



# Export of unemployment benefits

*PD U2 Questionnaire*

Jozef Pacolet & Frederic De Wispelaere – HIVA-KU Leuven

*October 2015*



IRIS | international research institute  
on social fraud



**EUROPEAN COMMISSION**

Directorate-General for Employment, Social Affairs and Inclusion  
Unit D/2

*European Commission  
B-1049 Brussels*

# **Export of unemployment benefits**

*PD U2 Questionnaire*

## **Network Statistics FMSSFE**

This report has been prepared in the framework of Contract No VC/2013/0301 'Network of Experts on intra-EU mobility – social security coordination and free movement of workers / Lot 2: Statistics and compilation of national data'. This contract was awarded to Network Statistics FMSSFE, an independent research network composed of expert teams from HIVA (KU Leuven), Milieu Ltd, IRIS (UGent), Szeged University and Eftheia bvba. Network Statistics FMSSFE is coordinated by HIVA.

### **Authors:**

Prof dr Jozef Pacolet, Head of the 'Welfare State' research group, HIVA - Research Institute for Work and Society, University of Leuven (KU Leuven).

Frederic De Wispelaere, Senior research associate, HIVA - Research Institute for Work and Society, University of Leuven (KU Leuven).

### **Peer reviewers:**

Prof dr József Hajdú, Head of the Department of Labour Law and Social Security, Szeged University.

Dr Gabriella Berki, Professor Assistant at the Department of Labour Law and Social Security, Szeged University.

***Europe Direct is a service to help you find answers  
to your questions about the European Union.***

**Freephone number (\*):**

**00 800 6 7 8 9 10 11**

(\* ) The information given is free, as are most calls (though some operators, phone boxes or hotels may charge you).

## **LEGAL NOTICE**

This document has been prepared for the European Commission however it reflects the views only of the authors, and the Commission cannot be held responsible for any use which may be made of the information contained therein.

More information on the European Union is available on the Internet (<http://www.europa.eu>).

ISBN: 978-92-79-69757-9

doi: 10.2767/897967

Catalogue number: KE-02-17-734-EN-N

© European Union, 2015

Reproduction is authorised provided the source is acknowledged.

## Table of Contents

List of Tables .....	6
List of Figures .....	7
Executive Summary .....	8
1. Introduction .....	9
2. Number of PDs U2 issued and received .....	9
2.1. The current flow of PDs U2 among Member States .....	9
2.2. As a share of the total number of unemployed persons .....	12
2.3. Evolution of the number of PDs U2 issued .....	13
3. The number of prolongations .....	13
4. The success rate and impact of prolongation .....	17
5. Administrative procedures .....	19
6. Awareness-raising policies .....	20
Annex I PD U2 Questionnaire .....	21

## LIST OF TABLES

Table 1	The number of PDs U2/SEDs U008 issued and received, 2014	10
Table 2	The percentage of unemployed persons with a PD U2/SED U008 compared to the average number of unemployed persons, 2014	12
Table 3	Evolution of the number of PDs U2 issued, 2013-2014	13
Table 4	The number of requested and granted prolongations of the period of export, 2014	14
Table 5	An update of the policies applied by the MSs concerning the request for prolongation of the period of export (prolongation possible? Yes / No)	16
Table 6	The number of unemployed persons with a PD U2 who found work, per sending MS, 2014	18
Table 7	The number of unemployed persons with a PD U2 who found work, per receiving MS, 2014	19

**LIST OF FIGURES**

Figure 1	Net balance between unemployed jobseekers sent on the basis of a PD U2/SED U008 and unemployed jobseekers received on the basis of a PD U2/SED U008, 2014	11
----------	---	----

## EXECUTIVE SUMMARY

- This report on the collection of data on the export of unemployment benefits (on the basis of Portable Document (PD) U2) relates to reference year 2014. PD U2 grants the unemployed person an authorisation to export the unemployment benefit to another Member State to seek work there for a period of three months. The competent Member State may extend this period up to a maximum of six months.
- The mobility of jobseekers looking for work abroad on the basis of a PD U2 seems to be rather limited observing that for about 1 out of 1,000 unemployed persons a PD U2 was issued. This might partly be the result of a lack of awareness and knowledge about the EU provisions on the export of unemployment benefits. Only Iceland, Luxembourg and Norway show a relatively high mobility of jobseekers with a PD U2 (more than 1 in 100 unemployed persons).
- The input from 28 Member States (excluding FR, CY, EL and AT) has resulted in a total of 24,093 PDs U2 issued and 18,907 PDs U2 received. This implies an estimated increase of 8% compared to last year.
- Approximately 8% of the PDs U2 were issued immediately for more than three months.
- Approximately 11% of the PDs U2 were prolonged. However, the export rules are not applied uniformly across the EU. It appears that almost half of the Member States do not provide an extension:
  - *3 months, no extension:* Cyprus, Denmark, Finland, France, Croatia, Greece, Sweden, Hungary, Italy, Ireland, the Netherlands, the United Kingdom, Iceland and Norway;
  - *3 months, possibility to extend:* Austria, Belgium, Bulgaria, Spain, Germany, Luxembourg, Romania, Estonia, Latvia, Lithuania, Slovenia, Slovakia, Poland and Portugal;
  - *6 months by default:* the Czech Republic and Malta.
- The criteria for granting an extension also differ among Member States. Nonetheless, roughly 97% of the requests for a prolongation of export are approved by those Member States which may grant a prolongation. This suggests that these Member States are flexible on the application of prolongation.
- An average success rate between 11% (*average percentage of the reporting sending Member States*) and 8% (*average percentage of the reporting receiving Member States*) has been calculated. The total success rate increased by 3 percentage points in case a prolongation was granted.
- With regard to administrative impact, several Member States report a delay in providing necessary documents between Member States.



## 1. INTRODUCTION

Portable Document U2 (PD U2) 'Retention of unemployment benefits' provides unemployed persons with the authorisation to export their unemployment benefits under Article 64 of Regulation (EC) No 883/2004 if they go to another Member State (MS)<sup>1</sup> to look for work.<sup>2</sup> This report on the collection of PD U2/SED U008<sup>3</sup> relates to reference year 2014.<sup>4</sup> The data collection exercise is accompanied by several qualitative questions giving MSs the opportunity to share their experiences with the application of the EU provisions to the export of unemployment benefits.

## 2. NUMBER OF PDS U2 ISSUED AND RECEIVED

### 2.1. The current flow of PDs U2 among Member States

Input from 28 MSs (excluding FR, CY, EL and AT)<sup>5</sup> was received, resulting in the calculation of a total of 24,093 PDs U2/SEDs U008 issued and 18,907 of PDs U2/SEDs U008 received in 2014 (*Table 1*).<sup>6,7</sup>

Most PDs U2/SEDs U008 were issued (*in absolute terms*) by Spain (4,096), Germany (4,096), the Netherlands (3,099) and Portugal (2,409) (*Table 1*). This is in contrast to Liechtenstein (0), Malta (3) and Romania (25) which issued no or hardly any PDs U2/SEDs U008. Poland (4,651) and the United Kingdom (3,594) clearly registered the highest number of jobseekers on the basis of a PD U2/SED U008 (*in absolute terms*). The export of unemployment benefits expressed in relative terms, namely as a share in the total number of unemployed persons, is probably a better indicator to describe the impact of the EU provisions with regard to the export of unemployment benefits. This has been calculated in *section 2.2* of the report.

Some 1,989 forms or 8% of the total number of forms were issued immediately for a period longer than three months. This policy was partly/fully applied by six MSs, namely the Czech Republic, Germany, Malta, Poland, Slovenia and Slovakia. Especially Malta (100%), the Czech Republic (89%) and Germany (42%) immediately issued a high number of PDs U2/SEDs U008 for a period longer than three months.

<sup>1</sup> Includes the EU/EEA countries and Switzerland.

<sup>2</sup> See also Article 55 of Implementing Regulation (EC) No 987/2009.

<sup>3</sup> The competent MS will provide an SED U008 if the unemployed person has been registered as a jobseeker without a PD U2. For an overview of the frequently used terms see also last year's report (Pacolet and De Wispelaere, 2014).

<sup>4</sup> See Annex I for the PD U2 Questionnaire.

<sup>5</sup> Additionally, Italy did not provide data on the number of PDs U2/SEDs U2 received.

<sup>6</sup> No distinction could be made between the number of PDs U2 issued/received and the number of SEDs U008 issued/received. This distinction would enable us to quantify the number of unemployed persons who registered with the employment service in the MS to which they have gone with(out) a PD U2. For instance, Italy reported that they issued 1,310 PDs U2 (92% of total) and 111 SEDs U008 (8% of total).

<sup>7</sup> More detailed information about the bilateral flows of incoming and outgoing jobseekers is not available yet.

**Table 1 The number of PDs U2/SEDs U008 issued and received, 2014**

	Issued			Share more than 3 months in total No of PDs U2 or SEDs U008 issued (B/(A+B))	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)		No of persons who registered as a jobseeker on the basis of a PD U2 or on the basis of an SED U008
BE	1,517	0	1,517	0%	908
BG	50	0	50	0%	214
CZ	26	210	236	89%	212
DK	1,403	0	1,403	0%	190
DE	2,361	1,719	4,080	42%	1,458
EE	70	0	70	0%	64
IE	731	0	731	0%	444
EL	n.a.	n.a.	n.a.	n.a.	n.a.
ES	4,096		4,096	0%	1,616
FR	n.a.	n.a.	n.a.	n.a.	n.a.
HR	62	0	62	0%	45
IT	1,421*	0	1,421	0%	n.a.
CY	n.a.	n.a.	n.a.	n.a.	n.a.
LV	277		277	0%	230
LT	97	0	97	0%	298
LU	198	0	198	0%	158
HU	191	0	191	0%	277
MT	0	3	3	100%	115
NL	3,099	0	3,099	0%	519
AT	n.a.	n.a.	n.a.	n.a.	n.a.
PL	281	28	309	9%	4,651
PT	2,409	0	2,409	0%	582
RO	25	0	25	0%	381
SI	82	24	106	23%	23
SK	84	5	89	6%	494
FI	316	0	316	0%	98
SE	264**	0	264	0%	644
UK	273	0	273	0%	3,594
EU28	19,333	1,989	21,322	9%	17,215
IS	495		495	0%	102
LI	0	0	0	0%	0
NO	1,084	0	1,084	0%	434
CH	1,192	0	1,192	0%	1,156
Total	22,104	1,989	24,093	8%	18,907

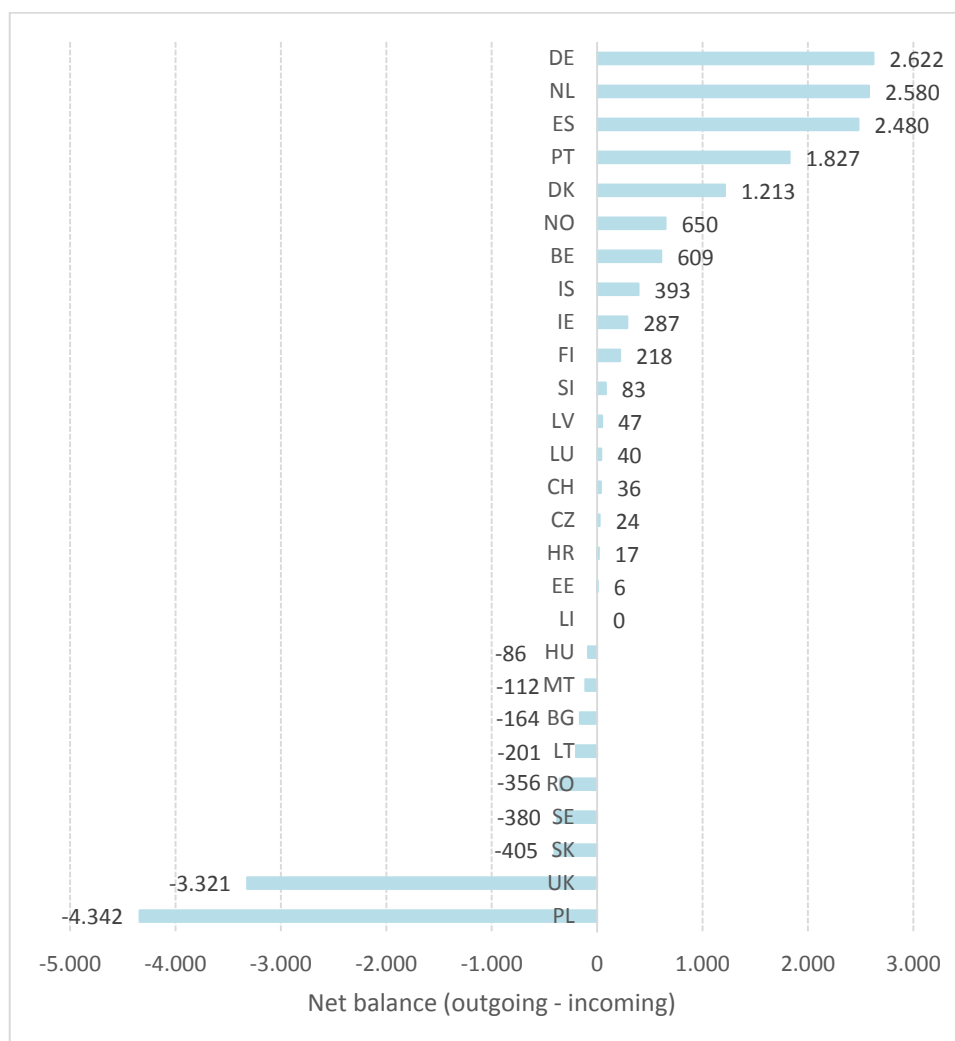
\* IT: of which 1,310 PDs U2 and 111 SEDs U008

\*\* SE: 264 certificates U2 were issued during 2014, 18 of which were later withdrawn by the jobseeker.

Source Administrative data PD U2 Questionnaire 2015

Figure 1 gives an overview of the net balance of PDs U2/SEDs U008 per MS by showing the number of outgoing jobseekers on the basis of a PD U2/SED U008 minus the number of incoming jobseekers on the basis of a PD U2/SED U008. Some MSs (PL, UK, SK, SE, RO, BG, MT and HU) are 'net recipients', implying that more jobseekers are received than sent. However, most MSs are 'net senders' (DE, NL, ES, PT, DK, NO, BE, IS, IE, FI, SI, LV, LU, CH, CZ, HR and EE).

**Figure 1** Net balance between unemployed jobseekers sent on the basis of a PD U2/SED U008 and unemployed jobseekers received on the basis of a PD U2/SED U008, 2014



\* No data available for EL, FR, AT, CY and IT.

Source Administrative data PD U2 Questionnaire 2015

Several factors could influence the decision to export the unemployment benefit. For instance, the report of last year (Pacolet and De Wispelaere, 2014) analysed to what extent the incoming and outgoing flows of jobseekers could (partly) be explained by the level of the national unemployment rates. There was, however, no convincing evidence of the correlation between both. So, other (and more decisive) reasons may play an important role (e.g. familiarity with the MS where a person is looking for employment, 'return' of the mobile worker to his or her country of birth etc). The PD U2 Questionnaire asked MSs if they carried out an assessment, survey or study at national level on the export of unemployment benefits. This information could be helpful to identify reasons for exporting the unemployment benefit, but also to describe the profile of the jobseekers going abroad. However, only Denmark, Sweden and Luxembourg provided more detailed information. For instance, Sweden reports: "The Unemployment Insurance Board (IAF) has in 2012 written a report which shows that jobseekers between the ages of 30 and 39 used the opportunity to export their unemployment benefits in a slightly higher extent than other age categories. It also shows that the group consisted of more women than men. Of the jobseekers who travelled to another EU country to search for work, 48 percent went to their own birth

country and of the jobseekers who travelled to an EEA country or Switzerland, 29 percent went to their own birth country".<sup>8</sup>

## 2.2. As a share of the total number of unemployed persons

The mobility of unemployed persons seems very limited when we confront the data on the export of unemployment benefits with the average number of unemployed persons (Table 2). On average 0.10% (1 in 1,000) of the unemployed persons have moved abroad on the basis of a PD U2/SED U008 in order to seek work there.

Only Iceland (5.5%), Luxembourg (1.24%), Norway (1.13%) and Denmark (0.73%) show a relatively high percentage of unemployed persons exporting their unemployment benefit.

**Table 2 The percentage of unemployed persons with a PD U2/SED U008 compared to the average number of unemployed persons, 2014**

	Total number of PDs U2 or SEDs U008 issued (A)	Average number of unemployed persons (in ,000) (B)	% unemployed persons who exported their unemployment benefit (A/B)
BE	1,517	423	0.36%
BG	50	385	0.01%
CZ	236	324	0.07%
DK	1,403	191	0.73%
DE	4,080	2,090	0.20%
EE	70	50	0.14%
IE	731	243	0.30%
EL	n.a.	1,274	n.a.
ES	4,096	5,610	0.07%
FR	n.a.	3,026	n.a.
HR	62	327	0.02%
IT	1,421	3,236	0.04%
CY	n.a.	70	n.a.
LV	277	108	0.26%
LT	97	158	0.06%
LU	198	16	1.24%
HU	191	343	0.06%
MT	3	11	0.03%
NL	3,099	660	0.47%
AT	n.a.	245	n.a.
PL	309	1,567	0.02%
PT	2,409	729	0.33%
RO	25	629	0.00%
SI	106	98	0.11%
SK	89	359	0.02%
FI	316	232	0.14%
SE	264	411	0.06%
UK	273	1,995	0.01%
EU28	21,322	24,810	0.09%
IS	495	9	5.50%
LI	0	n.a.	n.a.
NO	1,084	96	1.13%
CH	1,192	216	0.55%
Total	24,093	25,131	0.10%

Source Administrative data PD U2 Questionnaire 2015; Eurostat [une\_nb\_a] and [lfsa\_ugan] (only for CH)

<sup>8</sup> This was already reported in last year's report (Pacolet and De Wispelaere, 2014). The report also cited replies from Denmark and Ireland. For 2012, Denmark reported that 930 Danish citizens (or 68.5% of the total amount) and 430 other EU/EEA citizens (or 31.5% of the total amount) exported their unemployment benefit. Also the national report of Ireland "suggested that in the majority of cases exports are being made to the native country of the recipient".

### 2.3. Evolution of the number of PDs U2 issued

By comparing the reported figures for 2014 and 2013, the evolution of the number of PDs U2/SEDs U008 could be reported. An important limitation, however, is that the reported figures of last year relate to the second semester of 2013. This implies that the annual reported figure for 2013 is an extrapolation and thus some caution is required when comparing both years.

Especially Romania (+317%), Hungary (+254%), Slovenia (+63%), the Netherlands (+63%) and Italy (46%) show a high increase compared to last year (*Table 3*). Despite this increase, the relative impact is still marginal as indicated by *Table 2*.

**Table 3 Evolution of the number of PDs U2 issued, 2013-2014**

	Total number of PDs U2 or SEDs U008 issued in <u>2014</u>	Total number of PDs U2 or SEDs U008 issued in the <u>second semester of 2013 (A)</u>	Estimated number of PDs U2 or SEDs U008 issued <u>in 2013 (A*2)</u>	% change
BE	1,517	716	1,431	6.0%
BG	50	40	80	-37.5%
CZ	236	177	354	-33.3%
DK	1,403	620	1,240	13.1%
DE	4,080	1,600	3,200	27.5%
EE	70	41	82	-14.6%
IE	731	536	1,072	-31.8%
EL				
ES	4,096	3,128	6,257	-34.5%
FR	n.a.	1,510	3,019	n.a.
HR	62	27	54	14.8%
IT	1,421	487	974	45.9%
CY	n.a.	156	312	n.a.
LV	277	204	408	-32.1%
LT	97	73	146	-33.6%
LU	198	93	186	6.5%
HU	191	27	54	253.7%
MT	3	6	12	-75.0%
NL	3,099	952	1,904	62.8%
AT	n.a.	869	1,738	n.a.
PL	309	140	280	10.4%
PT	2,409	1,751	3,501	-31.2%
RO	25	3	6	316.7%
SI	106	33	65	63.1%
SK	89	42	84	6.0%
FI	316	106	212	49.1%
SE	264	168	336	-21.4%
UK	273	142	284	-3.9%
EU28	21,322	13,646	24,792	
Selection	21,322	11,111	19,723	8.1%

\* Only selecting those countries which reported figures for 2014 and 2013

Source Administrative data PD U2 Questionnaire 2014 and 2015

### 3. THE NUMBER OF PROLONGATIONS

The freedom of choice of MSs accorded by Article 64(1)(c) of Regulation (EC) No 883/2004 to extend the period of three months up to a maximum of six months results in a non-uniform application of the export rules. Furthermore, it should be noted that 8% of the PDs U2/SEDs U008 were already issued for more than three months (*see Table 1*).

Approximately 11% of the PDs U2 were prolonged. Seven MSs, namely Malta (100%), Latvia (37%), Spain (32%), Luxembourg (26%), Poland (24%), Romania (24%) and Slovenia (22%) prolonged more than a fifth of the PDs U2/SEDs U008 (*Table 4*).

This percentage will even be higher when we deduct the number of jobseekers who found a job during the first three months (*see also Table 6*) from the number of PDs U2/SEDs U008 issued for up to three months. This kind of data is only available for a limited number of MSs.

Finally, roughly 97% of the requests for a prolongation of export are approved by the reporting MSs which may grant a prolongation. This suggests that these MSs are rather flexible on the application of prolongation.

**Table 4 The number of requested and granted prolongations of the period of export, 2014**

MS	Total number of PDs U2 or SEDs U008 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)
BE	1,517	n.a.	50	3.3%	n.a.	n.a.
BG	50	1	1	2.0%	n.a.	100.0%
CZ	26	26	26	11.0%	n.a.	100.0%
DK	1,403	0	0	0.0%	0.0%	
DE	2,361	n.a.	97	4.1%	5.0%	n.a.
EE	70	12	12	17.1%	21.1%	100.0%
IE	731	16	0	0.0%	n.a.	0.0%
EL	0	n.a.	n.a.	n.a.	n.a.	n.a.
ES	4,096	1,373	1,320	32.2%	n.a.	96.1%
FR	0	n.a.	n.a.	n.a.	n.a.	n.a.
HR	62	0	0	0.0%	0.0%	
IT	1,421	0	0	0.0%	n.a.	
CY	0	n.a.	n.a.	n.a.	n.a.	n.a.
LV	277	124	102	36.8%	63.0%	82.3%
LT	97	3	3	3.1%	3.7%	100.0%
LU	198	52	51	25.8%	27.4%	98.1%
HU	191	0	0	0.0%	0.0%	
MT	0	3	3	100.0%	n.a.	100.0%
NL	3,099	12	0	0.0%	0.0%	0.0%
AT	0	n.a.	n.a.	n.a.	n.a.	n.a.
PL	281	54	75	24.3%	29.1%	138.9%****
PT	2,409	311	311	12.9%	n.a.	100.0%
RO	25	6	6	24.0%	24.0%	100.0%
SI	82	23	23	21.7%	29.9%	100.0%
SK	84	7	6	6.7%	9.4%	85.7%
FI	316	0	0	0.0%	0.0%	
SE	264	2	0	0.0%	n.a.	0.0%
UK	273	n.a.**	0	0.0%	n.a.	0.0%
<b>EU28</b>	<b>19,333</b>	<b>2,025</b>	<b>2,086</b>			
<b>Selection</b>	<b>19,060</b>	<b>1,995</b>	<b>2,086 or 1,939***</b>	<b>10.9%</b>		<b>97.2%*****</b>

\* Denominator: the number of jobseekers who found a job during the first three months are deducted from the number of PDs U2 /SEDs U008 issued for up to three months.

\*\* UK: However, anecdotal evidence suggests there are few requests.

\*\*\* The figure 2,086 is applied for the calculation of '% prolonged' and the figure 1,939 is applied for the calculation of '% approved'.

\*\*\*\* The denominator includes all PDs U2 issued for more than 3 months.

\*\*\*\*\* Only for those MSs which may grant a prolongation (i.e. excluding IE, NL, SE and UK).

Source Administrative data PD U2 Questionnaire 2015

Based on the quantitative and qualitative input of the MSs, differences appear in the policies applied for granting a prolongation (*Table 4* and *Table 5*). It appears that almost half of the MSs do not provide an extension.

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

Most MSs which may provide an extension have defined formal criteria to assess the requests for prolongation. Most applied criteria are:

- i) proof of an increased chance of finding a job abroad during the extended period (e.g. BE, BG and ES);
- ii) proof of efforts by the unemployed person during the first three months (e.g. BE, EE, LT, PT and AT);
- iii) job opportunities on the labour market of the competent MS (e.g. DE, PL and AT).

**Table 5 An update of the policies applied by the MSs concerning the request for prolongation of the period of export (prolongation possible? Yes / No)**

<b>MS</b>	<b>Prolongation</b>	<b>Applied criteria</b>
<b>BE</b>	YES	* Efforts of the unemployed person to look for work * Chance of finding a job abroad
<b>BG</b>	YES	* Is there an increased possibility to find a job abroad?
<b>CZ</b>	The unemployed person is authorised to export his/her unemployment benefit for the complete entitlement period. Only in some cases a PD U2 is issued for 3 months with a possibility of prolongation	
<b>DK</b>	NO	
<b>DE</b>	YES	* Reason of the unemployed person to seek work abroad * Chance of integration * Taking into account the national labour demand
<b>EE</b>	YES	Taking into account: * efforts of the unemployed person to look for work abroad during the first 3 months; * planned activities of the unemployed person for the future job-seeking process; * the jobseeker's evaluation why and how the prolongation would help to find a job abroad; * the opinion of the mediation consultant.
<b>IE</b>	NO	
<b>EL</b>	NO	
<b>ES</b>	YES	* Proof that the prolongation period has anything to do with actual possibilities to find a job
<b>FR</b>	NO	
<b>HR</b>	NO	
<b>IT</b>	NO	
<b>CY</b>	NO	
<b>LV</b>	YES	* Comply with all procedures
<b>LT</b>	YES	* Person should write an application and present evidence of his/her job search in MS
<b>LU</b>	YES	* Normally the request for prolongation is always accepted if time periods are complied with
<b>HU</b>	Because of the maximum length of the unemployment benefit (90 days) prolongation of export is not possible. On the other hand, prolongation of export in case of an unemployment benefit prior to pension is possible.	
<b>MT</b>	If on the basis of the length of his/her insurance record a person is entitled to 6 months of benefit, the prolongation is granted automatically.	
<b>NL</b>	NO	
<b>AT</b>	YES	The jobseeker has to return to Austria. Only in exceptional cases a request of prolongation is approved without return. Taking into account: * the job search during the first 3 months; * whether there is a need for additional education/ training; * job availability on the national labour market.
<b>PL</b>	YES	* The competent institution will verify whether or not there is a job offer or any other labour market instrument addressed to the unemployed person in PL.
<b>PT</b>	YES	* Verification of active job search by information request through applicable SED
<b>RO</b>	YES	* Approved on the ground that a longer export period is likely to provide more chances of finding employment, and inasmuch as the unemployed person complies with the control and checking rules applied by the assisting institution.
<b>SI</b>	YES	* The assessment of the request for prolongation of the period of export is usually based on the information provided by the person's employment counsellor in another MS.
<b>SK</b>	YES	* It is sufficient to prove any reason for such a request, e.g. family reasons, better possibilities to find a work or a study interest.
<b>FI</b>	NO	
<b>SE</b>	NO	
<b>UK</b>	NO	
<b>IS</b>	NO	
<b>NO</b>	NO	
<b>LI</b>		
<b>CH</b>		

Source PD U2 Questionnaires 2014 and 2015



#### 4. THE SUCCESS RATE AND IMPACT OF PROLONGATION

The total success rate (= the percentage of unemployed persons exporting their unemployment benefit who have found work abroad) is calculated by dividing the number of persons who found work in another MS during the export period by the total number of PDs U2 or SEDs U008 issued. Moreover, also the success rate during the first three months of the export period and the success rate during the prolongation period could be calculated.<sup>9</sup>

An average total success rate between 11% (average percentage of the reporting sending MSs) and 8% (average percentage of the reporting receiving MSs) (Tables 6 and 7) has been calculated for a limited number of reporting MSs.

However, the success rate during the export period varies markedly among MSs.<sup>10</sup> The highest success rates are observed for unemployed persons coming from Latvia (41.5%), Malta (33.3%), Estonia (22.9%) and Slovakia (22.5%) and for unemployed persons looking for employment in Malta (25%), Estonia (23%), the Netherlands (22%) and the Czech Republic (22%) (Tables 6 and 7). This in contrast to Romania (2%), Bulgaria (2%), Lithuania (2%), Poland (4%) and Hungary (5%), which show a relatively low success rate as receiving MS.

In order 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 nine issuing MSs which are granting a prolongation (DE, EE, LT, LU, MT, PL, RO, SI and SK) it was possible to calculate the success rate for both periods. Note that these issuing MSs only include 4,977 PDs U2 (or 23% of the total number of PDs U2 issued) (Table 6). After three months roughly 10.5% of the unemployed persons who received a PD U2 from these MSs found work. Also, roughly 7% of the unemployed persons who were granted an extension of the export period found work during this period. The average success rate increases for these MSs from approximately 10.5% after three months to approximately 13.5% after the prolongation period (or an increase by 3 p.p.). Nonetheless, the impact of the prolongation period varies markedly across MSs. For instance, none of the jobseekers who received a prolongation of their export period from Slovakia found work during this period. This in contrast to the jobseekers who received a prolongation from Lithuania.

---

<sup>9</sup> 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 MS or the chance of finding work (during the first three months or during the prolonged export period) by unemployed persons living in the MS where they are seeking work. This comparison should give us an answer to the question whether or not the export leads to a higher chance of finding employment during the first three months or in the event of prolongation after six months. Last year's report already discussed this question. Due to several methodological limitations, the results were tentative. For instance, we do not know if the unemployed persons exporting their unemployment benefit have characteristics similar to the 'native' unemployed persons. Therefore, more detailed information is required for a more thorough calculation and comparison.

<sup>10</sup> Romania even stated that "the success rate in taking up employment remains at a low level".

**Table 6 The number of unemployed persons with a PD U2 who found work, per sending MS, 2014**

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 have 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)
BE	1,517	50						
BG	50	1						
CZ	236	26	57					24.2%
DK	1,403	0	199		199	14.2%		14.2%
DE	4,080	97	565	130	435	10.7%	7.2%	13.8%
EE	70	12	16	3	13	18.6%	25%	22.9%
IE	731	0						
EL	0	0						
ES	4,096	1,320						
FR	0	0						
HR	62	0	4		4	6.5%		6.5%
IT	1,421	0						
CY	0	0						
LV	277	102	115	0	115			41.5%
LT	97	3	18	2	16	16.5%	66.7%	18.6%
LU	198	51	17	5	12	6.1%	9.8%	8.6%
HU	191	0	3		3	1.6%		1.6%
MT	3	3	1	1	0	0.0%	33%	33.3%
NL	3,099	0	40		40	1.3%		1.3%
AT	0	0						
PL	309	75	24	1	23	7.4%	1.0%	7.8%
PT	2,409	311	*	*	*			
RO	25	6	2	2	0	0.0%	33.3%	8.0%
SI	106	23	11	6	5	4.7%	12.8%	10.4%
SK	89	6	20	0	20	22.5%	0.0%	22.5%
FI	316	0	40		40	12.7%		12.7%
SE	264	0						
UK	273	0						
<b>EU28</b>	<b>21,322</b>	<b>2,086</b>	<b>1,132</b>	<b>150</b>	<b>982</b>			
<b>Selection **</b>	<b>10,561</b>		<b>1,132</b>					<b>10.7%</b>
<b>Only MSs granting prolong.</b>	<b>4,977</b>	<b>2,154</b>	<b>674</b>	<b>150</b>	<b>524</b>	<b>10.5%</b>	<b>7,0%</b>	<b>13.5%</b>

\* PT: the success rate has not been reported because of the use of too broad a definition.

\*\* Selection: those MSs which reported the number of persons who found work in another MS during the export period.

\*\*\* Only MSs granting prolongation: this row only selects the MSs which grant an extension of the export period and also reported all the required figures. The denominator of 2,154 is the sum of the number of prolongations granted and the number of forms issued for more than 3 months.

Source Administrative data PD U2 Questionnaire 2015

**Table 7 The number of unemployed persons with a PD U2 who found work, per receiving MS, 2014**

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)	Total success rate (B/A)
BE	908	n.a.	n.a.
BG	214	5	2.3%
CZ	212	46	21.7%
DK	190	n.a.	n.a.
DE	1,458	238	16.3%
EE	64	15	23.4%
IE	444	n.a.	n.a.
EL	n.a.	n.a.	n.a.
ES	1,616	164	10.1%
FR	n.a.	n.a.	n.a.
HR	45	3	6.7%
IT	n.a.	n.a.	n.a.
CY	n.a.	n.a.	n.a.
LV	230	n.a.	n.a.
LT	298	7	2.3%
LU	158	28	17.7%
HU	277	14	5.1%
MT	115	29	25.2%
NL	519	114	22.0%
AT	n.a.		
PL	4,651	192	4.1%
PT	582	38	6.5%
RO	381	8	2.1%
SI	23	2	8.7%
SK	494	34	6.9%
FI	98	10	10.2%
SE	644	54	8.4%
UK	3,594	n.a.	n.a.
EU28	17,215	1,001	
Selection	12,039	1,001	8.3%

Source Administrative data PD U2 Questionnaire 2015

## 5. ADMINISTRATIVE PROCEDURES

The most frequently reported problems/concerns by the MSs are:

- delays in or not receiving confirmation of the registration (SED U009) of the unemployed person with the unemployment services in the MS where he or she is seeking work with a PD U2 (BG, CZ, EE, HR, LU, LV, LT, PT, RO, SK, SE, UK, IS and NO);
- delays in or not receiving a monthly follow-up (SED U0013) (CZ, HR, LV, MT and SK);
- delays in reporting circumstances which could affect the entitlement (SED U010) (SK and SE);
- no reply to the question whether a person has been granted a PD U2 (SED U007) (SE);
- difficulties in being accepted as a jobseeker in the receiving MS (EE, LV, NL, AT, SK and UK);
- the jobseeker not notifying the competent MS that he or she moves to another MS (IT);
- a lack of knowledge about jobseekers' rights and duties (SI);
- refusals to pay the unemployment benefit by the country of last employment if the unemployed person expresses his or her intention to export this benefit (SK);
- time pressure to issue the PD U2 when the unemployed person requests the document shortly before leaving (NL).

It should also be noted that none of the MSs except the United Kingdom (less than 10 cases since 2010) reported cases of inappropriate use of a PD U2.

## **6. AWARENESS-RAISING POLICIES**

A possible tool to increase the mobility of unemployed persons is the launch of information campaigns or events to raise awareness about the EU provisions on the export of unemployment benefits. However, based on the input received from the MSs we tend to conclude that efforts to increase awareness and knowledge about the export of unemployment benefits are still limited. Slovenia even acknowledged that *"the lack of awareness on the EU rules on export of unemployment benefits continues to be an issue"*.

The competent institutions (e.g. in CZ, DK, IT, LT, NL, RO, SK, FI, UK and NO) and the public employment services (e.g. in DK, HR, LV, RO, SI and SE) inform jobseekers mainly via their website or by organising or participating in seminars and information sessions. Another channel which is used to inform unemployed persons about their right to export their unemployment benefits is EURES (via advisors, job fairs, the website) (DE, EE, MT, PT, AT).

## ANNEX I PD U2 QUESTIONNAIRE

1. Reporting state:
2. Reporting institution (*please provide full contact details*):
3. Export of unemployment benefits **from your Member State** in accordance with Article 64 of Regulation (EC) No 883/2004 (*please complete the table below*):

Reference period <sup>(1)</sup>: .....

	No of PD U2 or SED U008 issued <sup>(12)</sup>		Export prolongations		Reintegration in the labour market <sup>(13)</sup>		Return to competent MS	Length of export period
	No of PD U2 or SED U0008 issued for up to 3 months	No of PD U2 of SED U008 issued for more than three months <sup>(14)</sup>	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 <sup>(3)</sup>	of which: No of persons who found work in another MS during the prolonged export period (if applicable) <sup>(3)</sup>	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
<b>T o t a l</b>	0	0	0	0	0	0	0	

**Additional comments:**

(data sources, data limitations etc.)

4. Export of unemployment benefits **to your Member State** in accordance with Article 64 of Regulation (EC) No 883/2004 (*please complete the table below*):

Reference period: .....

	Registrations	Reintegration in the labour market <sup>(3)</sup>	
	No of persons who registered as a jobseeker on the basis of PD U2 or on the basis of SED U008 <sup>(15)</sup>	No of persons who found work in your MS during the export period <sup>(3)</sup>	of which: No of persons who found work in your MS during the prolonged export period (if applicable) <sup>(3)</sup>
<b>T o t a l</b>	0	0	0

**Additional comments:**

(data sources, data limitations etc.)

<sup>11</sup> Please provide data concerning documents or decisions issued within the reference period.

<sup>12</sup> Please count only one document per individual case. If you issue both PD U2 and SED U008 in an individual case, count only one of these documents per case. Do not count documents that have been revised or corrected.

<sup>13</sup> Please answer this question whenever possible.

<sup>14</sup> 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).

<sup>15</sup> If both PD U2 or SED U008 were issued in an individual case, please count only one of these documents per case.

5. 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.)?
6. 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.
7. 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?
8. What is your Member State's experience of the practical implementation of the rules on export of unemployment benefits?
9. Have you any reports on cases of inappropriate use of a Portable Document U2 in relation to your Member State? If possible, please provide quantitative or anecdotal evidence, or refer to national court cases.
10. What are the national procedures in your Member State for dealing with complaints of unemployed persons concerning the export of unemployment benefits<sup>16</sup>?

---

<sup>16</sup> 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.).

## HOW TO OBTAIN EU PUBLICATIONS

### Free publications:

- one copy:  
via EU Bookshop (<http://bookshop.europa.eu>);
- more than one copy or posters/maps:  
from the European Union's representations ([http://ec.europa.eu/represent\\_en.htm](http://ec.europa.eu/represent_en.htm));  
from the delegations in non-EU countries ([http://eeas.europa.eu/delegations/index\\_en.htm](http://eeas.europa.eu/delegations/index_en.htm));  
by contacting the Europe Direct service ([http://europa.eu/eurodirect/index\\_en.htm](http://europa.eu/eurodirect/index_en.htm))  
or calling 00 800 6 7 8 9 10 11 (freephone number from anywhere in the EU) (\*).

(\* ) The information given is free, as are most calls (though some operators, phone boxes or hotels may charge you).

### Priced publications:

- via EU Bookshop (<http://bookshop.europa.eu>).

### Priced subscriptions:

- via one of the sales agents of the Publications Office of the European Union ([http://publications.europa.eu/others/agents/index\\_en.htm](http://publications.europa.eu/others/agents/index_en.htm)).

