



Aggregation of periods for unemployment benefits

Report on U1 Portable Documents for mobile workers
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) U1: This document is a statement of insurance periods to be taken into account when calculating an unemployment benefit.

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)

EU/EFTA movers: EU-27 or EFTA citizens who reside in an EU-27 or EFTA country other than their country of citizenship.

Frontier workers: persons who pursue their occupation in the territory of a Member State which is different than their Member State of residence to which they return as a rule daily or at least once a week.

Summary of main findings

The EU rules on the coordination of social security systems¹ are based on some key principles protecting the social security rights of persons moving within the EU: a) the determination of a single applicable legislation; b) the prohibition of discrimination, reinforced by the equal treatment of cross-border facts and events (i.e., principle of assimilation); c) the exportability of benefits; and d) the aggregation of insurance periods.² The latter, the principle of aggregation,³ intends to eliminate disadvantages for persons who have been affiliated under different social security systems and are confronted with the fact that national social security systems often require a minimum period of affiliation in order to access social benefits.

Indeed, in most Member States⁴ entitlement to an unemployment benefit is dependent on the condition that the unemployed person has worked/been insured during a certain period preceding the application for an unemployment benefit (i.e., the qualifying period). In some cases, the period of insurance, employment, or self-employment of an EU/EFTA mover⁵ might be insufficient to be entitled to an unemployment benefit of the Member State of last activity (i.e., the competent Member State). In such cases, additional periods completed by the person in another Member State and proven by a Portable Document U1 (PD U1) are required. These periods should be taken into account by the Member State of last activity when determining access to an unemployment benefit.

The scope of the data collection and thus of this report is limited to the number of PDs U1 received from EU/EFTA movers who became unemployed in their Member State of last activity and needed additional periods completed in a Member State other than the competent Member State to be entitled to an unemployment benefit. However, a PD U1 might also be asked for other situations.⁶ Consequently, Member States may have provided data on the total group of persons for which a PD U1 was received without only selecting those issued under Article 61 of the Basic Regulation.⁷ As a result, there are several reservations concerning the scope of the reported data, which affect the analysis and conclusions.

Since 2014, data on the number of the PDs U1 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, approximately 36 200 PDs U1 were received by EU/EFTA countries and the UK.⁸ This is a drop of around 2 100 PDs U1 or - 5.5 % compared to 2022. In these 36 200 cases in 2023, the period of insurance, employment, or self-employment in the Member State of last activity was not long enough to become immediately entitled to an unemployment benefit from that Member State. In

¹ 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').

² 'Sincere transnational cooperation' between the competent public authorities is generally considered as the fifth principle.

³ Article 6 of the Basic Regulation.

⁴ 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.

⁵ Including the UK.

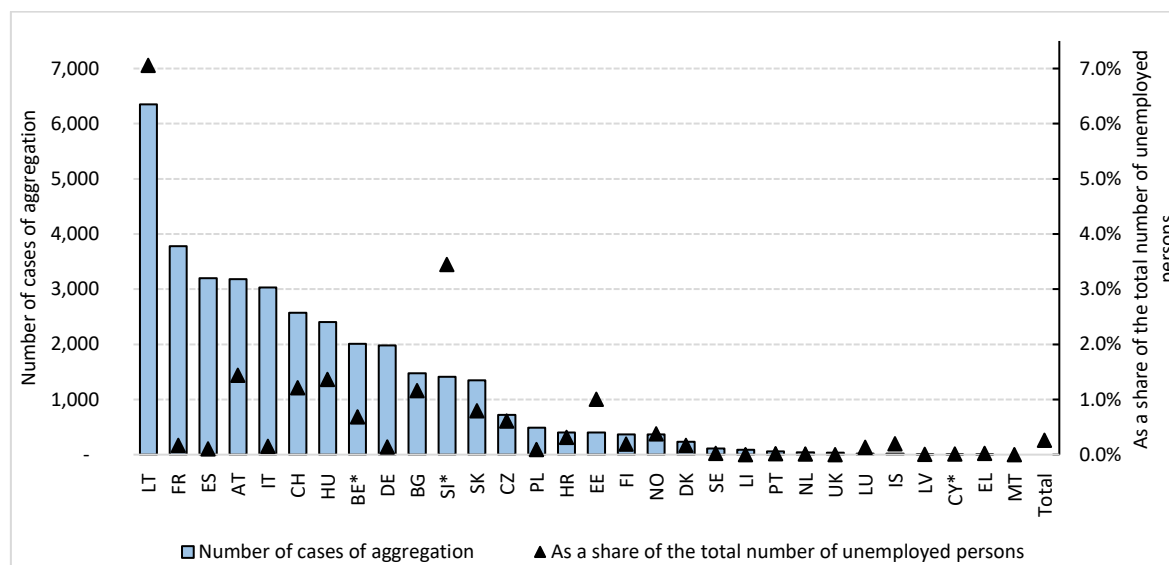
⁶ For instance, for outgoing frontier workers and other cross-border workers who became unemployed in their Member State of last activity. Frontier workers will receive their unemployment benefit from the competent institution in their Member State of residence. Other cross-border workers have the right to choose: either they remain in the Member State of last activity and are entitled to an unemployment benefit from that Member State, or they return to the Member State of residence and are entitled to an unemployment benefit from that Member State.

⁷ "The competent institution of a Member State whose legislation makes the acquisition, retention, recovery or duration of the right to benefits conditional upon the completion of either periods of insurance, employment or self-employment shall, to the extent necessary, take into account periods of insurance, employment or self-employment completed under the legislation of any other Member State as though they were completed under the legislation it applies."

⁸ No data are available for IE. For BE and SI data from reference year 2022 are used. For CY data from reference year 2021 are used.

most of these cases, the Member State of last activity was Lithuania (6 352).⁹ Furthermore, more than 3 000 PDs U1 were received by France (3 782), Spain (3 197), Austria (3 181), and Italy (3 031). These Member States have been some of the main receiving Member States over the past years.

Figure Number of cases of aggregation of periods for unemployment, by Member State of last activity, 2023



* Data for IE are missing. BE and SI: data concern reference year 2022. CY: data concern reference year 2021.

Source: Questionnaire on aggregation of periods for unemployment benefits 2024; Eurostat [\[une rt al\]](#) (2022 figures)

To understand the importance of the principle of aggregation, the above figures could be compared to the number of unemployed persons. For around 0.3 % of the unemployed persons in the EU, EFTA and the UK additional periods completed in a Member State other than the competent State were required. Only in Estonia (1.0 %), Bulgaria (1.2 %), Switzerland (1.2 %), Hungary (1.4 %), Austria (1.4 %), Slovenia (3.4 %, data 2022), and Lithuania (7.1 %), more than 1 % of the unemployed persons made use of the principle of aggregation.

In most cases, the period of insurance, employment, or self-employment of the Member State of last activity was aggregated with an additional period completed in the United Kingdom and Germany, and to a lesser extent in Austria and Switzerland.

Finally, concerning the identification of fraud and errors in the aggregation of periods for receiving an unemployment benefit, France reported 100 cases of falsification of a PD U1 covering an amount of unemployment benefits of about EUR 4.7 million.

⁹ These figures may include cases other than just EU/EFTA/UK movers who became unemployed in Lithuania (e.g., outgoing 'other cross-border workers' who became unemployed).

Introduction

In the EU, it is the standard practice for unemployed persons to claim their unemployment benefits in the Member State where they were last employed.¹⁰ However, it can happen that the period of insurance, employment, or self-employment of the EU/EFTA mover is insufficient to be entitled to an unemployment benefit, in which case additional periods completed by the person in a Member State other than the competent Member State (i.e., the Member State of last activity) are required.^{11,12}

To aggregate periods of insurance, the competent institution where the person applied for unemployment benefits must contact the institutions of the Member States whose legislation the person has also been subject to in order to determine all periods completed under their legislation. The periods of insurance, employment, or self-employment completed by a worker in another Member State that are to be considered for the award of unemployment benefits are certified by a Portable Document U1 (PD U1)¹³ or the corresponding Structured Electronic Document (SED) U002. The PD U1 is issued to the worker upon his or her request by the institution of the Member State where the person completed the periods of insurance, employment, or self-employment.¹⁴ The SED U002 is issued upon request of the competent institution.

A mobile worker becomes subject to the legislation of a Member State as soon as he or she starts to work there¹⁵ (leaving aside the special case of posting¹⁶). Hence, the aggregation rules become fully applicable from that moment on. However, not all Member States uniformly apply this principle. Some Member States (for instance, Belgium, Finland, and Denmark) have specifically defined periods for the application of the aggregation principle in their national law.

The number of PDs U1 or SEDs U002 requested by the competent Member States and issued by the former Member States of insurance, employment, or self-employment (i.e., the issuing Member States) is determined by several elements. First, by the number of EU/EFTA movers of working age, their risk of becoming unemployed, and the period of insurance, employment, or self-employment completed by these mobile persons in the Member State of last activity. Second, also the qualifying period influences this number. This period varies significantly across Member States, from at least 4 months in France to 24 months in Slovakia.¹⁷ Nevertheless, many Member States apply a qualifying period of some 12 months.

A thematic questionnaire on the aggregation of periods for unemployment was sent to the Administrative Commission to obtain an idea of the size of the phenomenon. The questionnaire applies to reference year 2023 and covers mobile workers who became unemployed in their Member State of last activity and needed additional periods completed in a Member State other than the competent Member State to be entitled to an unemployment benefit. The questionnaire only covers unemployed recent mobile workers, including 1) EU/EFTA movers of working age living in the same country as where they work;

¹⁰ Leaving aside some exceptions for frontier workers, other-cross border workers, and posted workers.

¹¹ Article 61 of the Basic Regulation.

¹² Suppose that a Slovenian IT worker previously worked in Slovenia for 10 years. After 4 months of work in Croatia he/she is dismissed due to restructuring. In Croatia, an unemployed worker is entitled to an unemployment benefit if he/she has been in paid employment (or paid contributions) for at least 9 months in the previous 2 years. If the Slovenian worker can demonstrate, by a Portable Document U1 (PD U1), that before the Croatian job he/she worked in Slovenia for 10 years, the Slovenian insurance period must be taken into account and aggregated with the Croatian insurance period.

¹³ See *Annex III*.

¹⁴ Article 54 of the Implementing Regulation.

¹⁵ Article 11 (3) of the Basic Regulation.

¹⁶ Article 12 of the Basic Regulation.

¹⁷ See the MISSOC tables for more detailed information. <https://www.missoc.org/>

and 2) incoming cross-border workers other than frontier workers (see *Figure 1*). However, a PD U1 might also be received for outgoing frontier workers¹⁸ and other cross-border workers¹⁹ who became unemployed.²⁰ In the past, some Member States provided data on the total number of PDs U1 received without excluding the number of PDs U1 received for these two groups. It cannot be ruled out that this is still the case in the data collection for reference year 2023. Consequently, some caution is required when drawing conclusions.

Figure 1 - Scope of the number of PDs U1 received vs scope of the data collection

Incoming intra-EU/EFTA labour mobility			Outgoing intra-EU/EFTA labour mobility		
EU/EFTA movers of working age	Frontier workers	Other cross-border workers	EU/EFTA movers of working age	Frontier workers	Other cross-border workers
Will claim UB in the MS of last activity	Will claim UB in the MS of residence	Country of choice: MS of last activity or MS of residence	Will claim UB in the MS of last activity	Will claim UB in the MS of residence	Country of choice: MS of last activity or MS of residence
Does the reporting country receive a PD U1?					
YES	NO, MS of residence is competent	YES, if the worker stays in the MS of last activity NO, if the worker returns to the MS of residence	NO	YES, MS of residence is competent	NO, if the worker stays in the MS of last activity YES, if the worker returns to the MS of residence
Covered by the data collection?					
YES	NO	YES	NO	NO	NO

* UB stands for unemployment benefit.

A total of 29 Member States²¹ provided quantitative data for 2023, of which five Member States²² were not able to provide a breakdown by the former Member State of insurance, employment, or self-employment (i.e., the Member State which issued the PD U1), and four Member States²³ were not able to provide a breakdown by length of insurance, employment, or self-employment in the Member State of last activity. Over the years, more and more Member States were able to respond to this questionnaire. This enables us to draw more adequate conclusions. Nevertheless, we continue to have doubts about some of the reported figures.²⁴

¹⁸ Article 1(f) of the Basic Regulation defines frontier workers as persons who pursue their occupation in the territory of a Member State which is different than their Member State of residence to which they return as a rule daily or at least once a week. Frontier workers receive their unemployment benefit from the competent institution in their Member State of residence.

¹⁹ Other cross-border workers have the right to choose: either they remain in the Member State of last activity and are entitled to an unemployment benefit from that Member State, or they return to the Member State of residence and are entitled to an unemployment benefit from that Member State.

²⁰ Based on the application of Article 65(5)(a) of Regulation 883/2004.

²¹ No data were reported by BE, CY, and SI. For BE and SI, data concerning reference year 2022 are reported. For CY, data concerning reference year 2021 are reported.

²² For CZ, IE, IT, and LT a breakdown by Member State of previous employment or insurance was not possible. CH provided a breakdown by citizenship instead of the former Member State of insurance, employment, or self-employment.

²³ For IE, IT, LT, and UK a breakdown by length of insurance, employment, or self-employment in the Member State of last activity was not possible.

²⁴ In this respect, it would be better if the questionnaire for the next reference years makes a distinction between the categories of unemployed persons with a PD U1 (see *Figure 1*).

1. General overview

In 2023, 36 258 cases of aggregation of periods for unemployment were reported by 31 Member States²⁵ (*Table 1*). In most of these cases, the Member State of last activity was Lithuania (6 352 PDs U1). Furthermore, France (3 782), Spain (3 197), Austria (3 181), and Italy (3 031) received more than 3 000 cases. On the contrary, Member States such as Latvia (6 cases), Cyprus (less than 5 cases, data 2021), and Malta (0 cases) received only a minor number of PDs U1.

The data reported by several Member States is quite surprising, as one would expect that these data have a strong correlation with the annual inflow of EU/EFTA movers of working age. However, this is not the case.^{26,27} For instance, the 2022 inflow of EU/EFTA movers of working age to Germany amounted to some 371 742 persons (see also *Table 6*). This makes Germany by far the most important 'receiving Member State'. However, Germany is certainly not the main receiving Member State in terms of PDs U1, as it only received 1 983 PDs U1 in 2023. The Netherlands also receives relatively few PDs U1 (41) in relation to the high inflow of (temporary) intra-EU labour mobility.

Table 1 as well as *Annex I* give an overview of the flow of aggregated cases between competent Member States and the former Member States of insurance, employment, or self-employment. The largest flow of 2 193 cases of aggregation in 2023 was reported by Lithuania, where additional periods completed in the United Kingdom were proven in order to receive an unemployment benefit from Lithuania. This single flow represents 6.0 % of the total number of PDs U1 received by the reporting Member States and 34.5 % of the number of PDs U1 received by Lithuania. Aggregated periods from Norway were also needed in quite a few cases for unemployed EU/EFTA/UK movers in Lithuania (1 655). For unemployed EU/EFTA movers in France, an additional period of insurance had to be proven from Switzerland (1 522 cases). For many unemployed EU/EFTA movers in Austria, an additional period of insurance had to be proven from Germany (1 318 cases). Furthermore, a high number of unemployed EU/EFTA movers in Slovenia had to prove additional periods completed in Austria (1 313 cases) (data 2022). Finally, Hungary reported 1 096 cases of aggregation based on additional periods of insurance from Austria.

The column percentages in *Table A1.1* in *Annex I* indicate that 97 % of all cases of aggregation in Liechtenstein needed to prove additional periods completed in Switzerland, and 93 % of cases in Slovenia needed to prove additional periods completed in Austria (data 2022). Similarly, of all cases of aggregation in Estonia, 63 % needed to prove additional periods completed in Finland, and for 63 % cases of aggregation in Romania, additional periods completed in Germany needed to be proven.

Aggregated results for the EU-13 Member States are strongly affected by the number of cases reported by Lithuania and Hungary, whereas high figures for France, Spain, Austria, and Italy have an impact on the total number of cases reported for the EU-14 Member States. Even though EU-13 Member States receive a significant number of PDs U1 as well, the profile of this group (unemployed frontier workers and other cross-border workers who return to their Member State of residence and claim an unemployment benefit) is likely to differ from that of the mobile persons who became unemployed in the EU-14.

Data show that in particular an additional period completed in an EU-14 Member State (58 %), or the UK (15 %) was added to the period of insurance already achieved in the

²⁵ IE could not provide data. Data for BE and SI concern reference year 2022. Data for CY concern reference year 2021.

²⁶ A 'correlation coefficient' can take a range of values from + 1 to - 1. A value of 0 indicates that there is no association between the two variables. In this case there is a positive but weak correlation of only + 0.33 between the number of PDs U1 issued in 2023 and the 2022 inflow of EU/EFTA/UK movers of working age.

²⁷ One of the explanations could be that several Member States provided data on the total number of PDs U1 received instead of limiting the data to the application of Article 61 of the Basic Regulation.

Member State of last activity (*Annex I – Table A1.1*).²⁸ In some 72 % of cases of aggregation, a period completed in the EU-14 or the UK was added. In most cases, the UK is the main former Member State of insurance, employment, or self-employment for unemployed mobile workers who had to aggregate periods to be entitled to an unemployment benefit in Spain and Lithuania, while Germany is the main former Member State for Greece, Croatia, Cyprus (data 2021), Austria, Poland, and Romania. EU-13 Member States such as Hungary, Slovakia, and Romania never appear as one of the main former Member States of insurance, employment, or self-employment of the unemployed mobile workers in the EU-14 who had to prove additional periods of insurance, employment, or self-employment. Finally, 43 % of PDs U1 were exchanged across neighbouring Member States. More specifically in Belgium (data 2022), Germany, Estonia, France, Hungary, the Netherlands, Austria, Slovenia (data 2022), Slovakia, Sweden, and Liechtenstein more than half of all additional periods needed to be proven in a neighbouring Member State.

²⁸ This is the case for BE (data 2022), BG, DK, DE, EE, EL, ES, FR, HR, LT, LU, HU, NL, AT, PL, PT, RO, SI (data 2022), SK, FI, SE, NO, and UK. For unemployed mobile workers living in LI in almost all cases an additional period completed in an EFTA Member State was added to the period already completed in these Member States.

Table 1 - The number of aggregations of periods for unemployment, 2023

		Competent 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
Member State of previous employment/insurance (i.e., Member State which issued the PD U1)	EU-27	1 902	1 067		152	1 615	342		127	2 186	2 030	384		<5	<5	2 373	19	2 000	0	37	2 564	368	34	17	1 406	1 071	181	77	15	<5	334		30	20 340
	EU-14	1 790	1 013		140	974	327		81	1 921	1 850	344		<5	<5	2 273	16	1 846	0	35	1 706	332	33	17	1 383	608	160	74	8	<5	264		30	17 232
	EU-13	112	54		12	641	15		46	265	180	40		0	<5	100	<5	154	0	<5	858	36	<5	0	23	463	21	<5	7	0	70		0	3 108
	EFTA	65	160		67	297	42		<5	246	1 548	15		<5	<5	1 786	<5	49	0	<5	533	23	25	<5	7	75	111	31	<5	85	22		8	5 205
	Neighbour	1 430	24		84	1 109	257		<5	646	3 012	32		<5	<5	54	9	1 224	0	23	2 209	192	8	0	1 362	722	166	84	<5	88	69		9	12 821
	Total	2 010	1 474	720	232	1 983	403		130	3 197	3 782	404	3 031	<5	6	6 352	20	2 402	0	41	3 181	487	61	19	1 414	1 349	365	114	16	88	365	2 570	38	36 258
	BE		60		<5	23	<5		<5	61	530	<5		0	<5	26	<5	12	0	13	15	10	0	<5	<5	6	0	<5	0	0	6		0	780
	BG	13			0	60	0		<5	27	14	0		0	0	<5	0	<5	0	0	67	0	0	0	0	0	0	0	0	0	0	<5	0	189
	CZ	0	7		<5	52	0		<5	23	16	<5		0	0	<5	0	8	0	0	37	34	0	0	<5	367	0	0	<5	0	<5	0	556	
	DK	5	0			21	<5		0	14	10	<5		0	0	357	<5	5	0	0	5	<5	0	0	0	<5	13	53	<5	0	56		6	556
	DE	98	104		46		18		47	443	252	189		<5	<5	749	<5	549	0	10	1 318	156	5	12	20	142	25	<5	<5	0	29		8	4 228
	EE	0	0		0	<5			0	0	<5	0		0	0	12	<5	0	0	0	<5	0	0	0	0	0	7	0	0	0	<5	0	32	
	IE	13	103		<5	49	8		<5	287	106	31		0	0	459	0	27	0	<5	23	25	<5	0	0	39	<5	<5	0	0	10		9	1 204
	EL	15	24		5	45	<5			7	18	<5		<5	0	8	<5	<5	0	0	21	0	<5	<5	<5	<5	<5	<5	0	0	15		0	180
	ES	189	46		16	105	7		<5		194	0		0	0	37	<5	<5	0	<5	57	<5	8	<5	<5	6	14	5	0	0	34		<5	729
	FR	395	461		9	45	<5		7	458		<5		0	0	18	5	9	0	<5	15	15	10	0	<5	7	10	0	0	0	7		<5	1 483
	HR	<5	<5		0	107	0		0	<5	10			0	0	<5	0	0	0		116	0	<5	0	11	0	0	0	0	0	<5	0	255	
	IT	81	16		<5	81	<5		5	91	64	14		0	0	15	<5	13	0	<5	124	<5	0	0	37	36	6	0	0	0	<5	0	592	
	CY	<5	41		<5	<5	<5		42	0	<5	0			0	13	0	5	0	<5	8	0	0	0	0	<5	<5	<5	0	0	<5	0	130	
	LV	0	0		<5	9	<5		0	<5	<5	0		0		41	0	0	0	0	5	0	0	0	<5	0	<5	0	<5	0	7		0	75
	LT	<5	<5		0	8	5		0	<5	<5	0		0	<5		0	0	0	0	<5	<5	0	0	0	0	<5	<5	0	0	10		0	39
	LU	446	8		<5	36	<5		0	22	450	0		0	0	<5		8	0	0	8	<5	<5	0	<5	<5		<5	<5	0	<5	0	989	
	HU	5	0		0	109	<5		0	8	14	0		0	0	<5	<5		0	0	197	0	0	0	<5	89	<5	0	0	0	<5	0	433	
	MT	<5	<5		<5	9	<5		0	22	62	<5		0	0	8	0	6		<5	20	0	0	0	0	0	<5	0	0	0	<5	0	137	
	NL	491	99		<5	101	6		11	278	76	12		0	0	377	0	111	0		56	96	6	0	<5	101	<5	0	0	0	17		0	1 847
	AT	10	78		6	384	<5		5	40	20	93		0	0	16	<5	1 096	0	5		19	<5	<5	1 313	263	11	0	0	<5	13		<5	3 382
	PL	39	<5		<5	162	<5		0	28	26	0		0	0	13	<5	6	0	0	58		0	0	0	<5	5	<5	<5	0	35		0	388
	PT	39	<5		<5	51	<5		0	188	90	0		0	0	<5	<5	0	0	<5	33	<5		0	0	0	<5	0	0	0	5		0	425
RO	42	0		0	89	0		0	140	22	0		0	0	0	0	23	0	0	202	0	0		0	0	0	0	0	0	<5	0	521		
SI	<5	<5		0	11	0		0	<5	<5	32		0	0	0	0	<5	0	0	68	0	0	0		<5	0	0	0	0	0		0	121	
SK	<5	0		<5	17	0		0	9	<5	6		0	0	<5	0	102	0	0	75	<5	0	0	9	<5	0	<5	0	<5	0	<5	0	232	
FI	<5	8		<5	16	253		0	13	21	0		0	0	42	0	6	0	0	11	<5	0	0	0	<5	6	<5	0	9		0	395		
SE	<5	<5		38	17	14		0	19	19	0		0	0	165	<5	5	0	0	20	<5	0	0	<5	<5	67		<5	0	60		0	442	
IS	<5	0		<5	<5	<5		0	25	6	<5		0	0	90	0	<5	0	0	<5	<5	0	0	<5	<5	<5	<5		0	18		0	165	
LI	0	0		0	<5	0		0	8	0	0		0	0	0	0	0	0	0	134	0	0	0	0	<5	0	0	0	0		0	144		
NO	<5	9		52	9	35		0	54	20	<5		<5	0	1 655	0	10	0	<5	7	16	<5	0	0	25	92	25	<5	0		0	2 017		
CH	63	151		11	285	<5		<5	159	1 522	11		<5	<5	41	<5	37	0	<5	390	5	24	<5	<5	47	16	5	0	85	<5		8	2 879	
UK	43	247		13	71	19		<5	765	204	5		0	<5	2 193	0	353	0	<5	84	96	<5	<5	<5	203	<5	6	0	0	9			4 322	
Unknown																																	70	

* IE could not provide data. BE and SI: data concern reference year 2022. CY: data concern reference year 2021.

** CZ and IT could not provide a breakdown by Member State of previous employment/insurance.

*** FI: a breakdown could only be provided for 295 PDs U1 issued by Unemployment Funds. For 70 PDs U1 issued by Kela (the Social Insurance Institution of Finland) a breakdown could not be provided.

**** CH: breakdown by Member State which has issued the PD U1 is not included as CH provided a breakdown by citizenship.

Source: Questionnaire on aggregation of periods for unemployment benefits 2024

Member States were asked to provide a more detailed breakdown by the period of insurance, employment or self-employment completed by the unemployed mobile persons in the Member State of last activity for the reported cases of aggregation. Approximately 16 % of the reported cases were applicable to a period of insurance, employment, or self-employment of less than 30 days in the Member State of last activity (*Table 2* and *Figure 2*). Additionally, 14 % of the cases were applicable to a period between one and three months, and 71 % of the cases to a period of three months or longer. Therefore, in more than seven out of ten cases of aggregation the unemployed mobile worker already completed a period of insurance, employment, or self-employment of more than three months. These figures prove that only in a minority of cases mobile workers who became unemployed worked for a very short period in the Member State of last activity.

Table 2 - The number of aggregations of periods for unemployment, by length of insurance, employment, or self-employment in Member State of last activity, by competent Member State, 2023

	Less than 30 days		More than 1 month but less than 3 months		3 months and more		Total for subperiods	Total	
	Number	Row %	Number	Row %	Number	Row %	Number	Number	Column %
EU-27	3 590	15.1 %	3 277	13.8 %	16 861	71.1 %	23 728	33 181	91.5 %
EU-14	2 157	14.3 %	1 947	12.9 %	10 942	72.7 %	15 046	18 147	50.0 %
EU-13	1 433	16.5 %	1 330	15.3 %	5 919	68.2 %	8 682	15 034	41.5 %
EFTA	585	19.2 %	335	11.0 %	2 119	69.7 %	3 039	3 039	8.4 %
Total	4 175	15.6 %	3 612	13.5 %	18 980	70.9 %	26 767	36 258	100.0 %
BE*	103	5.1 %	172	8.6 %	1 735	86.3 %	2 010	2 010	5.5 %
BG	213	14.5 %	256	17.4 %	1 005	68.2 %	1 474	1 474	4.1 %
CZ	134	18.6 %	245	34.0 %	341	47.4 %	720	720	2.0 %
DK	108	46.6 %	17	7.3 %	107	46.1 %	232	232	0.6 %
DE	93	4.7 %	262	13.2 %	1 628	82.1 %	1 983	1 983	5.5 %
EE	73	18.1 %	46	11.4 %	284	70.5 %	403	403	1.1 %
IE*									
EL	60	46.2 %	19	14.6 %	51	39.2 %	130	130	0.4 %
ES	962	30.1 %	593	18.5 %	1 642	51.4 %	3 197	3 197	8.8 %
FR	466	12.3 %	538	14.2 %	2 778	73.5 %	3 782	3 782	10.4 %
HR	82	20.3 %	28	6.9 %	294	72.8 %	404	404	1.1 %
IT*								3 031	8.4 %
CY*	0	0.0 %	0	0.0 %	<5	100.0 %	<5	<5	0.0 %
LV	0	0.0 %	0	0.0 %	6	100.0 %	6	6	0.0 %
LT*								6 352	17.5 %
LU	0	0.0 %	<5	20.0 %	16	80.0 %	20	20	0.1 %
HU	377	15.7 %	378	15.7 %	1 647	68.6 %	2 402	2 402	6.6 %
MT	0		0		0			0	0.0 %
NL	11	26.8 %	18	43.9 %	12	29.3 %	41	41	0.1 %
AT	263	8.3 %	216	6.8 %	2 702	84.9 %	3 181	3 181	8.8 %
PL	24	4.9 %	81	16.6 %	382	78.4 %	487	487	1.3 %
PT	16	26.2 %	14	23.0 %	31	50.8 %	61	61	0.2 %
RO	7	36.8 %	<5	10.5 %	10	52.6 %	19	19	0.1 %
SI*	382	27.0 %	117	8.3 %	915	64.7 %	1 414	1 414	3.9 %
SK	141	10.5 %	177	13.1 %	1 031	76.4 %	1 349	1 349	3.7 %
FI	18	6.1 %	84	28.5 %	193	65.4 %	295	365	1.0 %
SE	57	50.0 %	10	8.8 %	47	41.2 %	114	114	0.3 %
IS	16	100.0 %	0	0.0 %	0	0.0 %	16	16	0.0 %
LI	7	8.0 %	40	45.5 %	41	46.6 %	88	88	0.2 %
NO	159	43.6 %	29	7.9 %	177	48.5 %	365	365	1.0 %
CH	403	15.7 %	266	10.4 %	1 901	74.0 %	2 570	2 570	7.1 %
UK*								38	0.1 %

* IE could not provide data. IT, LT, and UK could not provide a breakdown by length of insurance, employment, or self-employment in Member State of last activity. BE and SI: data concern reference year 2022. CY: data concern reference year 2021.

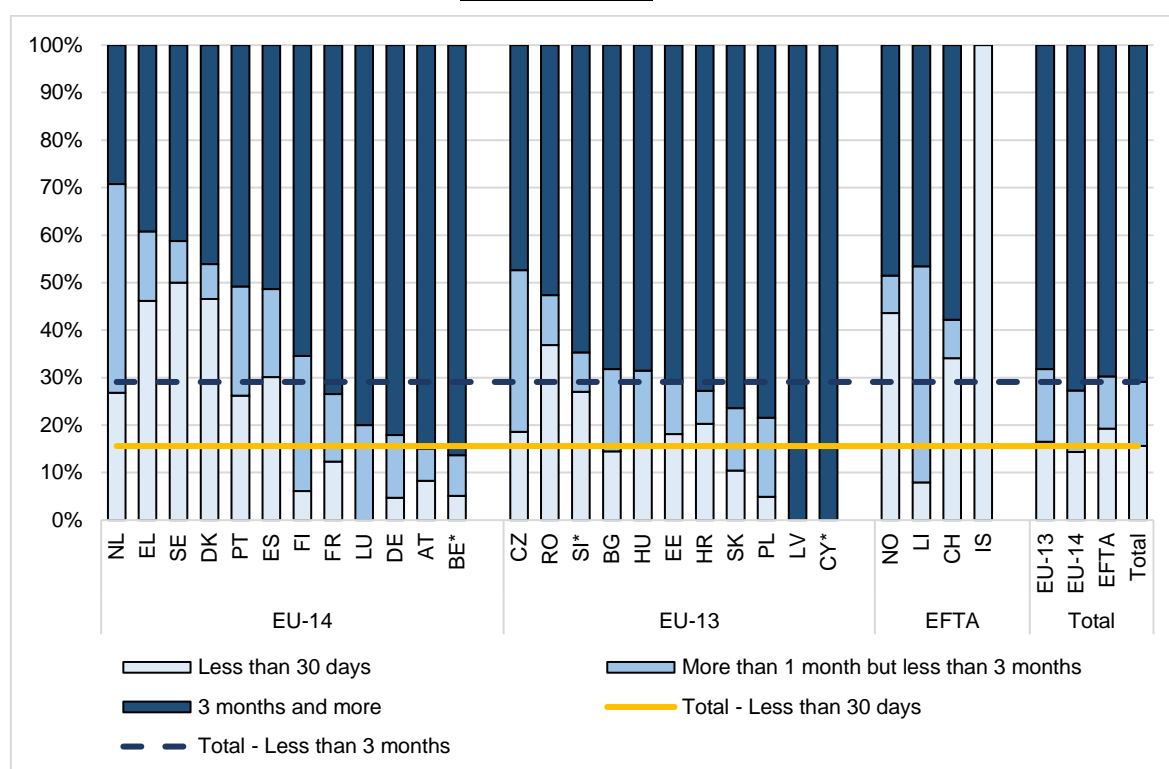
Source: Questionnaire on aggregation of periods for unemployment benefits 2024

Furthermore, one would expect that for Member States that have specifically defined periods for the application of the aggregation principle in their national law (Belgium,²⁹ Finland, and Denmark), the number of cases of aggregation in case of an employment of less than one month (or even three months) amounts to zero. However, this is not the case.

The distribution of the length of insurance, employment, or self-employment does not vary significantly between the EU-13 and the EU-14 (Figure 2). In the EU-13, slightly more cases reported concern a period of less than 30 days compared to the EU-14 (16.5 % versus 14.3 % respectively), while in the EU-13 less cases concerning a period of insurance, employment, or self-employment of three months and more are reported compared to the EU-14 (68.2 % versus 72.7 % respectively). In EFTA countries, a higher share of cases for a period of less than 30 days is reported, namely 19.2 %.

The period already completed by the unemployed mobile workers does differ markedly across the Member States of last activity. In most cases, the length of the period of insurance, employment, or self-employment completed in the Member State of last activity is longer than three months. In Greece, Sweden, Denmark, and Iceland, the most common length of insurance, employment or self-employment was less than 30 days in 2023. Only in the Netherlands, most of the PDs U1 were required based on a period of insurance of more than one month but less than three months.

Figure 2 - Aggregation of periods for unemployment by length of insurance, employment, or self-employment in Member State of last activity, *by competent Member State*, 2023



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

Source: Questionnaire on aggregation of periods for unemployment benefits 2024

²⁹ The number of cases reported by Belgium below three months corresponds to former cross-border workers who have been granted unemployment benefits according to Article 65(5)(a) of the Basic Regulation. The Belgian delegation understands these data should be excluded from the report, but the Belgian competent institution cannot statistically make a distinction between cases of former cross-border workers and cases where foreign periods were aggregated according to Article 61 of the Basic Regulation.

Determining the former Member State of insurance, employment, or self-employment (i.e., issuing Member State) whose legislation the unemployed mobile worker has been subject to is useful as well (*Table 3 – based on Table 1*). However, the missing data for six competent Member States³⁰ leads to a distorted view of reality when reporting figures on the former Member States of insurance. Therefore, some caution is required when drawing conclusions.

In most cases, the period of insurance, employment, or self-employment of the Member State of last activity was aggregated with an additional period completed in Germany (14.8 % of column total), Austria (14.3 % of column total), Switzerland (12.1 % of column total), or the United Kingdom (9.1 %) (*see Table 3 – last column*). Remarkably, these former Member States of insurance, employment, or self-employment are ‘immigration’ Member States.³¹

For all former Member States of insurance, employment, or self-employment, most often a period of longer than three months was already completed in the Member State of last activity (*Table 3*). In total, in more than seven out of ten cases a period of more than three months was completed. Moreover, the number of cases whereby a period of more than three months was already completed in the Member State of last activity accounts for 79.5 % of the cases for former EU-13 Member States of insurance, employment, or self-employment and for 69.5 % of the cases for former EU-14 Member States of insurance, employment, or self-employment.

³⁰ It concerns CZ, IE, IT, LT, CH, and UK. No data are available from IE. No breakdown by sending Member State provided by CZ, IT, and CH. No breakdown by length of insurance, employment, or self-employment in Member State of last activity provided by CZ, IT, LT, CH, and UK.

³¹ In that respect, not only the former Member State of insurance, employment, or self-employment but also the nationality of the unemployed mobile worker should be asked by the thematic questionnaire.

Table 3 - The number of aggregations of periods for unemployment, by length of insurance, employment, or self-employment in Member State of last activity, by former *Member State of insurance, employment, or self-employment*, 2023

	Less than 30 days		More than 1 month but less than 3 months		3 months and more		Total for subperiods	Total	
	Number	Row %	Number	Row %	Number	Row %	Number	Number	Column %
EU-27	2 935	16.4 %	2 236	12.5 %	12 766	71.2 %	17 937	17 937	76.4 %
EU-14	2 643	17.7 %	1 910	12.8 %	10 376	69.5 %	14 929	14 929	63.6 %
EU-13	292	9.7 %	326	10.8 %	2 390	79.5 %	3 008	3 008	12.8 %
EFTA	412	12.1 %	600	17.6 %	2 399	70.3 %	3 411	3 411	14.5 %
Total	3 638	15.5 %	3 101	13.2 %	16 738	71.3 %	23 477	23 477	100.0 %
BE	184	24.4 %	107	14.2 %	463	61.4 %	754	754	3.2 %
BG	16	8.6 %	22	11.9 %	147	79.5 %	185	185	0.8 %
CZ	47	8.5 %	63	11.4 %	443	80.1 %	553	553	2.4 %
DK	77	39.9 %	15	7.8 %	101	52.3 %	193	193	0.8 %
DE	476	13.7 %	388	11.2 %	2 607	75.1 %	3 471	3 471	14.8 %
EE	0	0.0 %	<5	10.0 %	18	90.0 %	20	20	0.1 %
IE	128	17.4 %	94	12.8 %	514	69.8 %	736	736	3.1 %
EL	30	17.4 %	18	10.5 %	124	72.1 %	172	172	0.7 %
ES	81	11.7 %	72	10.4 %	538	77.9 %	691	691	2.9 %
FR	371	25.4 %	304	20.8 %	786	53.8 %	1 461	1 461	6.2 %
HR	17	6.7 %	23	9.1 %	213	84.2 %	253	253	1.1 %
IT	50	8.7 %	47	8.1 %	480	83.2 %	577	577	2.5 %
CY	23	19.7 %	13	11.1 %	81	69.2 %	117	117	0.5 %
LV	5	14.7 %	0	0.0 %	29	85.3 %	34	34	0.1 %
LT	5	12.8 %	7	17.9 %	27	69.2 %	39	39	0.2 %
LU	185	18.7 %	141	14.3 %	662	67.0 %	988	988	4.2 %
HU	31	7.2 %	41	9.5 %	358	83.3 %	430	430	1.8 %
MT	12	9.3 %	21	16.3 %	96	74.4 %	129	129	0.5 %
NL	168	11.4 %	186	12.7 %	1 116	75.9 %	1 470	1 470	6.3 %
AT	681	20.2 %	399	11.9 %	2 284	67.9 %	3 364	3 364	14.3 %
PL	44	11.7 %	27	7.2 %	304	81.1 %	375	375	1.6 %
PT	72	17.1 %	56	13.3 %	294	69.7 %	422	422	1.8 %
RO	51	9.8 %	63	12.1 %	407	78.1 %	521	521	2.2 %
SI	12	9.9 %	15	12.4 %	94	77.7 %	121	121	0.5 %
SK	29	12.6 %	29	12.6 %	173	74.9 %	231	231	1.0 %
FI	64	18.1 %	45	12.7 %	244	69.1 %	353	353	1.5 %
SE	76	27.4 %	38	13.7 %	163	58.8 %	277	277	1.2 %
IS	18	24.0 %	15	20.0 %	42	56.0 %	75	75	0.3 %
LI	6	4.2 %	8	5.6 %	130	90.3 %	144	144	0.6 %
NO	90	24.9 %	69	19.1 %	203	56.1 %	362	362	1.5 %
CH	298	10.5 %	508	18.0 %	2 024	71.5 %	2 830	2 830	12.1 %
UK	291	13.7 %	265	12.4 %	1 573	73.9 %	2 129	2 129	9.1 %

* This is an incomplete picture due to missing data for IE as reporting Member State and given that some Member States did not provide a breakdown by former Member State of insurance, employment, or self-employment and/or a breakdown by length of insurance, employment, or self-employment (CZ, IT, LT, IS, CH, and UK) (see *Table 2*).

** Total numbers differ compared to *Table 2* as some Member States did not provide a breakdown by former Member State of insurance, employment, or self-employment, and/or a breakdown by length of insurance, employment, or self-employment.

Source: Questionnaire on aggregation of periods for unemployment benefits 2024

2. Evolution of the number of PDs U1 received

The figures for reference year 2023 can be compared to those provided in previous years (*Table 4 and Figure 3*).³² Most Member States knew an increase in the number of cases of aggregation compared to 2022. This is the case for Bulgaria, Czechia, Denmark, Germany, Estonia, Spain, Croatia, Lithuania, Portugal, Slovakia, Finland, Sweden, Liechtenstein, and Switzerland. The opposite holds true in France, Italy, Latvia, Luxembourg, Hungary, Malta, Austria, Poland, Norway, and the United Kingdom. It is a coincidence that in the Netherlands and Romania, the exact same number of PDs U1 were received in 2022 and 2023 as the breakdown by period and issuing Member State differs between the reference years.

The most remarkable decreases can be noted in Malta (- 100 %), but only coming from five PDs U1 in 2022), Poland (- 60.0 %), and Italy (- 58.2 %). Regarding Italy, it seems that reference year 2022 was an outlier (7 251 PDs U1), as the number of PDs U1 received in 2023 (3 031) is in line with previous years. On the contrary, the largest increases are noted in Bulgaria (+ 116.1 %), Finland (+ 38.3 %), and Estonia (+ 33.9 %). Especially the growth in Bulgaria is remarkable, as from 2019 to 2022, the number of PDs U1 received knew a downward trend (from 18 113 in 2019 to 682 in 2022). Perhaps 2023 is a turning point in which an upward trend is launched again.

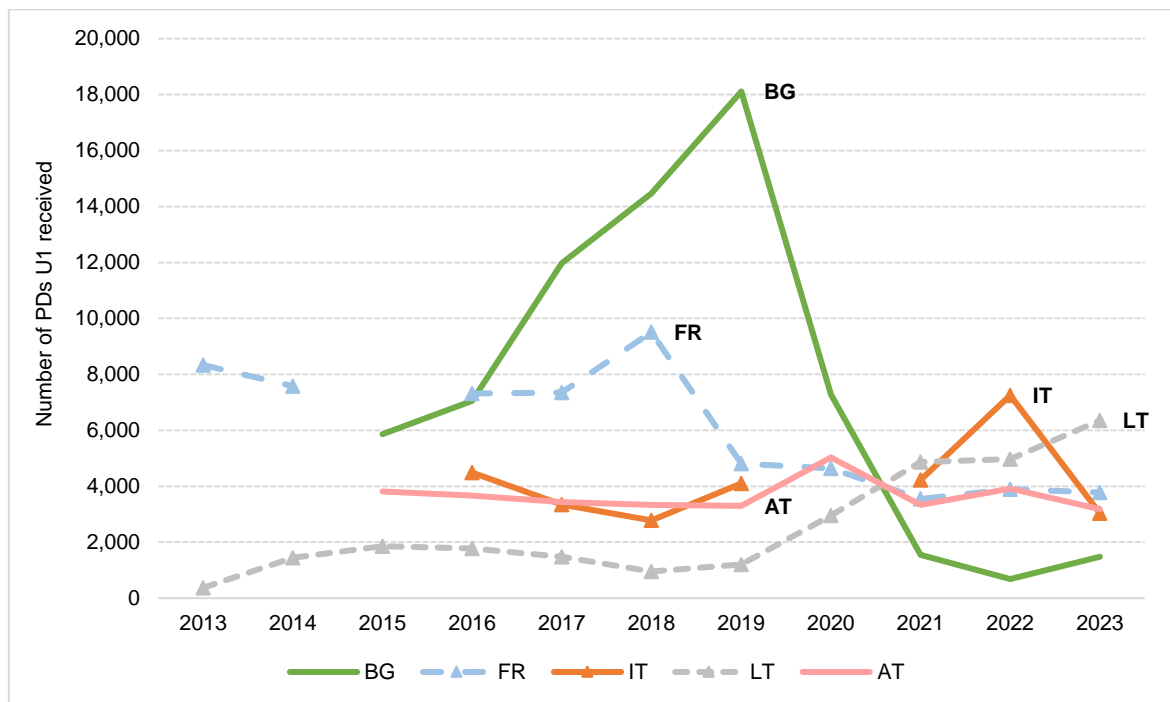
Table 4 - Evolution of the number of PDs U1 received, 2013-2023

	Number of forms received											Change 2022 versus 2023	
	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	Number	%
BE	2 196		1 335	1 433	1 101	1 137	1 287	890	1 874	2 010			
BG	4 118		5 861	7 057	11 973	14 465	18 113	7 283	1 548	682	1 474	792	116.1 %
CZ				522	329	586	1 048	970	650	689	720	31	4.5 %
DK	54		85	122	231	242	264	451	246	185	232	47	25.4 %
DE					1 252	2 165	2 318	2 759	1 628	1 674	1 983	309	18.5 %
EE	174		229	234	187	222	182	353	478	301	403	102	33.9 %
IE													
EL											130		
ES	2 471		2 871	3 538	3 407	3 916	3 256	2 862	2 807	3 123	3 197	74	2.4 %
FR	8 338	7 575		7 311	7 347	9 509	4 814	4 638	3 547	3 889	3 782	-107	-2.8 %
HR	16		69	146	97	200	200	200	309	334	404	70	21.0 %
IT				4 486	3 345	2 780	4 100		4 221	7 251	3 031	-4 220	-58.2 %
CY	<5		10	0	29	27		14	<5				
LV	19	19	23	39	25	17	26	18	7	9	6	-3	-33.3 %
LT	370	1 448	1 854	1 779	1 479	952	1 204	2 953	4 867	4 964	6 352	1 388	28.0 %
LU	48		27	39	62	66	71	62	28	28	20	-8	-28.6 %
HU	1 149		4 351	1 960	2 536	2 706	3 252	4 686	2 299	2 720	2 402	-318	-11.7 %
MT	8		<5	9	<5	5	<5	26	6	5	0	-5	-100.0 %
NL	160		32	61	63	84	96	163	54	41	41	0	0.0 %
AT			3 814	3 670	3 433	3 332	3 299	5 030	3 327	3 917	3 181	-736	-18.8 %
PL					546	583	656	802	487	467	187	-280	-60.0 %
PT			105	126	114	120	89	154	79	54	61	7	13.0 %
RO	12		11	26	33	31	21	28	29	19	19	0	0.0 %
SI			1 590		1 526	1 660	1 737	2 786	1 418	1 414			
SK	1 160	1 156	1 057	1 040	1 067	1 300	1 384	2 020	1 377	1 321	1 349	28	2.1 %
FI	135		205	123	160	172	186	317	341	264	365	101	38.3 %
SE	457	394	303	242	134	128	142	227	131	109	114	5	4.6 %
IS				31					66		16		
LI	726					120	95	83	76	67	88	21	31.3 %
NO	500		115	206	224	221	117	536	399	386	365	-21	-5.4 %
CH	1 305	1 163	1 076	2 661	2 599	2 655	2 673	3 389	3 043	2 322	2 570	248	10.7 %
UK	30	133	156	182	102	102	<5	148	56	57	38	-19	-33.3 %

Source: Questionnaires on aggregation of periods in case of unemployment benefits

³² For instance, over 50 000 PDs U1 were still issued in 2019, but then dropped to 48 000 PDs U1 in 2020 and only 35 400 PDs U1 in 2021. The COVID-19 pandemic is one of the explanations for this decline since 2020 but surely also Brexit. Indeed, the UK was the main issuing country of a PD U1 until 2019.

Figure 3 - Evolution of the number of PDs U1 received between 2013-2023, selection of the main receiving Member States



Source: Questionnaire on aggregation of periods for unemployment benefits 2014-2024

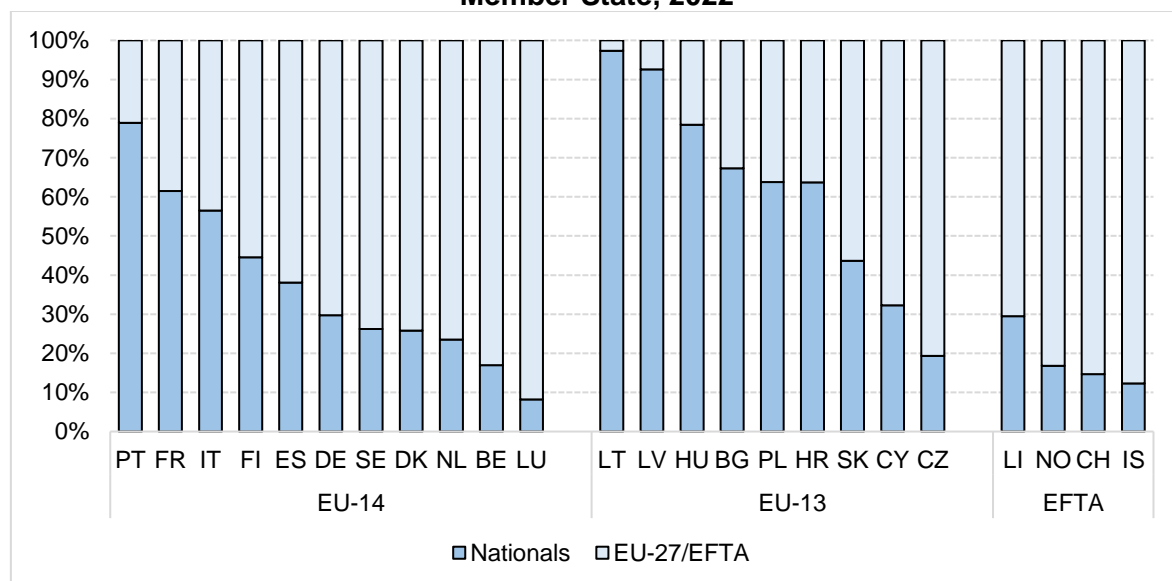
3. Comparison to the total number of unemployed persons and recent EU-movers of working age

The reported number of cases of aggregation on the basis of a PD U1 can be compared to the total number of unemployed persons.³³ For some 0.3 % of the unemployed persons in the EU, EFTA and the UK additional periods completed in a Member State other than the competent State were required (*Table 5*).³⁴ Only in Lithuania (7.1 %), Slovenia (3.4 %), Hungary (1.4 %), Austria (1.4 %), Bulgaria (1.2 %), Switzerland (1.2 %), and Estonia (1.0 %) more than 1 % of the unemployed persons made use of the principle of aggregation of periods. A lower share of unemployed persons in the EU-14 (0.2 % of total unemployed persons in the EU-14) had to rely on this principle compared to unemployed persons in the EU-13 (0.8 % of total unemployed persons in the EU-13), or the EFTA (1.0 % of total unemployed persons in the EFTA).

Box I - Return migration in the EU

The composition of inflows to EU-27/EFTA Member States for 2022 shows that in several EU-13 Member States (LT, LV, HU, BG, PL, and HR), but also in Portugal, France, and Italy, nationals made up the largest group of incoming movers (only selecting nationals and other EU/EFTA citizens – excluding third country nationals). This means that inflows to many EU-13 Member States are largely return mobility.

Figure 4 - Citizenship of EU/EFTA movers of working age (15-64), by receiving Member State, 2022



Source: Own elaboration based on data from Eurostat [[migr_imm1ctz](#)] (2022 figures)

These cases of aggregated periods can also be compared to the annual inflow of intraEU mobile workers of working age. On average 2.3 % of the mobile workers of working age became unemployed and completed an insufficient period of insurance, employment, or self-employment to be entitled to an unemployment benefit (*Table 5*).

³³ Note that no data are available on the total number of unemployed persons who were or became unemployed during the year. This implies a (small) overestimation of the share of the cases of aggregated periods in the total unemployment figure.

³⁴ However, the estimated impact might be an underestimation as the number of unemployed persons and not the number of persons actually receiving an unemployment benefit has been used as 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://web.archive.oecd.org/temp/2022-09-19/364194-recipients-socr-by-country.htm>). However, the main limitations of SOCR are that the most recent figures concern 2018 and those figures are not available for every EU/EFTA country or the UK.

A much higher percentage of new intra-EU/EFTA mobile workers to the EU-13 (6.9 % of the total flow of intra-EU/EFTA mobile workers of working age to the EU-13 in 2022) made use of the principle of aggregation of periods compared to new intra-EU/EFTA mobile workers to the EU-14 (1.5 % of the total flow of intra-EU/EFTA mobile workers of working age to the EU-14 in 2022) or the EFTA (2.1% of the total flow of intra-EU/EFTA mobile workers of working age to the EFTA in 2022). This could be an indication of return mobility for the EU-13 Member States. Especially because figures show that inflows to many EU-13 countries are nationals who return from an EU-14 Member State (see Box I).³⁵

Table 5 - The number of aggregations of periods for unemployment, as a percentage of the total number of unemployed persons and the total annual EU/EFTA migration inflow of working age, 2023

	Cases of aggregation (2023)	Number of annual average unemployed persons (2022)		Total annual inflow of EU-27/EFTA movers of working age (2022)	
	Number	Number (in 1 000)	% Cases of aggregation	Number	% Cases of aggregation
EU-27	33 181	13 360	0.2 %	1 434 742	2.3 %
EU-28	33 219	13 360	0.2 %	1 434 742	2.3 %
EU-14	18 147	11 386	0.2 %	1 217 435	1.5 %
EU-13	15 034	1 974	0.8 %	217 307	6.9 %
EFTA	3 039	316	1.0 %	144 410	2.1 %
Total	36 258	13 676	0.3 %	1 579 152	2.3 %
BE	2 010*	294	0.7 %	68 567	2.9 %
BG	1 474	127	1.2 %	19 392	7.6 %
CZ	720	118	0.6 %	13 941	5.2 %
DK	232	139	0.2 %	54 059	0.4 %
DE	1 983	1 388	0.1 %	371 742	0.5 %
EE	403	40	1.0 %		
IE		121			
EL	130	588	0.02 %		
ES	3 197	3 079	0.1 %	257 755	1.2 %
FR	3 782	2 234	0.2 %	140 307	2.7 %
HR	404	128	0.3 %	11 696	3.5 %
IT	3 031	2 027	0.1 %	92 098	3.3 %
CY	<5*	33	0.01 %	9 294	0.0 %
LV	6	65	0.01 %	6 972	0.1 %
LT	6 352	90	7.1 %	15 609	40.7 %
LU	20	15	0.1 %	13 843	0.1 %
HU	2 402	176	1.4 %	43 363	5.5 %
MT	0	10			
NL	41	350	0.01 %	117 661	0.0 %
AT	3 181	221	1.4 %		
PL	487	511	0.1 %	95 117	0.5 %
PT	61	319	0.02 %	51 516	0.1 %
RO	19	465	0.004 %		
SI	1 414*	41	3.4 %		
SK	1 349	170	0.8 %	1 923	70.2 %
FI	365	190	0.2 %	12 103	3.0 %
SE	114	421	0.03 %	37 784	0.3 %
IS	16	8	0.2 %	9 125	0.2 %
LI	88			495	17.8 %
NO	365	96	0.4 %	27 513	1.3 %
CH	2 570	212	1.2 %	107 277	2.4 %
UK	38				

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

Source: Questionnaire on aggregation of periods in case of unemployment benefits 2024; Eurostat [\[une_rt_a\]](#) and [\[migr_imm1ctz\]](#) (2022 figures).

³⁵ There is a moderate strong positive correlation of + 0.39 between the number of PDs U1 issued and the share of nationals in the total inflow of EU/EFTA movers of working age in the host Member State.

4. Fraud and error

The final question in the questionnaire addressed to the Administrative Commission asked about any inappropriate use which was encountered concerning the aggregation of periods for unemployment benefits in reference year 2023.³⁶ Twelve Member States³⁷ reported that no cases of fraud and error were found, while seven Member States³⁸ did report several cases. The remaining eleven reporting Member States³⁹ did not have data available or did not fill out this question.

Fraud cases mentioned for PDs U1 mostly concern false information provided or no information provided (for instance about starting to work), falsification of PDs U1, fictitious employment, or difficulty in residence control. Error cases usually involve technical errors or mistakes by clerks (for instance typos or differences in information provided), unintentionally not informing the competent institutions, or missing data.

Out of the seven Member States which reported fraud and error, six were able to (partially) quantify the number of cases and the amount involved (*Table 6*). Three of these Member States reported less than 60 cases of fraud and error, namely Spain (59), Belgium (17), and Hungary (14). The other three Member States reported 100 cases or more (Bulgaria 278, Czechia 158, and France 100). However, in terms of amount involved in these cases, particularly France stands out with over EUR 4.7 million. These cases all concern false PDs U1.

The number of cases of inappropriate use can be compared to the total number of PDs U1 received, which gives an idea about the impact of fraud and error. This share lies below 3 % in France (2.6 %), Spain (1.8 %), Belgium (0.8 %), and Hungary (0.6 %). In Bulgaria, 18.9 % of PDs U1 received involved an error or fraud, which is in line with the share of 2022 (19.4 %). In Czechia, it concerns 21.9 % of the PDs U1 received in which an error or fraud was committed. This is remarkably higher than in reference year 2022, when Czechia only reported 34 cases amounting to 4.9 % of total PDs U1 (compared to 158 cases and 21.9 % of PDs U1 received in 2023). Nevertheless, 18.8 % of these 21.9 % cases concern error.

Several Member States also provided additional information on the methodology or the efforts in the uncovering of inappropriate use. Czechia mentions performing 200 audits or investigations and allocating 55 human resources. The data sources used are EESSI (Electronic Exchange of Social Security Information), internal IT databases, and files. In Bulgaria as well, internal databases and registers are the data sources used to uncover fraud and error. In France, 116 audits or investigations were performed, and 10 human resources were allocated. Both Spain and Italy report the number of human resources allocated (even though in Italy no inappropriate use was found), namely two and four respectively. Finally, Hungary reports an impressive number of 3 340 audits or investigations and 458 human resources allocated. It concerns the examination of documents and the examination of the electronic registration and supply system.

³⁶ 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, Y. (2024), *Fraud and error in the field of EU social security coordination Reference year 2022*, Network Statistics FMSSFE, European Commission – DG EMPL).

³⁷ It concerns HR, EE, FI, IS, LV, LI, MT, NO, PL, RO, SE, and IT.

³⁸ It concerns BE, BG, CZ, ES, FR, HU, and SK.

³⁹ It concerns AT, DK, DE, EL, IE, LT, LU, PT, NL, CH, and UK.

Table 6 - Number of cases of fraud and error identified in case of aggregation of periods for unemployment benefits, 2023

	Cases	Amount (in €)	% Of total PDs U1 received*	Reason
BE	15	72 105	0.7 %	Fraud: The person already received full unemployment benefits in Belgium. They filled a U1 from Luxembourg and when matching the employment data of Luxembourg with the data of unemployment, it showed that they didn't correctly report his employment to the National Employment Office. Error: The person had correctly declared the days of employment in Germany on his electronic unemployment card. The disbursing institution had paid them out by mistake. No fraudulent intent by the citizen. (1 case, EUR 546) The person had not declared his employment on his unemployment card, but the verification was done with the data on the U1, so he was not paid unduly. (1 case, EUR 0)
	2	546	0.1 %	
	17	72 651	0.8 %	
BG	191	545 122	13.0 %	Fraud: * Not providing information or providing false information about the facts that relate to unemployment benefit entitlement. * Submitting false documents related to the reason of termination of employment in another Member State. * Fictitious employment in Bulgaria after the last period of labour activity in another Member State, in order to become qualified to unemployment benefit under the Bulgarian legislation or to increase its amount. Error: * Difference in the data provided by the competent institution of the other Member State with PD U1 and SED. * Technical errors by the officials
	87	13 093	5.9 %	
	278	558 215	18.9 %	
CZ	23	13 519	3.2 %	Fraud: * Jobseekers deliberately did not inform about their gainful activity, while being registered and applied for UB (benefits received unduly). (21 cases, EUR 12 787) * Jobseeker deliberately rewrote dates on confirmation from employment to meet the conditions for UB (benefits received unduly). (1 case, EUR 732) * Jobseeker gave false information when determining residence. (1 case, EUR 0) Error: * Institution: typos in SEDs/PDs, wrongly confirmed employment/salary, requested information missing, confirmed information did not correspond with the information in employment documents (e.g., different dates, salary amount, etc.). (120 cases, EUR 0) * Jobseekers: unintentionally did not inform about short-term contract, it led to retroactive rejection of UB (benefits received unduly). (15 cases, EUR 5 324)
	135	5 324	18.8 %	
	158	18 843	21.9 %	
ES	59	121 373	1.8 %	Fraud: * Difficulty in residence control for short insurance periods: cases where there is a possible double use of insurance periods. After issuing a PD U1 that certifies a short period of insurance in Spain, in order to be granted with unemployment benefits in a different Member State, the person then returns and requests UB in the State of employment, claiming to be resident in Spain. (36 cases, EUR 121 373) * Questionable residence: cases of seasonal workers with very short periods of insurance in Spain, who register their address in Spain and request UB in Spain claiming to be resident in Spain. (23 cases)
FR	100	4 668 866	2.6 %	Fraud: Falsification of PD U1.
HU	5	1 109	0.2 %	Fraud: During the period of the job search benefit paid in Hungary, clients typically work in Austria with a "small amount of work" notification, which they do not report, even though no benefit can be paid to them during this time. Error: The foreign employer incorrectly and/or incorrectly informs the employee about the start of the legal relationship (the employment contract has not yet been drawn up). Based on this, the customer specifies the date of termination of the supply, which is why the supply is over liquidated on average for 2-7 days.
	9	1 095	0.4 %	
	14	2 204	0.6 %	

* The number of cases is divided by the total number of PDs U1 received, as reported in *Table 1*. Hence, the number of fraud and error cases reported by BE concern reference year 2023, while the total number of PDs U1 received concern reference year 2022.

Source: Questionnaire on aggregation of periods in case of unemployment benefits 2024

Annex I Additional tables

Table A1 The number of aggregations of periods in case of unemployment as % of column total, 2023

		Competent 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
Former Member State of insurance, employment or self-employment (i.e., Member State which issued the PD)	EU-27	95 %	72 %		66 %	81 %	85 %	98 %	68 %	54 %	95 %		50 %	67 %	37 %	95 %	83 %		90 %	81 %	76 %	56 %	89 %	99 %	79 %	50 %	68 %	94 %	3 %	92 %		79 %	68 %	
	EU-14	89 %	69 %		60 %	49 %	81 %	62 %	60 %	49 %	85 %		50 %	33 %	36 %	80 %	77 %		85 %	54 %	68 %	54 %	89 %	98 %	45 %	44 %	65 %	50 %	3 %	72 %		79 %	58 %	
	EU-13	6 %	4 %		5 %	32 %	4 %	35 %	8 %	5 %	10 %		0 %	33 %	2 %	15 %	6 %		5 %	27 %	7 %	2 %	0 %	2 %	34 %	6 %	3 %	44 %	0 %	19 %		0 %	10 %	
	EFTA	3 %	11 %		29 %	15 %	10 %	1 %	8 %	41 %	4 %		50 %	17 %	28 %	5 %	2 %		7 %	17 %	5 %	41 %	5 %	0 %	6 %	30 %	27 %	6 %	97 %	6 %		21 %	17 %	
	Neighbour	71 %	2 %		36 %	56 %	64 %	2 %	20 %	80 %	8 %		0 %	33 %	1 %	45 %	51 %		56 %	69 %	39 %	13 %	0 %	96 %	54 %	45 %	74 %	25 %	100 %	19 %		24 %	43 %	
	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 %	124 %	100 %	100 %	100 %	100 %	100 %	100 %	100 %
	BE		4 %		1 %	1 %	1 %	2 %	2 %	14 %	0 %		0 %	17 %	0 %	5 %	0 %		32 %	0 %	2 %	0 %	11 %	0 %	0 %	0 %	1 %	0 %	0 %	2 %		0 %	2 %	
	BG	1 %			0 %	3 %	0 %	2 %	1 %	0 %	0 %		0 %	0 %	0 %	0 %	0 %		0 %	2 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %		0 %	1 %	
	CZ	0 %	0 %		1 %	3 %	0 %	2 %	1 %	0 %	0 %		0 %	0 %	0 %	0 %	0 %		0 %	1 %	7 %	0 %	0 %	0 %	27 %	0 %	0 %	6 %	0 %	1 %		0 %	2 %	
	DK	0 %	0 %			1 %	1 %	0 %	0 %	0 %	0 %		0 %	0 %	6 %	5 %	0 %		0 %	0 %	0 %	0 %	0 %	0 %	0 %	4 %	46 %	13 %	0 %	15 %		16 %	2 %	
	DE	5 %	7 %		20 %		4 %	36 %	14 %	7 %	47 %		25 %	17 %	12 %	15 %	23 %		24 %	41 %	32 %	8 %	63 %	1 %	11 %	7 %	2 %	6 %	0 %	8 %		21 %	12 %	
	EE	0 %	0 %		0 %	0 %		0 %	0 %	0 %	0 %		0 %	0 %	0 %	5 %	0 %		0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	2 %	0 %	0 %	1 %		0 %	0 %	
	IE	1 %	7 %		2 %	2 %	2 %	2 %	9 %	3 %	8 %		0 %	0 %	7 %	0 %	1 %		2 %	1 %	5 %	2 %	0 %	0 %	3 %	1 %	2 %	0 %	0 %	3 %		24 %	3 %	
	EL	1 %	2 %		2 %	2 %	1 %		0 %	0 %	0 %		25 %	0 %	0 %	5 %	0 %		0 %	1 %	0 %	2 %	5 %	0 %	0 %	1 %	4 %	0 %	0 %	4 %		0 %	0 %	
	ES	9 %	3 %		7 %	5 %	2 %	1 %		5 %	0 %		0 %	0 %	1 %	5 %	0 %		5 %	2 %	0 %	13 %	5 %	0 %	0 %	4 %	4 %	0 %	0 %	9 %		3 %	2 %	
	FR	20 %	31 %		4 %	2 %	0 %	5 %	14 %		0 %		0 %	0 %	0 %	25 %	0 %		5 %	0 %	3 %	16 %	0 %	0 %	1 %	3 %	0 %	0 %	0 %	2 %		11 %	4 %	
	HR	0 %	0 %		0 %	5 %	0 %	0 %	0 %	0 %			0 %	0 %	0 %	0 %	0 %		0 %	4 %	0 %	2 %	0 %	1 %	0 %	0 %	0 %	0 %	0 %	0 %		0 %	1 %	
	IT	4 %	1 %		0 %	4 %	1 %	4 %	3 %	2 %	3 %		0 %	0 %	0 %	5 %	1 %		2 %	4 %	0 %	0 %	0 %	3 %	3 %	2 %	0 %	0 %	0 %	1 %		0 %	2 %	
	CY	0 %	3 %		1 %	0 %	0 %	32 %	0 %	0 %	0 %			0 %	0 %	0 %	0 %		2 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	1 %	0 %	0 %	1 %		0 %	0 %	
	LV	0 %	0 %		1 %	0 %	1 %	0 %	0 %	0 %	0 %		0 %		1 %	0 %	0 %		0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	6 %	0 %	2 %		0 %	0 %	
	LT	0 %	0 %		0 %	0 %	1 %	0 %	0 %	0 %	0 %		0 %	33 %		0 %	0 %		0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	1 %	0 %	0 %	3 %		0 %	0 %	
	LU	22 %	1 %		1 %	2 %	0 %	0 %	1 %	12 %	0 %		0 %	0 %	0 %		0 %		0 %	0 %	0 %	2 %	0 %	0 %	0 %	0 %	1 %	6 %	0 %	0 %		0 %	3 %	
	HU	0 %	0 %		0 %	5 %	0 %	0 %	0 %	0 %	0 %		0 %	0 %	0 %	5 %			0 %	6 %	0 %	0 %	0 %	0 %	7 %	1 %	0 %	0 %	0 %	1 %		0 %	1 %	
	MT	0 %	0 %		0 %	0 %	0 %	0 %	1 %	2 %	0 %		0 %	0 %	0 %	0 %	0 %		2 %	1 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	1 %		0 %	0 %	
	NL	24 %	7 %		1 %	5 %	1 %	8 %	9 %	2 %	3 %		0 %	0 %	6 %	0 %	5 %			2 %	20 %	10 %	0 %	0 %	7 %	1 %	0 %	0 %	0 %	5 %		0 %	5 %	
	AT	0 %	5 %		3 %	19 %	0 %	4 %	1 %	1 %	23 %		0 %	0 %	0 %	5 %	46 %		12 %		4 %	2 %	5 %	93 %	19 %	3 %	0 %	0 %	3 %	4 %		5 %	9 %	
	PL	2 %	0 %		2 %	8 %	0 %	0 %	1 %	1 %	0 %		0 %	0 %	0 %	5 %	0 %		0 %	2 %		0 %	0 %	0 %	0 %	1 %	1 %	25 %	0 %	10 %		0 %	1 %	
	PT	2 %	0 %		2 %	3 %	1 %	0 %	6 %	2 %	0 %		0 %	0 %	0 %	5 %	0 %		2 %	1 %	0 %		0 %	0 %	0 %	1 %	0 %	0 %	0 %	1 %		0 %	1 %	
	RO	2 %	0 %		0 %	4 %	0 %	0 %	4 %	1 %	0 %		0 %	0 %	0 %	0 %	1 %		0 %	6 %	0 %	0 %		0 %	0 %	0 %	0 %	0 %	0 %	1 %		0 %	1 %	
	SI	0 %	0 %		0 %	1 %	0 %	0 %	0 %	0 %	8 %		0 %	0 %	0 %	0 %	0 %		0 %	2 %	0 %	0 %	0 %			0 %	0 %	0 %	0 %	0 %		0 %	0 %	
	SK	0 %	0 %		0 %	1 %	0 %	0 %	0 %	0 %	1 %		0 %	0 %	0 %	0 %	4 %		0 %	2 %	0 %	0 %	0 %	1 %		1 %	0 %	6 %	0 %	1 %		0 %	1 %	
	FI	0 %	1 %		1 %	1 %	63 %	0 %	0 %	1 %	0 %		0 %	0 %	1 %	0 %	0 %		0 %	0 %	0 %	0 %	0 %	0 %	0 %		5 %	6 %	0 %	2 %		0 %	1 %	
	SE	0 %	0 %		16 %	1 %	3 %	0 %	1 %	1 %	0 %		0 %	0 %	3 %	5 %	0 %		0 %	1 %	1 %	0 %	0 %	0 %	0 %	18 %		19 %	0 %	16 %		0 %	1 %	
IS	0 %	0 %		2 %	0 %	1 %	0 %	1 %	0 %	0 %		0 %	0 %	1 %	0 %	0 %		0 %	0 %	0 %	0 %	0 %	0 %	0 %	1 %	1 %		0 %	5 %		0 %	0 %		
LI	0 %	0 %		0 %	0 %	0 %	0 %	0 %	0 %	0 %		0 %	0 %	0 %	0 %	0 %		0 %	4 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %		0 %		0 %	0 %		
NO	0 %	1 %		22 %	0 %	9 %	0 %	2 %	1 %	1 %		25 %	0 %	26 %	0 %	0 %		2 %	0 %	3 %	2 %	0 %	0 %	2 %	25 %	22 %	6 %	0 %			0 %	6 %		
CH	3 %	10 %		5 %	14 %	1 %	1 %	5 %	40 %	3 %		25 %	17 %	1 %	5 %	2 %		5 %	12 %	1 %	39 %	5 %	0 %	3 %	4 %	4 %	0 %	97 %	1 %		21 %	8 %		
UK	2 %	17 %		6 %	4 %	5 %	2 %	24 %	5 %	1 %		0 %	17 %	35 %	0 %	15 %		2 %	3 %	20 %	3 %	5 %	0 %	15 %	1 %	5 %	0 %	0 %	2 %			12 %		
Unknown																																		

* To calculate the shares in the Total column for EU-27, EU-14, EU-13, EFTA, and Neighbour, we only consider those Member States which were able to provide a breakdown by sending Member State. Therefore, the total number of aggregations on which these calculations are based amount to 29 867 and not 36 258 as reported in *Table 1*.

** Dark blue: main former Member State of insurance, employment, or self-employment.

** No data available for IE. BE and SI: data concern reference year 2022. CY: data concern reference year 2021. MT reported 0 PDs U1.

 CZ and IT did not provide a breakdown by former Member State of insurance, employment, or self-employment. CH: breakdown by Member State which has issued the PD U1 is not included as CH provided a breakdown by citizenship.

Source: Questionnaire on aggregation of periods in case of unemployment benefits 2024

Table A2 The number of aggregations of periods in case of unemployment as % of row total, 2023

		Competent 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
Former Member State of insurance, employment, or self-employment (i.e., Member State which issued the PD U1)	Total	6 %	4 %	2 %	1 %	5 %	1 %	0 %	0 %	9 %	10 %	1 %	8 %	0 %	0 %	18 %	0 %	7 %	0 %	0 %	9 %	1 %	0 %	0 %	4 %	4 %	1 %	0 %	0 %	0 %	1 %	7 %	0 %	100 %
	BE		8 %	0 %	0 %	3 %	1 %	0 %	0 %	8 %	68 %	0 %	0 %	0 %	0 %	3 %	0 %	2 %	0 %	2 %	2 %	1 %	0 %	0 %	0 %	1 %	0 %	0 %	0 %	0 %	1 %	0 %	0 %	100 %
	BG	7 %		0 %	0 %	32 %	0 %	0 %	1 %	14 %	7 %	0 %	0 %	0 %	0 %	2 %	0 %	1 %	0 %	0 %	35 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	1 %	0 %	0 %	100 %
	CZ	0 %	1 %		0 %	9 %	0 %	0 %	0 %	4 %	3 %	0 %	0 %	0 %	0 %	1 %	0 %	1 %	0 %	0 %	7 %	6 %	0 %	0 %	0 %	66 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	100 %
	DK	1 %	0 %	0 %		4 %	1 %	0 %	0 %	3 %	2 %	0 %	0 %	0 %	0 %	64 %	0 %	1 %	0 %	0 %	1 %	0 %	0 %	0 %	0 %	0 %	2 %	10 %	0 %	0 %	10 %	0 %	1 %	100 %
	DE	2 %	2 %	0 %	1 %		0 %	0 %	1 %	10 %	6 %	4 %	0 %	0 %	0 %	18 %	0 %	13 %	0 %	0 %	31 %	4 %	0 %	0 %	0 %	3 %	1 %	0 %	0 %	0 %	1 %	0 %	0 %	100 %
	EE	0 %	0 %	0 %	0 %	13 %		0 %	0 %	0 %	13 %	0 %	0 %	0 %	0 %	38 %	3 %	0 %	0 %	0 %	6 %	0 %	0 %	0 %	0 %	0 %	22 %	0 %	0 %	0 %	6 %	0 %	0 %	100 %
	IE	1 %	9 %	0 %	0 %	4 %	1 %		0 %	24 %	9 %	3 %	0 %	0 %	0 %	38 %	0 %	2 %	0 %	0 %	2 %	2 %	0 %	0 %	0 %	3 %	0 %	0 %	0 %	0 %	1 %	0 %	1 %	100 %
	EL	8 %	13 %	0 %	3 %	25 %	2 %	0 %		4 %	10 %	1 %	0 %	1 %	0 %	4 %	1 %	2 %	0 %	0 %	12 %	0 %	1 %	1 %	1 %	2 %	2 %	2 %	0 %	0 %	8 %	0 %	0 %	100 %
	ES	26 %	6 %	0 %	2 %	14 %	1 %	0 %	0 %		27 %	0 %	0 %	0 %	0 %	5 %	0 %	0 %	0 %	0 %	8 %	0 %	1 %	0 %	0 %	1 %	2 %	1 %	0 %	0 %	5 %	0 %	0 %	100 %
	FR	27 %	31 %	0 %	1 %	3 %	0 %	0 %	0 %	31 %		0 %	0 %	0 %	0 %	1 %	0 %	1 %	0 %	0 %	1 %	1 %	1 %	0 %	0 %	0 %	1 %	0 %	0 %	0 %	0 %	0 %	0 %	100 %
	HR	2 %	0 %	0 %	0 %	42 %	0 %	0 %	0 %	1 %	4 %		0 %	0 %	0 %	1 %	0 %	0 %	0 %	0 %	45 %	0 %	0 %	0 %	4 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	100 %
	IT	14 %	3 %	0 %	0 %	14 %	1 %	0 %	1 %	15 %	11 %	2 %		0 %	0 %	3 %	0 %	2 %	0 %	0 %	21 %	0 %	0 %	0 %	6 %	6 %	1 %	0 %	0 %	0 %	0 %	0 %	0 %	100 %
	CY	3 %	32 %	0 %	2 %	3 %	2 %	0 %	32 %	0 %	1 %	0 %	0 %		0 %	10 %	0 %	4 %	0 %	1 %	6 %	0 %	0 %	0 %	0 %	2 %	1 %	1 %	0 %	0 %	2 %	0 %	0 %	100 %
	LV	0 %	0 %	0 %	3 %	12 %	5 %	0 %	0 %	1 %	4 %	0 %	0 %	0 %		55 %	0 %	0 %	0 %	0 %	7 %	0 %	0 %	0 %	1 %	0 %	1 %	0 %	1 %	0 %	9 %	0 %	0 %	100 %
	LT	3 %	3 %	0 %	0 %	21 %	13 %	0 %	0 %	10 %	5 %	0 %	0 %	0 %	5 %		0 %	0 %	0 %	0 %	8 %	3 %	0 %	0 %	0 %	0 %	3 %	3 %	0 %	0 %	26 %	0 %	0 %	100 %
	LU	45 %	1 %	0 %	0 %	4 %	0 %	0 %	0 %	2 %	46 %	0 %	0 %	0 %	0 %	0 %		1 %	0 %	0 %	1 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	100 %
	HU	1 %	0 %	0 %	0 %	25 %	0 %	0 %	0 %	2 %	3 %	0 %	0 %	0 %	0 %	1 %	0 %		0 %	0 %	45 %	0 %	0 %	0 %	0 %	21 %	0 %	0 %	0 %	0 %	1 %	0 %	0 %	100 %
	MT	1 %	1 %	0 %	1 %	7 %	1 %	0 %	0 %	16 %	45 %	1 %	0 %	0 %	0 %	6 %	0 %	4 %		1 %	15 %	0 %	0 %	0 %	0 %	0 %	1 %	0 %	0 %	0 %	0 %	1 %	0 %	100 %
	NL	27 %	5 %	0 %	0 %	5 %	0 %	0 %	1 %	15 %	4 %	1 %	0 %	0 %	0 %	20 %	0 %	6 %	0 %		3 %	5 %	0 %	0 %	0 %	5 %	0 %	0 %	0 %	0 %	1 %	0 %	0 %	100 %
	AT	0 %	2 %	0 %	0 %	11 %	0 %	0 %	0 %	1 %	1 %	3 %	0 %	0 %	0 %	0 %	0 %	32 %	0 %	0 %		1 %	0 %	0 %	39 %	8 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	100 %
	PL	10 %	1 %	0 %	1 %	42 %	0 %	0 %	0 %	7 %	7 %	0 %	0 %	0 %	0 %	3 %	0 %	2 %	0 %	0 %	15 %		0 %	0 %	0 %	1 %	1 %	0 %	1 %	0 %	9 %	0 %	0 %	100 %
	PT	9 %	1 %	0 %	1 %	12 %	1 %	0 %	0 %	44 %	21 %	0 %	0 %	0 %	0 %	1 %	0 %	0 %	0 %	0 %	8 %	0 %		0 %	0 %	0 %	1 %	0 %	0 %	0 %	1 %	0 %	0 %	100 %
	RO	8 %	0 %	0 %	0 %	17 %	0 %	0 %	0 %	27 %	4 %	0 %	0 %	0 %	0 %	0 %	0 %	4 %	0 %	0 %	39 %	0 %	0 %		0 %	0 %	0 %	0 %	0 %	0 %	1 %	0 %	0 %	100 %
	SI	2 %	1 %	0 %	0 %	9 %	0 %	0 %	0 %	1 %	2 %	26 %	0 %	0 %	0 %	0 %	0 %	2 %	0 %	0 %	56 %	0 %	0 %	0 %		1 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	100 %
	SK	0 %	0 %	0 %	0 %	7 %	0 %	0 %	0 %	4 %	2 %	3 %	0 %	0 %	0 %	0 %	0 %	44 %	0 %	0 %	32 %	0 %	0 %	0 %	4 %		1 %	0 %	0 %	0 %	1 %	0 %	0 %	100 %
	FI	1 %	2 %	0 %	1 %	4 %	64 %	0 %	0 %	3 %	5 %	0 %	0 %	0 %	0 %	11 %	0 %	2 %	0 %	0 %	3 %	0 %	0 %	0 %	0 %	0 %		2 %	0 %	0 %	2 %	0 %	0 %	100 %
	SE	1 %	1 %	0 %	9 %	4 %	3 %	0 %	0 %	4 %	4 %	0 %	0 %	0 %	0 %	37 %	0 %	1 %	0 %	0 %	5 %	1 %	0 %	0 %	0 %	0 %	15 %		1 %	0 %	14 %	0 %	0 %	100 %
	UK	1 %	6 %	0 %	0 %	2 %	0 %	0 %	0 %	18 %	5 %	0 %	0 %	0 %	0 %	51 %	0 %	8 %	0 %	0 %	2 %	2 %	0 %	0 %	0 %	5 %	0 %	0 %		0 %	0 %	0 %	0 %	100 %
	IS	1 %	0 %	0 %	2 %	1 %	2 %	0 %	0 %	15 %	4 %	1 %	0 %	0 %	0 %	55 %	0 %	1 %	0 %	0 %	1 %	1 %	0 %	0 %	2 %	1 %	2 %	1 %	0 %		11 %	0 %	0 %	100 %
	LI	0 %	0 %	0 %	0 %	1 %	0 %	0 %	0 %	6 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	93 %	0 %	0 %	0 %	0 %	1 %	0 %	0 %	0 %	0 %		0 %	0 %	100 %
	NO	0 %	0 %	0 %	3 %	0 %	2 %	0 %	0 %	3 %	1 %	0 %	0 %	0 %	0 %	82 %	0 %	0 %	0 %	0 %	0 %	1 %	0 %	0 %	0 %	1 %	5 %	1 %	0 %	0 %	0 %		0 %	100 %
	CH	2 %	5 %	0 %	0 %	10 %	0 %	0 %	0 %	6 %	53 %	0 %	0 %	0 %	0 %	1 %	0 %	1 %	0 %	0 %	14 %	0 %	1 %	0 %	0 %	2 %	1 %	0 %	0 %	3 %	0 %	0 %		100 %

* This is an incomplete picture due to missing data for IE as reporting Member State and given that some Member States did not provide a breakdown by former Member State of insurance, employment, or self-employment (CZ, and IT). CH: breakdown by Member State which has issued the PD U1 is not included as CH provided a breakdown by citizenship. BE and SI: data concern reference year 2022. CY: data concern reference year 2021.

Source: Questionnaire on aggregation of periods in case of unemployment benefits 2024

Annex II PD U1 Questionnaire

		Number of mobile EU workers (excluding former cross-border workers) who became unemployed in the reference year (2023) and received unemployment benefits in your country on the basis of periods completed in another Member State			
		Length of previous insurance, employment or self-employment completed by those workers in your country before their application for unemployment benefits			Total
		Less than one month (30 days)	More than one month (30 days), but less than three months (90 days)	Three months or more (90 days or more)	
Member States of origin (i.e., the member state which issued the PDU1)	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				

Annex III Portable Document U1

U1



Coordination of Social
Security Systems

Periods to be taken into account
for granting unemployment benefits

EU Regulations 883/04 and 987/09 (*)

INFORMATION FOR THE HOLDER

This document is for an unemployed person who claims unemployment benefits in a Member State and who was previously insured or worked in another Member State. Where appropriate, it is issued by the latter Member State. You should submit it to the employment service or the insurance fund in the country where you claim. The Member State where the claim is made will take into account, to the extent necessary, the periods shown in this certificate.

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		
1.8 Current address in the State issuing the certificate		
1.8.1 Street, N°	1.8.3 Post code	
1.8.2 Town	1.8.4 Country code	

2. THE HOLDER HAS COMPLETED THE FOLLOWING PERIODS¹:**2.1 PERIODS OF INSURANCE AND PERIODS TREATED AS SUCH**

2.1.1 Insured employment	From	to	
	From	to	
	From	to	
	From	to	
	From	to	
	From	to	
	From	to	
	From	to	
2.1.2 Insured self employment	From	to	
	From	to	
	From	to	
	From	to	
	From	to	
	From	to	
	From	to	

U1


Periods to be taken into account
for granting unemployment benefits

2. THE HOLDER HAS COMPLETED THE FOLLOWING PERIODS (CONTINUED):

2.1 PERIODS OF INSURANCE AND PERIODS TREATED AS SUCH (CONTINUED)

2.1.3 Other periods of insurance

From	to	Type ²
From	to	Type ²
From	to	Type ²

2.1.4 Periods treated as periods of insurance

From	to	Reason ⁶
From	to	Reason ⁶
From	to	Reason ⁶

2.2 PERIODS OF EMPLOYMENT AND SELF EMPLOYMENT, WHICH ARE NOT INSURANCE PERIODS

2.2.1 Employment

From	to	Activity
From	to	Activity
From	to	Activity

2.2.2 Self employment

From	to	Activity
From	to	Activity
From	to	Activity

2.2.3 These are not insurance periods because

2.3 INCOME DETAILS^{4,5}

2.3.1 Income from employment

From	to	Wage
From	to	Wage
From	to	Wage

2.3.2 Income from self-employment

From	to	Earnings
From	to	Earnings
From	to	Earnings

3. REASON FOR END OF EMPLOYMENT

- | | |
|--|--|
| <input type="checkbox"/> 3.1 termination by employer | <input type="checkbox"/> 3.4 resignation by the employee |
| <input type="checkbox"/> 3.2 contract terminated by mutual consent | <input type="checkbox"/> 3.5 contract expired |
| <input type="checkbox"/> 3.3 dismissal for disciplinary reasons | <input type="checkbox"/> 3.6 redundancy |
| <input type="checkbox"/> 3.7 other (employment) | |
| <input type="checkbox"/> 3.8 other (self-employment) | |

U1



Periods to be taken into account
for granting unemployment benefits

4. OTHER RECEIVED PAYMENTS

The holder

- ☐ 4.1 has received or has still to receive wages for the period after end of employment, up to
- ☐ 4.2 has received or has still to receive compensation for ending of employment
or other similar payment, amounting to
- ☐ 4.3 has received or has still to receive payment in lieu of annual leave,
amounting to for days
- ☐ 4.4 has waived the above rights under their employment contract
- 4.4.1 Reason
- ☐ 4.5 is currently receiving other benefits

5. SINCE THE BEGINNING OF THE FIRST PERIOD COVERED IN BOX 2 THE HOLDER HAS RECEIVED UNEMPLOYMENT BENEFIT

5.1 Period

From to

From to

From to

5.2 Last local employment or benefit agency

5.3 Identification N°

5.4 Name

5.5 Address

5.5.1 Street, N°

5.5.3 Post code

5.5.2 Town

5.5.4 Country code

6. UNEMPLOYMENT BENEFIT ENTITLEMENT

6.1 ☐ The holder is entitled to unemployment benefits from the office issuing this document

Under Article ☐ 64 ☐ 65 (5) (b) of Regulation 883/2004

For the period


From to

6.2 ☐ The holder is not entitled to unemployment benefits from the office issuing this document because

- ☐ No entitlement exists under the State's laws
- ☐ The holder did not apply to have their unemployment benefits exported

Coordination of Social Security Systems

U1



Periods to be taken into account for granting unemployment benefits

7. INSTITUTION COMPLETING THE FORM

7.1	Name								
7.2	Street, N°								
7.3	Town								
7.4	Post code				7.5	Country code			
7.6	Institution ID								
7.7	Office fax N°								
7.8	Office phone N°								
7.9	E-mail								
7.10	Date								
7.11	Signature								

STAMP

NOTES

- [1] The period(s) recorded in box 2 of this document are provided in accordance with the reference periods shown in this Note for the Member State concerned. The reference periods are:
- One year - if the document is to be presented to Luxembourg institution.
- Two Years - if it is to be presented to an Italian, Icelandic, Liechtenstein or Swiss institution. Italy may also request information on the complete insurance history abroad of the named person. For the purposes of Swiss institutions, four years in the case of child education or self-employment of short duration.
- Three years - if it is to be presented to a Belgian, Cypriot, Czech, Danish, French, Greek, Irish, Portuguese or United Kingdom institution.
- More than three years - if the document is to be presented to a Finnish (20 years), Spanish (6 years), German (5 years), Austrian (10, 15 or 25 years), Hungarian and Slovak (4 years), Swedish (8 years), Polish (20 years), Bulgarian, Estonian, Latvian, Netherlands (years since 1998), Romanian, Slovenian or Maltese institution (total insurance history). In some cases the Belgian institution requests information on the complete insurance periods. If necessary, as regards workers aged 62 or over, the Spanish institution may require information on supplementary periods preceding the last six years.
- The last ended calendar year or the three last calendar years - if the form is to be presented to a Norwegian institution.
- [2] Please complete as appropriate:
 Maternity or child-rearing; Sick leave; Deprivation of liberty; Education; Military or alternative civil service; Unemployment benefits before commencing last employment; Other (please indicate)
- [3] Indicate whether the periods treated as such refer to, for example,
- i Periods of sickness - indicate the name and address of the health insurance fund/company
 - ii Periods of maternity or child-rearing - indicate the name and address of the health insurance fund/company
 - iii Period of deprivation of liberty
 - iv Period of education
 - v Period of military or alternative civilian service
 - vi Period of granting unemployment benefits before commencement of the last employment
- [4] If the income details are not immediately available at the time of the request, the institution completing this document shall leave this part blank and submit the income details later, if required. Income time reference periods, counted from the end of last employment/insurance, backwards. Austria, Spain: last six months; Czech Republic: last employment; Estonia, France, Hungary, the Netherlands, Romania: last 12 months; Bulgaria: last 15 months; Germany, Slovakia: last 24 months; Poland: incomes from employment and self-employment that are not insurance periods; Cyprus, Malta, UK: no need to fill.
- [5] Type of income. Austria, Belgium, Bulgaria, Hungary, the Netherlands, Poland: gross income; Estonia, France, Romania, Slovakia: gross income for each month (or monthly average); Germany: gross income for each month (or monthly average) and the average weekly hours; Czech Republic (monthly net average): net income. Cyprus, Malta, UK: no need to fill.

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