference between the Dutch and Polish reported figures on work resumption.

³⁵ In most cases the Czech competent institutions issue a PD U2 immediately for the remaining period of entitlement to an unemployment benefit. Most jobseekers who leave Czechia to look for a job in another Member State are entitled to an unemployment benefit for five months. Export can be realised after one month of registration, so there are four remaining months to export the benefit.

Table 8 - The number of unemployed persons with a PD U2 who found work, by sending Member State, 2023

Sending MS	Total number of PDs U2 issued (A)	No of prolongations granted (B)	No of persons who found work in another MS during the export period (C)	of which: No of persons who found work in another MS during the prolonged export period (if applicable) (D)	of which: No of persons who found work during the first 3 months E=(C-D)	Success rate during the first 3 months (E/A)	Success rate during the prolonged export period (D/B)	Total success rate (C/A)	Share of persons who have found work in another MS during the prolonged export period (D/C)
BE*	729	136	36	0	36	4.9 %	0.0 %	4.9 %	0.0 %
BG	13	<5							
CZ	290	7	101	<5	99	34.1 %	28.6 %	34.8 %	2.0 %
DK	2 681		144					5.4 %	
DE	11 838	5 459	905	244	661	5.6 %	4.5 %	7.6 %	27.0 %
EE	10	<5	<5	<5	<5	10.0 %	50.0 %	20.0 %	50.0 %
IE	518								
EL	60		8					13.3 %	
ES	536	84	89	16	73	13.6 %	19.0 %	16.6 %	18.0 %
FR	2 254								
HR	36		<5					8.3 %	
IT	72								
CY*	10		<5					20.0 %	
LV	170	45	62					36.5 %	
LT**	39	20	<5	<5	0	0.0 %	20.0 %	10.3 %	100.0 %
LU	206	61	9	5	<5	1.9 %	8.2 %	4.4 %	55.6 %
HU	52	6	5					9.6 %	
MT	<5	0	<5	0	<5	100.0 %		100.0 %	0.0 %
NL	2 117		150					7.1 %	
AT	2 027								
PL	53	<5	<5	0	<5	1.9 %	0.0 %	1.9 %	0.0 %
PT	180	17	164					91.1 %	
RO	5	<5	0	0	0	0.0 %	0.0 %	0.0 %	
SI*	23	7	<5	<5	<5	4.3 %	42.9 %	17.4 %	75.0 %
SK	69	20	13	<5	12	17.4 %	5.0 %	18.8 %	7.7 %
FI	113	0	20					17.7 %	
SE	153	0							
IS	1 086	0							
LI	0								
NO	775								
CH	2 909		115					4.0 %	
UK	65								
Total selection***								8.3 %	
Only MSs granting prolongation****						5.8 %	4.8 %	9.0 %	25.8 %

* BE and SI: data concern 2022. CY: data concern 2021.

** LT reported five persons who found work in another Member State during the prolonged export period but less than five persons who found work during the export period. As this would lead to a share of more than 100 %, the number of persons who found work in another Member State during the prolonged export period was set to less than five.

*** Total selection: those Member States which reported the number of persons who found work in another Member State during the export period (column C) and the total number of PDs U2 issued (column A).

**** Only Member States granting prolongation: data available for BE, DE, ES, LV, LT, PL, SI and SK.

Source: Administrative data PD U2 Questionnaire 2024

Table 9 - The number of unemployed persons with a PD U2 who found work, by receiving Member State, 2023

Receiving MS	Total number of PDs U2 or SEDs U008 received (A)	No of persons who found work in your MS during the export period (B)	of which: No of persons who found work in your MS during the prolonged export period (if applicable) (C)	Total success rate (B/A)	Share of persons who found work in another MS during the prolonged export period (C/B)
BE	305	27	<5	8.8 %	3.7 %
BG	1 236				
CZ	192	38	6	19.8 %	15.8 %
DK	181	37	10	20.4 %	27.0 %
DE*	396	107	18	27.0 %	16.8 %
EE	38	<5	<5	10.5 %	25.0 %
IE	91				
EL	1 139	101		8.9 %	0.0 %
ES	1 514	97	13	6.4 %	13.4 %
FR	1 553				
HR	556	35	5	6.3 %	14.3 %
IT	352				
CY*	28	6		21.4 %	
LV	200				
LT	547	27	<5	4.9 %	3.7 %
LU	63	22		34.9 %	
HU***	797	48	48	6.0 %	100.0 %
MT	46	15	0	32.6 %	0.0 %
NL	277	146	15	52.7 %	10.3 %
AT	790				
PL	6 821	201	0	2.9 %	0.0 %
PT	1 614	110	6	6.8 %	5.5 %
RO	4 482	59	20	1.3 %	33.9 %
SI*	42	8	<5	19.0 %	25.0 %
SK	714	62	<5	8.7 %	3.2 %
FI	68	9	<5	13.2 %	44.4 %
SE	360	90	26	25.0 %	28.9 %
IS	55	<5		7.3 %	
LI	<5	<5		66.7 %	
NO	213				
CH	688	322		46.8 %	
UK*					
Total**				7.5 %	15.9 %

* UK: no data available. DE and SI: data concern 2022. CY: data concern 2021.

** Total success rate only calculated for Member States that could provide data for column A and B. Share of persons who have found work in another MS during the prolonged export period only calculated for Member States that could provide data for column B and C.

*** HU reported 49 persons who found work in Hungary during the prolonged export period, but only 48 persons who found work in Hungary during the export period. Seeing that this would lead to a share of 102.1 %, this first value was set to 48 (in column C).

Source: Administrative data PD U2 Questionnaire 2024

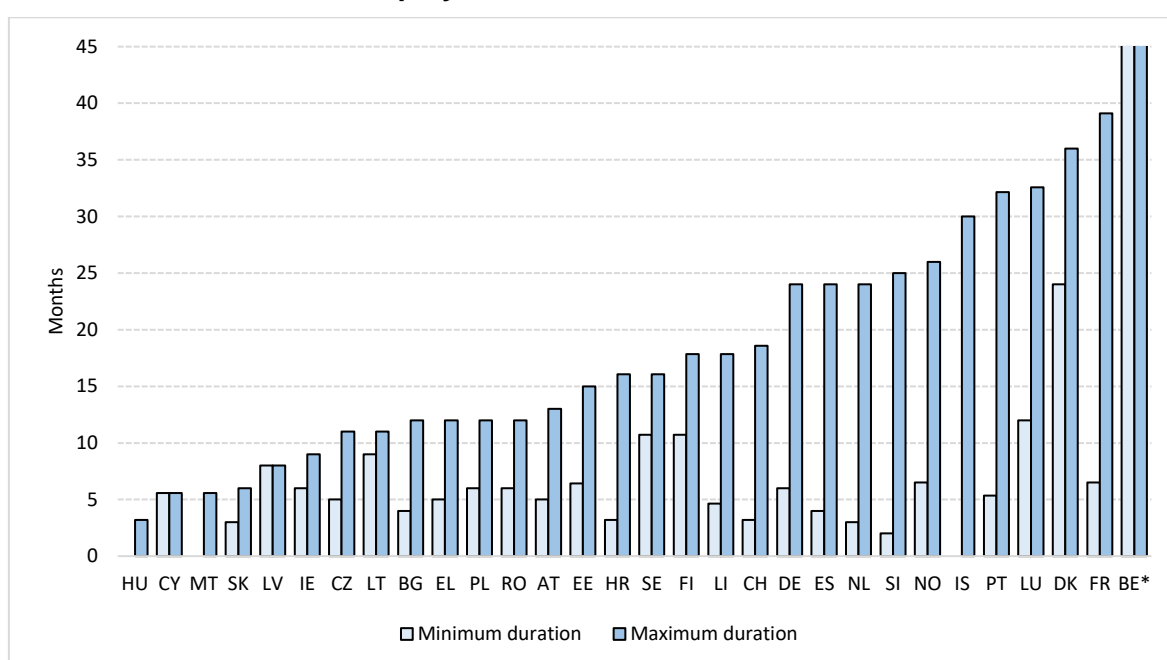
5. Average period of export

The unemployed person must fulfil several conditions to receive the unemployment benefit in another Member State. One of the conditions is that the person concerned must have been registered as a person seeking work and have remained available to the employment services of the competent Member State for at least four weeks after becoming unemployed. Nonetheless, the competent institutions may authorise departure before such time has expired.³⁶ This condition together with the time during which persons are entitled to an unemployment benefit might have an impact on the average period of export. Notably, if Member States with a short duration apply the four-week rule, the period of export might be very short to find a job in the chosen Member State.

³⁶ Article 64 (1) a) of the Basic Regulation. Additional data reported by the Netherlands indicate that this is the case for 0.7 % of the exported unemployment benefits by the Netherlands (2021 figures).

The average period that persons are entitled to an unemployment benefit strongly differs between Member States (*Figure 4*). The duration of the unemployment benefit is longest in Belgium, where an upper limit is not applied. In Hungary, on the other hand, the unemployment benefit is granted for 90 days at most. Consequently, if export is allowed from the fifth week onwards, workers might have the possibility to export the benefit for less than three months. As a result, an extension of the export period after 3 months is not possible in Hungary (see *Table 6*). Likewise, in Slovakia, the Netherlands, and Slovenia, the minimum duration persons are entitled to an unemployment benefit is lower or equal to the export period of three months. In addition, in many Member States, the time during which persons are entitled to a benefit depends on the period of insurance/employment. Consequently, young people will receive an unemployment benefit during a shorter period compared to older people, while it can be assumed that most unemployed persons who look for a job abroad are young people.³⁷

Figure 4 - Minimum and maximum time during which persons are entitled to an unemployment benefit, in months, 2023



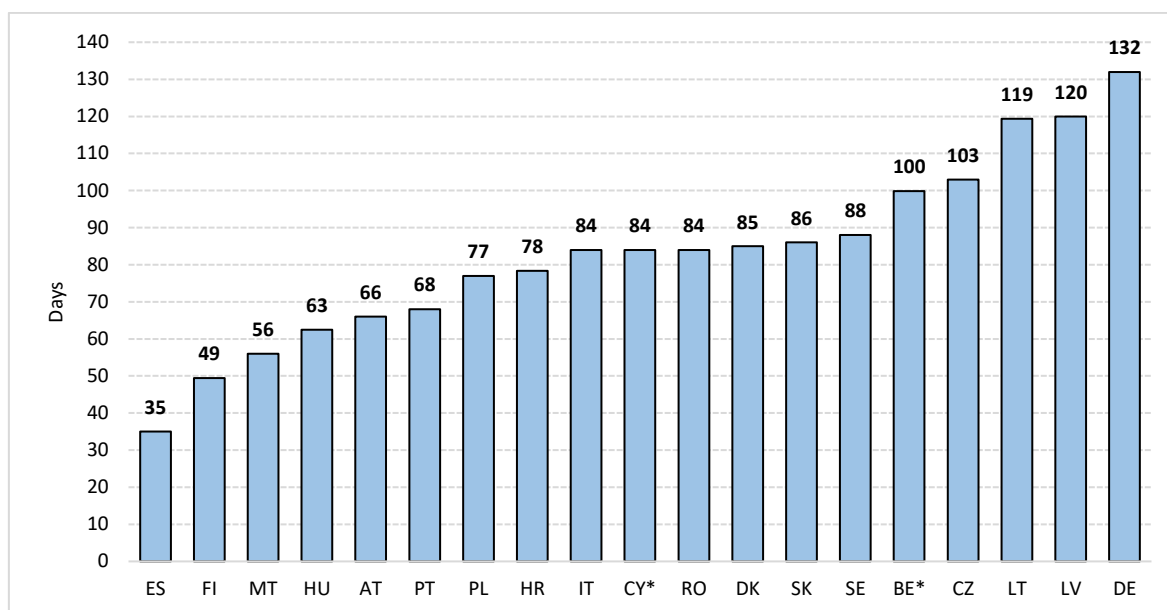
* BE: unlimited duration.

Source: Own elaboration based on data from MISSOC

The questionnaire asked Member States for the average length of the export period during which the benefits were paid, which was provided by 19 Member States. In Belgium (data 2022), Czechia, Lithuania, Latvia, and Germany, the average length of export is longest, as it amounts to 100 days or more (*Figure 5*). On the other side of the graph are Spain, Finland, Malta, Hungary, and Austria, where the average period of export is 68 days or less. Especially for Spain, this is a serious drop in the average period, going from 86 days in 2022 to 35 days in 2023. However, the bulk of the reporting member States are situated around a median exporting period of 84 days or 3 months.

It is likely that the policies applied for granting a prolongation are a more important explanatory variable of the average period of export than the average time during which persons are entitled to an unemployment benefit. All five Member States with an export period of 100 days or more (BE, CZ, LT, LV, and DE) may extend the period of three months up to a maximum of six months.

³⁷ For example, in the thematic report for reference year 2014 Sweden reported that "jobseekers between the ages of 30 and 39 used the opportunity to export their unemployment benefits [to] a slightly higher extent than other age categories."

Figure 5 - Average period of export of unemployment benefit, in days, 2023

* BE: data concern 2022. CY: data concern 2021.

Source: Administrative data PD U2 Questionnaire 2024

6. Return to the competent Member State

The unemployed person must return to the competent Member State before the period during which the unemployment benefit is retained expires unless the provisions of the competent Member State are more favourable. If the person concerned does not return in time, (s)he will lose all entitlement to benefits of the competent Member State. However, it is found that only around 7.9 % of the unemployed persons return to the competent Member State (*Table 10*). This is a small increase compared to 2022 (6.7 %), but still lower than the share in 2021 (8.6 %). The growth compared to 2022 is partly due to Iceland. Whereas in 2022, 158 out of 1 062 persons returned or 14.9 %, in 2023, 385 out of 1 086 persons returned or 35.5 %.

The most notable exception to the overall low rate of return is Poland 94 % of unemployed persons returned and registered with the employment services before the end of the export period. However, the fact that the person concerned does not return, does not necessarily imply that (s)he has found employment abroad (see the last column of *Table 10*). For example, while 94 % of unemployed persons returned to Poland, only 2 % found work abroad.

Table 10 - The number of persons who returned and registered with the employment services in the competent Member State before the end of the export period, by sending Member State, 2023

	Total No of PDs U2 or SEDs U008 issued (A)	No of persons who returned and registered with the employment services in the competent MS before the end of the export period (B)	% Who returned and registered with the employment services in the competent MS before the end of the export period (B/A)	<i>Pre memoria:</i> % Who found work abroad (Table 8 column C/A)
BE*	729	<5	0.5 %	4.9 %
BG	13			
CZ	290	16	5.5 %	34.8 %
DK	2 681	969	36.1 %	5.4 %
DE	11 838	77	0.7 %	7.6 %
EE	10	<5	30.0 %	20.0 %
IE	518			
EL	60	<5	3.3 %	13.3 %
ES	536	33	6.2 %	16.6 %
FR	2 254			
HR	36			8.3 %
IT	72			
CY*	10			20.0 %
LV	170	36	21.2 %	36.5 %
LT	39	<5	5.1 %	10.3 %
LU	206	17	8.3 %	4.4 %
HU	52			9.6 %
MT	<5	0	0.0 %	100.0 %
NL	2 117	112	5.3 %	7.1 %
AT	2 027			
PL	53	50	94.3 %	1.9 %
PT	180	33	18.3 %	91.1 %
RO	5	0	0.0 %	0.0 %
SI*	23	<5	4.3 %	17.4 %
SK	69	10	14.5 %	18.8 %
FI	113	23	20.4 %	17.7 %
SE	153	22	14.4 %	
IS	1 086	385	35.5 %	
LI	0			
NO	775			
CH	2 909	38	1.3 %	4.0 %
UK	65			
Total **	23 269	1 833	7.9 %	8.3 %

* BE and SI: data concern 2022. CY: data concern 2021.

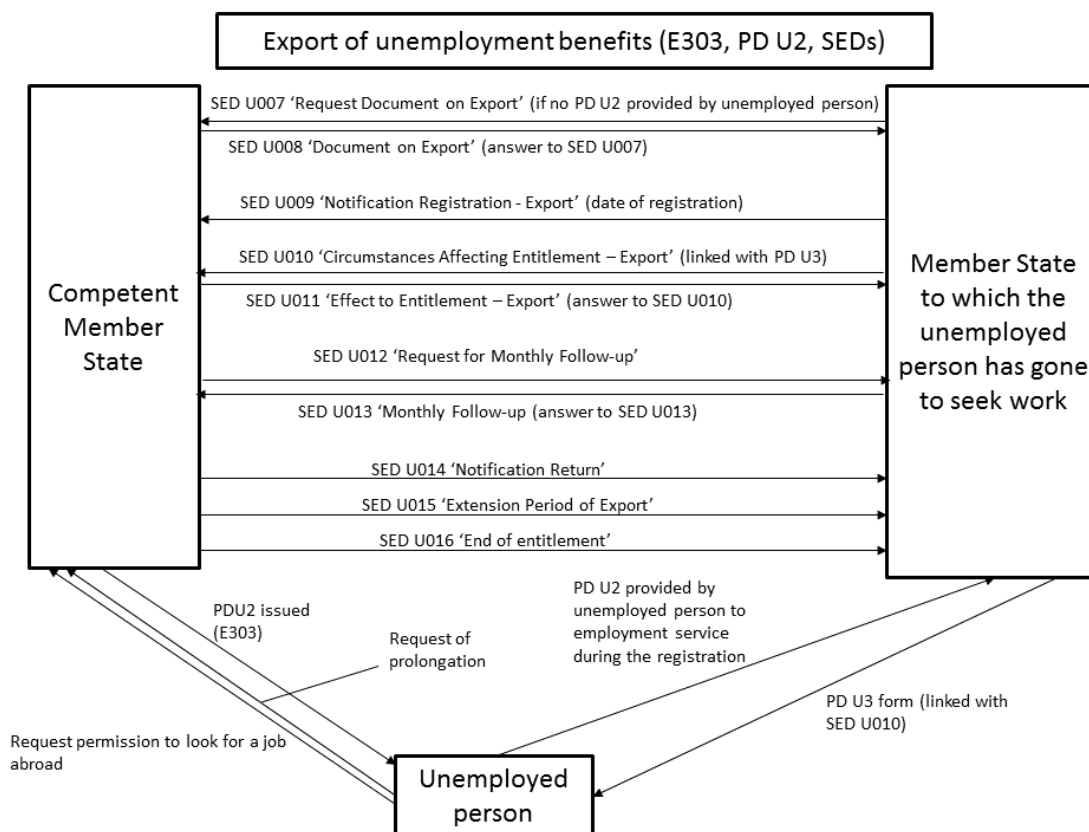
** Total: only for those Member States which reported the total number of PDs U2 issued (column A) and the number of persons who returned (column B).

Source: Administrative data PD U2 Questionnaire 2024

7. Practical implementation of the rules

Figure 6 provides an overview of the current flow of documents between the unemployed person and the Member States involved. This enables us to discuss the related administrative concerns and practical implementation of the rules.

Figure 6 - The current and future flow of documents applicable to the export of unemployment benefits



Source: Own elaboration

As already noted, a PD U2 grants the unemployed person an authorisation to export his or her unemployment benefit to another Member State to seek work there. With the PD U2, the unemployed person must register as a person seeking work with the employment services of the Member State to which (s)he has gone. The institution in this Member State must inform the competent institution about the registration by means of a Structured Electronic Document (SED)³⁸ U009 '*Notification Registration - Export*'. When the unemployed person registers without a PD U2, the institution in the Member State to which the unemployed person has gone requests the document on export from the competent institution by means of an SED U007 '*Request Document on Export*' and indicates the date of registration. The competent institution provides the institution in the Member State to which the unemployed person has gone with the requested document (SED U008, '*Document on Export*')³⁹ and continues to pay the unemployment benefit of the unemployed person. The latter may request an extension of the export period for another three months up to a maximum of six months. If the competent institution extends the export period, it must inform the institution in the Member State to which the unemployed person has gone about the extension by means of an SED U015 '*Extension Period of Export*'.

The competent institution may request a monthly follow-up from the institution in the Member State to which the unemployed person has gone (by means of a PD U2 (point 3.2 of the document) or an SED U012 '*Request for Monthly Follow-up*'). If a monthly follow-up is requested, every month the institution in the Member State to which the unemployed person has gone has to confirm that the unemployed person still complies with the

³⁸ All communication between national institutions on cross-border social security takes place by using structured electronic documents (SED).

³⁹ However, only the body of the SED U008 provides information on the entitlement.

procedures by means of an SED U013 *'Monthly Follow-up'*. If any circumstances occur which could affect the entitlement to an unemployment benefit (the person has taken up employment, has become self-employed, has refused a job offer or interview request, etc.) the institution in the Member State to which the unemployed person has gone has to inform the competent institution by means of an SED U010 *'Circumstances Affecting Entitlement – Export'* and the unemployed person by means of a PD U3 *'Circumstances likely to affect the entitlement to unemployment benefits'*.

Most Member States report that they have no particular problems with the practical implementation of the rules.⁴⁰ It is stated that the cooperation with other Member States usually works well. Some Member States, namely Bulgaria and Norway mentioned that EESSI (i.e., Electronic Exchange of Social Security Information) has had a positive impact on the exchange of information between Member States, as it has fastened and simplified the processes. Furthermore, it cannot be forgotten that Article 55(6) of Regulation 987/2009 offers Member States the possibility to enhance the bilateral procedures concerning the follow-up of jobseekers.⁴¹ A suggestion made by Spain is to have a uniform procedure defined at European level to authorise the prolongation of export periods.

Nevertheless, some problems are still reported by several Member States. The concerns most frequently reported are:

- delays in or not receiving confirmation of the registration (SED U009) of the unemployed person with the unemployment services in the Member State where (s)he is seeking work with a PD U2 (reported by BG, CZ, and HR)
- delays in or not receiving a monthly follow-up (SED U013) (reported by BG, CZ, EE, and HR)
- delays in reporting circumstances which could affect the entitlement (SED U010) (reported by ES and SE)
- no or a delayed reply to the question whether a person has been granted a PD U2 (SED U007) (reported by RO and SE)
- unemployed persons not being properly informed about the export of the unemployment benefit (reported by LV, SK, and NO)

Furthermore, Italy indicates that the rules are not always correctly applied because people sometimes do not comply with the communication obligations established by the Community legislation. In this regard, Lithuania also highlights that it is essential to properly inform jobseekers about the export conditions. Moreover, the lack of knowledge does not only concern the unemployed persons, but in some cases also the employment services/institutions themselves. Therefore, the questionnaire also asked about any information campaigns or awareness-raising events carried out by the Member States, which is discussed in the next section.

8. Awareness-raising policies

Knowledge about the export of benefits is not only lacking among the unemployed, but also among employment services of some Member States. Although the majority of Member

⁴⁰ This is reported by BE, CZ, DE, IE, FR, HR, MT, PL, PT, RO, SE, and LI.

⁴¹ "The competent authorities or competent institutions of two or more Member States may agree amongst themselves specific procedures and time-limits concerning the follow-up of the unemployed person's situation as well as other measures to facilitate the job-seeking activities of unemployed persons who go to one of those Member States under Article 64 of the Basic Regulation."

States⁴² reported that no information campaigns or awareness-raising events took place in 2023, some Member States⁴³ did report that they organised informative events, seminars, or trainings to increase awareness. It mostly concerns job fairs, emigration expositions, or information days/seminars targeted towards the unemployed persons (EE, IT, LV, PT, NL, and IT). Furthermore, information campaigns target unemployed persons through a website, magazine, or e-newsletter (FI, LV, and NL). However, only Portugal mentions that training sessions for the employees of the employment service took place, hence not only focussing on the information provision to the unemployed persons. It is also mentioned by Portugal that necessary information is provided through the EURES network, the European cooperation network of employment services, designed to facilitate the free movement of workers⁴⁴.

Nonetheless, we tend to argue that efforts to increase awareness and knowledge about the export rules are (still) needed. If unemployed persons are not aware of their rights/duties, they might also fail to assert/fulfil them when they move to another Member State without a PD U2. For instance, despite the large outflow of people of working age from Poland and Romania, we observe that these Member States only granted a limited number of authorisations to export the unemployment benefit.⁴⁵ This creates a risk that mobile persons do not take up their social rights in a cross-border context. It is difficult to estimate the extent of this risk. The fact that the employment services of the Member State to which the unemployed person has gone will inform the competent institution if the unemployed person registers without a PD U2 somewhat avoids this risk.

9. Fraud and error

Finally, Member States were asked to describe/quantify cases of fraud and error related to PDs U2 in 2023. However, most Member States were not able to provide data or did not fill out the question⁴⁶. Several other reporting Member States stated that no cases of fraud or error were detected⁴⁷. Only four Member States reported cases of fraud and error, and were able to quantify these cases, namely Belgium, Denmark, Hungary, and Norway.

In all four Member States, it concerns less than 20 cases of inappropriate use, and in Belgium, Hungary, and Norway it also involves only EUR 5 000 or less (*Table 11*). Only in Denmark does it concern EUR 175 106, of which EUR 129 837 concerns an error. The type of fraud and error most found relates to non-reporting or the reporting of false information.

In terms of efforts of uncovering inappropriate use, Belgium reported four audits or investigations, and Czechia (although not uncovering any fraud or error) reported that the internal IT database, EESSI, and the Labour Office staff files are used as data sources. Hungary reports that the methodology used is the daily amount of benefits taken without a legal basis multiplied by the number of days already in employment, minus the contribution payable from the jobseeker's allowance, and it concerns an in-process check. Finally, Norway mentioned that inappropriate use is discovered through communication with other

⁴² AT, BE, BG, HR, CZ, DK, FR, DE, IS, LI, and MT.

⁴³ EE, FI, IE, LV, PT, NL, IT.

⁴⁴ See https://eures.europa.eu/index_en

⁴⁵ Based on 2013 data from the EU Labour Force Survey, it was estimated that more than 90 000 people were unemployed when they moved to another Member State. The number of authorisations granted to export the unemployment benefit has remained around 30 000 PDs U2, meaning that there is a formal non-take-up of this social right by 2 out of 3 unemployed people who have moved to another Member State. However, in reality, a (large) group of unemployed people may in fact have exported their unemployment benefit abroad without reporting it (i.e., informal take-up).

⁴⁶ This is the case for AT, BG, FR, DE, EL, IE, LV, LT, LU, PT, SK, SE, CH, NL, and UK.

⁴⁷ This is the case for HR, CZ, EE, FI, IS, LI, MT, PL, RO, ES, and IT.

Member States through EESSI and the calculation of errors for cases under the Coordination Regulations are carried out in the same way as national rules of calculations when it concerns working hours not reported.

Table 11 - Number of cases of fraud and error identified in case of export of unemployment benefits, 2023

	Number of cases identified	Amount involved (in €)	Reason
BE	3	4 112	Fraud: The date on the U2 didn't align with the move to the other Member State. The person moved before the entry date of the U2.
	1	0	Error: A refusal of U2 had happened due to late application. Therefore, the inspection sent an invitation on which if the person did not turn up, further benefits would be blocked. Thus, the benefits became blocked considering the person did not come. Therefore, there were no undue benefits received in the end.
	4	4 112	Total
DK	2	45 269	Fraud (EUR 45 269 Repayment of benefit EUR 87 363 Administrative sanction)
	13	101 390	Error (EUR 101 390 Repayment of benefit EUR 16 858 administrative sanction)
	1	28 447	Error: institutional error
	16	175 106	Total
HU	9	1 095	Fraud: The foreign employer informs the employee incorrectly and/or incorrectly about the start of the employment relationship (the employment contract has not yet been drawn up). The client gives the date of termination of benefits on this basis, so on average 2-7 days of benefit overpayment occurs.
	5	1 109	Error: During the period of unemployment benefits paid in Hungary, clients typically work in Austria under a "marginal employment" declaration, which they do not declare, although no benefits are paid during this period.
	14	2 204	Total
NO	6	Circa 5 000	Fraud: Job seekers did not report working hours carried out in the "export" country and as a consequence received more in unemployment benefits than they were entitled to. This was discovered when receiving monthly updates from the "export" country via EESSI.

Source: Administrative data PD U2 Questionnaire 2024

Annex I

Bilateral flows of incoming and outgoing jobseekers

Table A1 - Total number of PDs U2 or SED U008 issued, column percentage, 2023

		Sending Member State																														Total																	
		BE	BG	CZ	DK	DE	EE	IE	EL	ES	FR	HR	IT	CY	LV	LT	LU	HU	MT	NL	AT	PL	PT	RO	SI	SK	FI	SE	IS	LI	NO		CH	UK															
Receiving Member State	BE	0 %		1 %		0 %		0 %		3 %		8 %		25 %		0 %		0 %		8 %		4 %		0 %		0 %		1 %		0 %		0 %		0 %		0 %		6 %											
	BG	1 %		8 %		0 %		0 %		8 %		2 %		0 %		0 %		0 %		1 %		0 %		0 %		0 %		4 %		0 %		1 %		1 %		2 %		2 %											
	CZ	0 %		0 %		1 %		0 %		2 %		0 %		1 %		1 %		0 %		0 %		0 %		50 %		0 %		0 %		0 %		16 %		0 %		0 %		1 %		3 %		1 %							
	DK	1 %		0 %		10 %		0 %		2 %		2 %		6 %		0 %		0 %		5 %		0 %		4 %		0 %		4 %		0 %		0 %		1 %		5 %		2 %		3 %		0 %		2 %					
	DE	4 %		38 %		5 %		20 %		5 %		55 %		20 %		19 %		47 %		10 %		15 %		2 %		54 %		0 %		2 %		47 %		26 %		14 %		8 %		15 %		1 %		4 %		5 %		8 %	
	EE	0 %		0 %		0 %		1 %		0 %		0 %		0 %		0 %		0 %		3 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		4 %		0 %		0 %		1 %		3 %		0 %			
	IE	0 %		0 %		1 %		0 %		2 %		10 %		1 %		3 %		0 %		3 %		1 %		0 %		0 %		0 %		0 %		0 %		0 %		2 %		0 %		0 %		0 %		3 %		1 %			
	EL	1 %		0 %		3 %		10 %		0 %		0 %		0 %		3 %		40 %		3 %		4 %		2 %		0 %		1 %		2 %		0 %		0 %		2 %		1 %		1 %		0 %		2 %		1 %			
	ES	14 %		0 %		9 %		0 %		13 %		2 %		8 %		3 %		10 %		15 %		5 %		0 %		50 %		5 %		9 %		0 %		25 %		20 %		18 %		6 %		6 %		5 %		8 %			
	FR	47 %		46 %		3 %		20 %		4 %		3 %		18 %		0 %		5 %		24 %		8 %		0 %		2 %		4 %		9 %		4 %		12 %		9 %		1 %		2 %		2 %		3 %		6 %			
	HR	0 %		0 %		2 %		0 %		2 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		13 %		1 %		0 %		2 %		1 %		1 %		0 %		1 %					
	IT	6 %		0 %		4 %		0 %		1 %		2 %		10 %		5 %		0 %		0 %		0 %		0 %		10 %		0 %		1 %		0 %		4 %		1 %		4 %		5 %		1 %		1 %		2 %		3 %	
	CY	0 %		8 %		0 %		0 %		0 %		5 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		1 %		0 %		0 %		0 %		0 %			
	LV	0 %		0 %		2 %		20 %		0 %		0 %		0 %		1 %		0 %		0 %		1 %		0 %		0 %		0 %		0 %		0 %		0 %		1 %		3 %		5 %		4 %		8 %		1 %			
	LT	0 %		0 %		8 %		0 %		4 %		0 %		0 %		1 %		0 %		0 %		0 %		0 %		0 %		1 %		0 %		0 %		0 %		0 %		1 %		6 %		21 %		8 %		4 %			
	LU	0 %		0 %		0 %		0 %		0 %		0 %		1 %		4 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		1 %		0 %		0 %		0 %		0 %		1 %			
	HU	0 %		0 %		1 %		0 %		1 %		0 %		0 %		1 %		0 %		0 %		0 %		0 %		1 %		0 %		0 %		0 %		0 %		0 %		1 %		0 %		2 %		1 %					
	MT	0 %		0 %		0 %		0 %		0 %		0 %		1 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		2 %		0 %		0 %		0 %		0 %			
	NL	4 %		0 %		1 %		0 %		1 %		2 %		4 %		2 %		6 %		0 %		5 %		0 %		0 %		0 %		9 %		9 %		4 %		1 %		2 %		0 %		1 %		2 %		1 %			
	AT	1 %		0 %		1 %		10 %		1 %		5 %		2 %		3 %		31 %		0 %		5 %		1 %		23 %		0 %		0 %		8 %		30 %		7 %		4 %		2 %		0 %		1 %		2 %		2 %	
	PL	9 %		0 %		21 %		0 %		47 %		2 %		2 %		0 %		0 %		0 %		3 %		1 %		0 %		0 %		79 %		0 %		1 %		0 %		5 %		59 %		39 %		34 %		30 %			
	PT	4 %		0 %		2 %		0 %		3 %		0 %		2 %		3 %		0 %		0 %		0 %		36 %		0 %		0 %		2 %		0 %		0 %		1 %		1 %		3 %		2 %		2 %		3 %			
	RO	2 %		0 %		19 %		0 %		2 %		0 %		3 %		0 %		0 %		10 %		0 %		2 %		0 %		0 %		1 %		0 %		0 %		4 %		2 %		1 %		2 %		3 %		6 %			
	SI	0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		2 %		0 %		0 %		0 %		0 %		0 %		2 %		0 %		0 %		0 %		0 %			
	SK	0 %		0 %		2 %		0 %		8 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		1 %		0 %		0 %		3 %		2 %		2 %		4 %		15 %		2 %			
	FI	1 %		0 %		0 %		10 %		1 %		3 %		1 %		1 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		3 %		4 %		0 %		1 %		0 %		1 %			
	SE	2 %		0 %		1 %		0 %		0 %		5 %		3 %		1 %		3 %		0 %		10 %		0 %		0 %		0 %		1 %		2 %		0 %		6 %		6 %		2 %		3 %		2 %		2 %			
	IS	0 %		0 %		1 %		0 %		0 %		0 %		1 %		1 %		0 %		0 %		0 %		0 %		0 %		0 %		8 %		0 %		0 %		0 %		1 %		3 %		1 %		0 %		1 %			
	LI	0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %			
	NO	0 %		0 %		4 %		0 %		0 %		2 %		1 %		1 %		0 %		0 %		21 %		0 %		0 %		0 %		0 %		2 %		0 %		3 %		1 %		9 %		0 %		0 %		2 %			
	CH	1 %		8 %		1 %		0 %		0 %		0 %		6 %		17 %		6 %		0 %		0 %		2 %		6 %		0 %		0 %		6 %		9 %		4 %		1 %		3 %		0 %		0 %		4 %			
	UK	0 %		0 %		0 %		0 %		2 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %		0 %			
	Unknown																																															0 %	
	Total	100 %		100 %		100 %		100 %		100 %		100 %		100 %		100 %		100 %		100 %		100 %		100 %		100 %		100 %		100 %		100 %		100 %		100 %		100 %		100 %		100 %		100 %		100 %			

* BE and SI: data concern 2022. CY: data concern 2021.

** A breakdown by receiving Member State was not available for CZ, DE, IT, LV, AT, PT, RO, and CH. LI issued no PDs U2, so this column also remains empty.

Source: Administrative data PD U2 Questionnaire 2024

Table A2 - Total number of PDs U2 or SED U008 received, column percentage, 2023

		Receiving Member State																														Total		
		BE	BG	CZ	DK	DE	EE	IE	EL	ES	FR	HR	IT	CY	LV	LT	LU	HU	MT	NL	AT	PL	PT	RO	SI	SK	FI	SE	IS	LI	NO		CH	UK
Competent Member State	BE	3 %	1 %		1 %		0 %	1 %	1 %	7 %	15 %	0 %	0 %	0 %	16 %	0 %	4 %	7 %		1 %	3 %		0 %	1 %	0 %	2 %	7 %	0 %	0 %				3 %	
	BG	0 %			0 %		0 %	0 %	0 %	1 %	0 %		0 %	0 %	0 %	0 %	0 %	0 %		0 %	0 %		0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %		0 %	
	CZ	1 %	6 %		2 %		0 %	3 %	0 %	1 %	1 %	0 %		4 %	0 %	0 %	0 %	7 %	1 %		0 %	0 %	0 %	0 %	19 %	0 %	2 %	0 %	0 %	0 %	0 %		1 %	
	DK	1 %	18 %		10 %		21 %	5 %	6 %	10 %	1 %	6 %		18 %	39 %	6 %	4 %	7 %	10 %		9 %	4 %		7 %	8 %	12 %	10 %	44 %	0 %	45 %			9 %	
	DE	10 %	61 %		36 %		29 %	13 %	82 %	34 %	5 %	80 %		46 %	12 %	19 %	69 %	4 %	31 %		42 %	17 %		36 %	26 %	32 %	40 %	9 %	33 %	18 %			39 %	
	EE	0 %	0 %		1 %			0 %	0 %	0 %	0 %	0 %		0 %	0 %	0 %	0 %	0 %	0 %		0 %	0 %		0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %		0 %	
	IE	0 %	0 %		1 %		11 %		0 %	3 %	1 %	2 %		0 %	10 %	2 %	1 %	4 %	2 %		4 %	1 %		0 %	6 %	0 %	0 %	0 %	0 %	0 %	1 %		3 %	
	EL	0 %	0 %		1 %		0 %	0 %		0 %	0 %	0 %		0 %	0 %	0 %	0 %	0 %	0 %		0 %	0 %		0 %	0 %	0 %	1 %	0 %	0 %	0 %	0 %		0 %	
	ES	9 %	1 %		4 %		3 %	31 %	1 %		15 %	0 %		0 %	0 %	5 %	0 %	15 %	10 %		0 %	1 %		0 %	1 %	0 %	4 %	5 %	0 %	5 %			2 %	
	FR	57 %	1 %		13 %		3 %	14 %	1 %	11 %		0 %		0 %	1 %	24 %	0 %	35 %	15 %		1 %	13 %		0 %	1 %	0 %	11 %	4 %	0 %	7 %			5 %	
	HR	0 %	0 %		0 %		0 %	0 %	0 %	0 %	0 %			0 %	0 %	0 %	0 %	0 %	1 %		0 %	0 %		0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %		0 %	
	IT	1 %	0 %		2 %		0 %	2 %	0 %	0 %	2 %	0 %	0 %	0 %	0 %	2 %	0 %	0 %	0 %	1 %		0 %	0 %		0 %	0 %	0 %	1 %	2 %	0 %	1 %		0 %	
	CY	0 %	2 %		0 %		0 %	0 %	1 %	0 %	0 %	0 %			0 %	0 %	0 %	0 %	0 %		0 %	0 %		0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %		0 %	
	LV	1 %	0 %		2 %		0 %	4 %	0 %	1 %	0 %	0 %		0 %	0 %	3 %	0 %	0 %	1 %		0 %	0 %		0 %	0 %	0 %	3 %	5 %	0 %	2 %		0 %		
	LT	1 %	0 %		1 %		3 %	1 %	0 %	0 %	0 %	0 %		7 %		0 %	0 %	0 %	1 %		0 %	0 %		0 %	0 %	0 %	1 %	0 %	0 %	4 %		0 %		
	LU	2 %	0 %		1 %		0 %	0 %	1 %	0 %	1 %	0 %		0 %	0 %		0 %	0 %	0 %		0 %	4 %		0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %		1 %	
	HU	0 %	0 %		1 %		0 %	0 %	0 %	0 %	0 %	0 %		0 %	0 %	0 %		0 %	0 %		0 %	0 %		0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %		0 %	
	MT	0 %	0 %		0 %		0 %	0 %	0 %	0 %	2 %	0 %		0 %	0 %	0 %	0 %		0 %		0 %	0 %		0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %		0 %	
	NL	4 %	2 %		3 %		0 %	3 %	1 %	4 %	2 %	0 %		0 %	3 %	2 %	3 %	2 %			25 %	2 %		0 %	3 %	0 %	4 %	2 %	0 %	3 %			11 %	
	AT	3 %	6 %		4 %		0 %	11 %	3 %	5 %	1 %	6 %		4 %	1 %	8 %	10 %	7 %	6 %		3 %	1 %		26 %	10 %	0 %	4 %	0 %	33 %	4 %			4 %	
	PL	0 %	0 %		0 %		0 %	1 %	0 %	0 %	6 %	0 %		0 %	0 %	0 %	0 %	0 %	0 %			0 %		0 %	0 %	0 %	0 %	2 %	0 %	0 %			1 %	
	PT	1 %	0 %		2 %		3 %	3 %	0 %	1 %	33 %	0 %		0 %	0 %	10 %	0 %	0 %	3 %		0 %			0 %	0 %	0 %	1 %	0 %	33 %	0 %			3 %	
	RO	0 %	0 %		0 %		0 %	0 %	0 %	0 %	2 %	0 %		0 %	0 %	0 %	0 %	0 %	0 %		0 %	0 %		0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %		0 %	
	SI	0 %	0 %		0 %		0 %	0 %	0 %	0 %	0 %	0 %		0 %	0 %	0 %	0 %	0 %	0 %		0 %	0 %			0 %	0 %	0 %	0 %	0 %	0 %	0 %		0 %	
	SK	1 %	0 %		0 %		0 %	0 %	0 %	1 %	0 %	0 %		0 %	0 %	0 %	0 %	0 %	1 %		0 %	0 %		0 %		0 %	1 %	0 %	0 %	1 %			0 %	
	FI	0 %	0 %		0 %		13 %	1 %	0 %	2 %	1 %	0 %		0 %	0 %	2 %	0 %	0 %	1 %		0 %	0 %		2 %	0 %		3 %	2 %	0 %	1 %			0 %	
	SE	1 %	0 %		4 %		0 %	0 %	0 %	2 %	2 %	1 %		7 %	0 %	0 %	0 %	4 %	1 %		0 %	0 %		0 %	0 %	9 %		11 %	0 %	6 %			1 %	
	IS	0 %	1 %		10 %		5 %	0 %	1 %	3 %	0 %	2 %		0 %	9 %	0 %	1 %	0 %	1 %		9 %	1 %		0 %	4 %	0 %	4 %			0 %	1 %		4 %	
	LI	0 %	0 %		0 %		0 %	0 %	0 %	0 %	0 %	0 %		0 %	0 %	0 %	0 %	0 %	0 %		0 %	0 %		0 %	0 %	0 %	0 %	0 %			0 %		0 %	
	NO	0 %	1 %		3 %		11 %	0 %	0 %	1 %	1 %	1 %		4 %	21 %	0 %	0 %	7 %	0 %		4 %	1 %		2 %	2 %	0 %	5 %	7 %	0 %				3 %	
	CH	4 %	1 %		0 %		0 %	2 %	2 %	13 %	8 %	1 %		0 %	1 %	3 %	11 %	4 %	5 %		3 %	51 %		26 %	18 %	0 %	4 %	0 %	0 %	0 %	0 %		9 %	
	UK	0 %	0 %		0 %		0 %	2 %	0 %	0 %	0 %	0 %		11 %	1 %	0 %	1 %	0 %	0 %		0 %	0 %		0 %	1 %	0 %	0 %	0 %	0 %	0 %	0 %		0 %	
	Unknown	0 %	0 %		0 %		0 %	0 %	0 %	0 %	0 %	0 %		0 %	0 %	0 %	0 %	0 %	0 %		0 %	0 %		0 %	0 %	47 %	0 %	0 %	0 %	0 %	0 %	0 %		0 %
	Total	100 %	100 %		100 %		100 %	100 %	100 %	100 %	100 %	100 %		100 %	100 %	100 %	100 %	100 %	100 %		100 %	100 %		100 %	100 %	100 %	100 %	100 %	100 %	100 %	100 %	100 %		100 %

* No data available for UK. SI: data concern 2022. CY: data concern 2021.

** A breakdown by competent Member State was not available for CZ, DE, IT, LV, AT, RO, and CH.

*** BE and DK reported PDs U2 or SED U008 received for which BE and DK itself was the competent Member State.

Source: Administrative data PD U2 Questionnaire 2024

Annex II Additional visualisations

Figure A1 – Number of authorisations issued to export the unemployment benefit, share in total number of authorisations issued, 2023



* BE and SI: data concern reference year 2022. CY: data concern reference year 2021.

** How to read this figure? Out of all the authorisations issued to export the unemployment benefit, 40.7 % were issued by Germany (see also *Table 1*).

Figure A2 – Number of authorisations received to export the unemployment benefit, share in total number of authorisations received, 2023



* No data available for UK. DE and SI: data concern reference year 2022. CY: data concern reference year 2021.

** How to read this figure? Out of all the authorisations received to export the unemployment benefit, 26.9 % were received by Poland (see also *Table 1*).

Annex III PD U2 Questionnaire

1. Export of unemployment benefits from your Member State in accordance with Article 64 of Regulation (EC) No 883/2004

Receiving Member State	No of PD U2 or SED U008 issued (1)		Export prolongations		Reintegration in the labour market		Return to competent MS Length of export period	
	No of PD U2 or SED U008 issued for up to 3 months	No of PD U2 or SED U008 issued for more than three months (2)	No of requests for prolongation of export beyond the minimum period of 3 months	No of prolongations granted	No of persons who found work in another MS during the export period	Of which: No of persons who found work in another MS during the prolonged export period (if applicable)	No of persons who returned and registered with the employment services in your MS before the end of the export period	Average length of the export period during which the benefits were paid
Belgium								
Bulgaria								
Czech Republic								
Denmark								
Germany								
Estonia								
Ireland								
Greece								
Spain								
France								
Croatia								
Italy								
Cyprus								
Latvia								
Lithuania								
Luxembourg								
Hungary								
Malta								
Netherlands								
Austria								
Poland								
Portugal								
Romania								
Slovenia								
Slovak Republic								
Finland								
Sweden								
United Kingdom								
Iceland								
Liechtenstein								
Norway								
Switzerland								
Total								

(1) Please count only one document per individual case. If you issue both a PD U2 and a SED U008 in an individual case, count only one of these documents per case. Do not count documents that have been revised or corrected.

(2) Please count here documents issued by the institutions directly for a longer than the minimum period of three months (without recourse to a prolongation procedure).

Additional comments (data sources, data limitations etc.):.....

Export of unemployment benefits


2. Export of unemployment benefits to your Member State in accordance with Article 64 of Regulation (EC) No 883/2004

Competent Member State	Registrations	Reintegration in the labour market	
	No of persons who registered as a jobseeker on the basis of PD U2 or on the basis of SED U008 (1)	No of persons who found work in your MS during the export period	Of which: No of persons who found work in your MS during the prolonged export period (if applicable)
Belgium			
Bulgaria			
Czech Republic			
Denmark			
Germany			
Estonia			
Ireland			
Greece			
Spain			
France			
Croatia			
Italy			
Cyprus			
Latvia			
Lithuania			
Luxembourg			
Hungary			
Malta			
Netherlands			
Austria			
Poland			
Portugal			
Romania			
Slovenia			
Slovak Republic			
Finland			
Sweden			
United Kingdom			
Iceland			
Liechtenstein			
Norway			
Switzerland			
Total			

(1) If both a PD U2 or a SED U008 were issued in an individual case, please count only one of these documents per case.

3. Have you carried out any information campaigns or awareness-raising events on the EU rules on export of unemployment benefits in your country? If yes, which ones and for which target groups (citizens, employment services, etc.)?
4. Have you carried out an assessment, survey, or study at national level on the export of unemployment benefits in the past? If yes, please refer to or present the results?
5. Does your Member State have criteria for assessing requests for prolongation of the period of export? If yes, what are they? If not, on what basis do you assess the requests for prolongation?
6. What is your Member State's experience of the practical implementation of the rules on export of unemployment benefits?
7. Are you aware of cases of fraud or error with regard to the portable document U2? If so, can you describe and quantify such cases detected in the reference period? In order to interpret this information, it is necessary to know how many surveys or investigations there have been in total. Where full information is not available, a partial response is still valuable.
8. What are the national procedures in your Member State for dealing with complaints of unemployed persons concerning the export of unemployment benefits? (These can concern complaints regarding the various steps of the procedure (for example: a refusal to authorise the export, a refusal to prolong the export period, delays in the payments of benefits, etc.).)

Annex IV Portable Document U2

U2		Coordination of Social Security Systems
		Retention of unemployment benefit entitlement EU Regulations 883/04 and 987/09 (*)

INFORMATION FOR THE HOLDER

You may receive unemployment benefit up to the date shown in box 2 from your institution issuing this document, if you:

- are moving to another EU State to look for work.
- register as a jobseeker with the employment services in that State, submit to their control procedures.
- register within 7 days (see box 2) of the date you ceased to be available to the employment service of the State you left. If you register after this date, your benefit will only be paid from the day you register.
- continue to meet the conditions of the Member State you left.
- meet the conditions of the Member State where you are seeking work.

1. PERSONAL DETAILS OF THE HOLDER

1.1	Personal Identification Number	<input type="checkbox"/> Female	<input type="checkbox"/> Male
1.2	Surname		
1.3	Forenames		
1.4	Surname at birth (*)		
1.5	Date of birth	1.6	Nationality
1.7	Place of birth		

2. PERIODS FOR WHICH UNEMPLOYMENT BENEFITS MAY BE PAID BY THE INSTITUTION ISSUING THIS DOCUMENT

The holder is entitled to unemployment benefit from the office issuing this document

2.1	From	and either 2.2.1	to (date)
		or 2.2.2	for a maximum of (days)

Benefit is payable in principle if the holder registered with the employment service in the State where he/she is seeking work

2.3	at the latest by
-----	------------------

and can continue to be paid for the above period if he/she remains registered and subject to controls by the State where he/she is seeking work throughout the period. However benefits can only continue to be paid from the date in 2.1 and for as many days as the entitlement to unemployment benefits under the law of the office issuing this document exists.

U2



Retention of unemployment benefit entitlement

3. SUPPLEMENTARY INFORMATION FOR THE HOLDER

3.1 Notification of registration

The employment service in the State where you are seeking work must immediately inform the office that issued this document of the date on which you first registered in its territory and of your address there.

3.2 Monthly reporting

The employment service in the State where you are seeking work

☐ 3.2.1 is required

☐ 3.2.2 is not required to send monthly reports to the office that issued this document

3.3 Changes of circumstances

The payment of benefits may be suspended by the State issuing this document if any of the circumstances below occur. The employment service where you are seeking work must immediately notify the issuing State if any of the following applies to you and from which date. You:

- + take up employment or become self-employed
- + receive earnings from an activity other than those mentioned above
- + refuse a job offer or interview request from the employment services
- + refuse to participate in occupational rehabilitation
- + are suffering from incapacity for work
- + do not submit to control procedures
- + are not available to the employment services
- + other

4. INSTITUTION COMPLETING THE FORM

4.1 Name

4.2 Street, N°

4.3 Town

4.4 Post code

4.5 Country code

4.6 Institution ID

4.7 Office fax N°

4.8 Office phone N°

4.9 E-mail

4.10 Date

4.11 Signature

STAMP

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- at the following standard number: +32 22999696 or
- by email via: https://europa.eu/european-union/contact_en

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