



# Aggregation of periods or salaries for unemployment benefits

*Report on U1 portable documents for migrant workers*

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HIVA-KU Leuven

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## **Network Statistics FMSSFE**

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## INTRODUCTION

As a principle, unemployed migrant workers will claim benefits in the Member State of last activity. In some cases a recent migrant worker's period of insurance, employment or self-employment is insufficient to be entitled to an unemployment benefit. In that case additional periods completed by the person in a Member State other than the competent Member State are required.<sup>1</sup> For the aggregation of periods, the competent institution where the person applied for unemployment benefits must contact the institutions of the Member States to whose legislation the person has also been subject in order to determine all periods completed under their legislation. The Portable Document (PD) U1 or the corresponding Structured Electronic Document (SED) U002 certify periods of insurance, employment or self-employment completed by a worker in another Member State that are to be taken into account for the award of unemployment benefits. The PD U1 is issued to the worker, on his or her request, by the institution of the Member State where the person completed the periods of insurance, employment or self-employment.<sup>2</sup> The SED U002 is issued at the request of the competent institution. It should be noted that a migrant worker becomes subject to the legislation of a Member State as soon as he or she starts to work there (leaving aside the special case of posting). Hence, the aggregation rules become fully applicable as from that moment.

Furthermore, not only the period of insurance, employment or self-employment already completed by the unemployed recent migrant worker, but also the qualifying period, which varies markedly across Member States, will determine the number of PDs U1 or SEDs U002 requested by the competent Member States and issued by the Member States of origin.

The scope of the aggregation rules covered by PDs U1 not only includes unemployed recent migrant workers. The provisions are also applicable to unemployed frontier workers and cross-border workers other than frontier workers.<sup>3</sup> This group, however, falls beyond the scope of this questionnaire. The group of unemployed frontier workers and other cross-border workers involved and the budgetary consequences on public unemployment spending may even be larger compared to the number of unemployed recent migrant workers and the corresponding expenditure.<sup>4</sup> The fact that this risks to be marginal is also illustrated by the fact that some Member States provide much larger figures beyond the scope of this questionnaire.<sup>5</sup>

<sup>1</sup> Article 61 of Regulation (EC) No 883/2004.

<sup>2</sup> Article 54 of Regulation (EC) No 987/2009.

<sup>3</sup> Frontier workers (people who work in a Member State other than the Member State of residence, and return home daily or at least once a week – Article 1(f) of Regulation (EC) No 883/2004) who become wholly unemployed must apply for unemployment benefits in their Member State of residence. Cross-border workers other than frontier workers may apply for unemployment benefits and register with the employment service in either the Member State of last activity or the Member State of residence. See Article 65 of Regulation (EC) No 883/2004.

<sup>4</sup> The current system for coordinating unemployment benefits applicable to the different categories of cross-border workers was already subject to an impact assessment. In the process of this assessment a preparatory study was prepared (Doherty, R., Vandresse, B., Bulté, S., Bardaji Horno, M., Ulrich, M., Pacolet, J. and De Wispelaere, F. (2013), *Study for an impact assessment for revision of Regulations (EC) Nos 883/2004 and 987/2009*, Deloitte – HIVA KU Leuven, 295 p.). Based on the results of a questionnaire launched, it appears that more PDs U1 were issued to unemployed frontier workers and other cross-border workers compared to migrant workers.

<sup>5</sup> E.g. the United Kingdom refers to some 90,000 income-based Jobseeker's Allowances (listed as a special non-contributory benefit in Regulation (EC) No 883/2004) claims made by EEA migrants. Portugal refers to 3,274 unemployment benefits granted to unemployed frontier workers and other cross-border workers, while Belgium reports 2,785 unemployed frontier workers and other cross-border workers who will receive an unemployment benefit. Slovenia refers to 2,142 unemployment benefits granted to unemployed migrant workers, frontier workers and other cross-border workers of which 90% of the benefits granted to unemployed frontier workers and other cross-border workers. Finally, Italy reports some 900 PD U1



At the end of 2014 a questionnaire on the aggregation of periods for unemployment was launched in order to obtain for the first time an idea of the size of the phenomenon. The questionnaire only covered migrants 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. As a result, not all unemployed migrant workers are covered by this questionnaire. 23 Member States provided quantitative data, of which three Member States were not able to provide a breakdown by Member State of origin and two other Member States were not able to provide a breakdown by length of insurance, employment or self-employment in the Member State of last activity. The missing data for a number of large Member States, in particular EU-15 Member States, may lead to a distorted view. As a result, some caution is required when drawing conclusions.

## 1. GENERAL OVERVIEW

In total 24,821 cases of aggregation of periods for unemployment were reported for 2013 by 23 Member States (*Table 1*). The cross table illustrates that some Member States of last activity (= competent Member State) and some Member States of origin more frequently report a limited number of cases. However, the reasons for this are not fully clear (large number of (re)migration, high level of unemployment, long qualifying period). Most of the cases concern France (33.6% of total), Bulgaria (16.6% of total), Spain (10.0% of total), Belgium (8.8% of total) and Poland (6.1% of total) as Member State of last activity (*Table 2*). Also, in 56% of the cases an EU-15 Member State was the Member State of last activity. Given that information from some large EU-15 Member States (e.g. DE and IT) is missing, this result is even an underestimation of the share of the EU-15 Member States.

28% of the reported cases of aggregation of periods related 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 1*). 14% of the cases were applicable to a period between one and three months, and 58% to a period of three months or longer. So, in the majority of cases of aggregation already a period of insurance, employment or self-employment of more than three months was completed by the unemployed migrant worker in the Member State of last activity.

Nonetheless, this distribution varies markedly between the EU-13 and the EU-15. 62% of the cases reported by the EU-15 concerned a period of insurance, employment or self-employment of less than three months compared to only 16% of the cases reported by the EU-13. But, the period already completed by the unemployed migrant workers also differs across the Member States of last activity. The length of insurance, employment or self-employment in most of the cases completed in Denmark (63% of the cases)<sup>6</sup> and the United Kingdom (57% of the cases) was less than one month. This in contrast to Hungary (97% of the cases) and Bulgaria (96% of the cases), which aggregated most of their periods on the basis of a period of insurance, employment or self-employment of more than three months.<sup>7</sup>

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documents issued by an electronic procedure (no breakdown reported between unemployed recent migrant workers, frontier workers or other cross-border workers).

<sup>6</sup> There are 499 cases in a total of 569 cases (88%) where DK is both the competent Member State and the Member State of origin. Most of these cases concern Danish citizens from the Faroe Islands. However, the Faroe Islands are not covered by Regulation (EC) No 883/2004.

<sup>7</sup> Also in Croatia and Cyprus most of their limited number of cases are applicable to a period longer than three months.

Aggregation of periods or salaries for unemployment benefits

**Table 1 The number of aggregations of periods in case of unemployment, 2013**

		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**	UK	IS	LI	NO	CH					
Member State of origin	BE	2	13		0						0		0	0		6	1	0	53		27		0		2	2	2	0		0	0	7	115						
	BG	8			2						0		0	0		0	8	0	0		2		0		0	0	1	0		0	0	3	24						
	CZ	4	156		1						0		0	0	1	0	7	0	0		56		0		459	0	3	0		2	0	0	689						
	DK	1	2		0*						0		0	0	2	0	0	0	2		16		0		0	0	91	0		0	0	3	117						
	DE	79	337		6						6		0	2	9	8	68	0	51		262		1		34	8	22	3		34	0	209	1,139						
	EE	0	10		0						0		0	0	1	0	1	0	0		3		0		0	63	2	0		0	0	2	82						
	IE	15	10		0						0		0	2	45	0	1	1	1		133		0		83	0	7	6		0	0	1	305						
	EL	54	28		0						0		0	0	1	1	4	0	2		8		1		1	3	5	1		0	0	9	118						
	ES	386	166		1						0		0	0	4	1	3	0	8		23		0		4	8	13	5		0	0	56	678						
	FR	388	27		1						0		0	0		12	4	0	8		50		0		6	1	3	1		0	0	48	549						
	HR	1	-		0						0		0	0	0	0	0	0	0		0		0		0	1	0	0		0	0	2	4						
	IT	261	41		1						0		0	2	1	3	11	0	2		28		1		23	0	3	1		0	0	131	509						
	CY	2	771		1						0		3	0	1	1	0	0	1		4		4		7	1	3	2		0	0	0	801						
	LV	0	18		1						0		0	0	1	0	1	0	0		0		0		0	2	0	1		0	0	1	25						
	LT	3	0		5						0		0	1		0	2	1	0		0		0		0	4	1	0		0	0	0	17						
	LU	107	11		0						0		0	0		0	0	0	2		4		0		2	0	2	0		0	0	0	128						
	HU	15	0		0						0		0	0		1	0	0	2		2		3		66	0	1	1		0	0	13	104						
	MT	4	6		0						0		0	0		0	0	0	0		0		1		0	0	2	0		0	0	0	13						
	NL	556	3		0						0		0	2	18	2	4	0			287		0		21	2	9	4		0	0	6	914						
	AT	4	39		0						1		0	0		0	2	0	4		25		1		43	0	7	2		686	0	29	843						
	PL	72	15		3						0		0	0	2	1	22	0	6		0		0		4	4	5	0		0	0	13	147						
	PT	66	105		0						0		0	0		5	3	0	2		0		0		0	0	0	0		3	0	620	804						
	RO	26	11		5						0		0	0		0	833	0	0		0		0		0	5	1	0		0	0	6	887						
	SI	3	19		0						9		0	0		0	4	0	0		0		0		6	0	0	0		0	0	5	46						
	SK	4	19		3						0		0	0		0	164	0	0		10		0		0	0	0	0		1	0	7	208						
	FI	5	22		1						0		0	0	1	0	0	0	0		15		0		1	0	24	0		0	0	3	72						
	SE	11	8		18						0		0	0	6	0	0	0	3		7		0		1	14	0	1		0	0	2	71						
	UK	73	2,147		2						0		0	10	121	4	6	6	5		517		0		371	12	38	0		0	0	17	3,329						
IS	2	0		0						0		0	0	4	0	0	0	0		5		0		1	1	6	0		0	0	0	19							
LI	0	0		0						0		0	0	0	0	0	0	0		0		0		0	0	0	0		0	0	0	0							
NO	1	13		3						0		0	0	6	0	0	0	0		20		0		11	3	202	0		0	0	0	259							
CH	43	121		0						0		0	0	1	3	0	0	8		13		0		14	1	4	2		0	0	112	322							
Unk.	0	0		0						174			2,471	8,338	0		0	0	0		0		0		0	0	0	0		0	500	0	11,483						
Tot.	2,196	4,118		54						174			2,471	8,338	16		3	19		225		48		1,149	8		160		1,517		12	1,160	135	457	30	726	500	1,305	24,821

\* DK reported 569 cases where DK is also the Member State of origin. DK estimates that 80-90% of these are Danish citizens from the Faroe Islands.

\*\* LT: figures reported for 2012. LT reports 370 cases for 2013. Some Member States provided data for 2012: FR: 8,208 cases (7,575 cases in 2014);

BG: 3,482 cases; SK: 1,243 cases and SE: 590 cases.

\*\* No data available for CZ, DE, IE, EL, FR, IT, AT, PT, SI and IS.

Source Questionnaire on aggregation of periods for unemployment

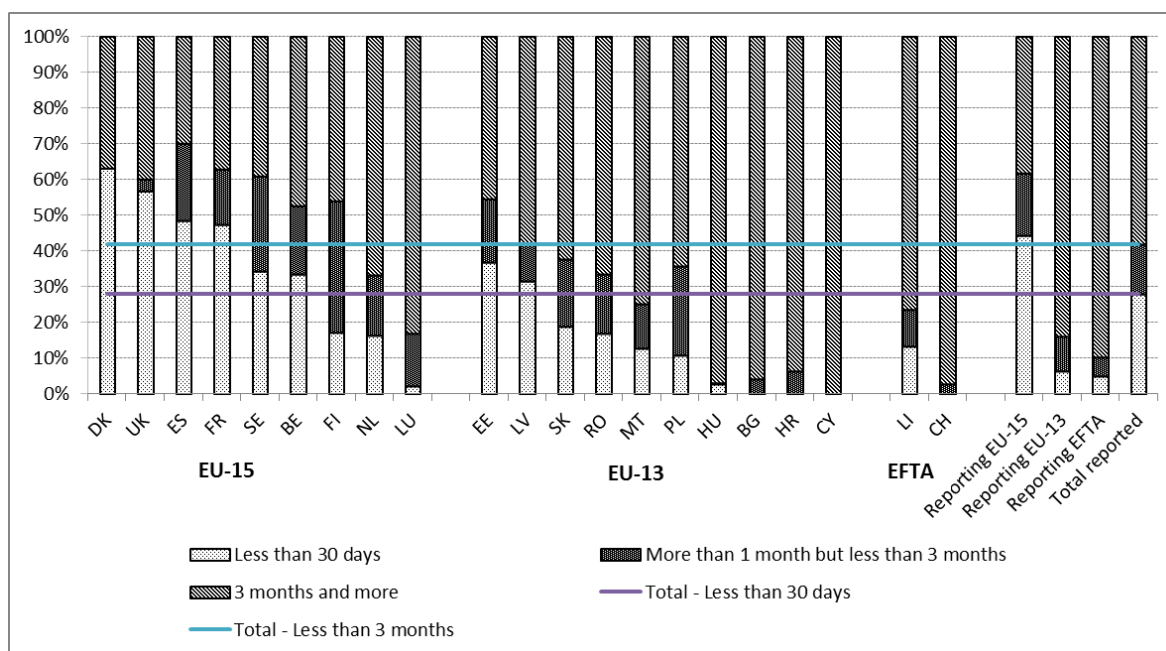
**Table 2 The number of aggregations of periods in case of unemployment, by length of insurance, employment or self-employment in Member State of last activity, by competent Member State, 2013**

	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 %
<b>BE</b>	736	33.5%	420	19.1%	1,040	47.4%	2,196	2,196	8.8%
<b>BG</b>	22	0.5%	150	3.6%	3,946	95.8%	4,118	4,118	16.6%
<b>CZ</b>									
<b>DK</b>	34	63.0%	0	0.0%	20	37.0%	54	54	0.2%
<b>DE</b>									
<b>EE</b>	64	36.8%	31	17.8%	79	45.4%	174	174	0.7%
<b>IE</b>									
<b>EL</b>									
<b>ES</b>	1,195	48.4%	534	21.6%	742	30.0%	2,471	2,471	10.0%
<b>FR</b>	3,948	47.3%	1,283	15.4%	3,107	37.3%	8,338	8,338	33.6%
<b>HR</b>	0	0.0%	1	6.3%	15	93.8%	16	16	0.1%
<b>IT</b>									
<b>CY</b>	0	0.0%	0	0.0%	3	100.0%	3	3	0.0%
<b>LV</b>	6	31.6%	2	10.5%	11	57.9%	19	19	0.1%
<b>LT</b>							0	225	0.9%
<b>LU</b>	1	2.1%	7	14.6%	40	83.3%	48	48	0.2%
<b>HU</b>	29	2.5%	6	0.5%	1,114	97.0%	1,149	1,149	4.6%
<b>MT</b>	1	12.5%	1	12.5%	6	75.0%	8	8	0.0%
<b>NL</b>	26	16.3%	27	16.9%	107	66.9%	160	160	0.6%
<b>AT</b>									
<b>PL</b>	164	10.8%	379	25.0%	974	64.2%	1,517	1,517	6.1%
<b>PT</b>									
<b>RO</b>	2	16.7%	2	16.7%	8	66.7%	12	12	0.0%
<b>SI</b>									
<b>SK</b>	217	18.7%	218	18.8%	725	62.5%	1,160	1,160	4.7%
<b>FI</b>	23	17.0%	50	37.0%	62	45.9%	135	135	0.5%
<b>SE</b>	156	34.1%	122	26.7%	179	39.2%	457	457	1.8%
<b>UK</b>	17	56.7%	1	3.3%	12	40.0%	30	30	0.1%
<b>IS</b>									
<b>LI</b>	96	13.2%	75	10.3%	555	76.4%	726	726	2.9%
<b>NO</b>								500	2.0%
<b>CH</b>	4	0.3%	32	2.5%	1,269	97.2%	1,305	1,305	5.3%
<b>Total</b>	6,741	28.0%	3,341	13.9%	14,014	58.2%	24,096	24,821	100.0%
<b>EU-13</b>	505	6.2%	790	9.7%	6,881	84.2%	8,176	8,401	33.8%
<b>EU-15</b>	6,136	44.2%	2,444	17.6%	5,309	38.2%	13,889	13,889	56.0%
<b>EFTA</b>	100	4.9%	107	5.3%	1,824	89.8%	2,031	2,531	10.2%

\* No data available for CZ, DE, IE, EL, IT, AT, PT, SI and IS.

Source Questionnaire on aggregation of periods for unemployment

**Figure 1** Aggregation of periods in case of unemployment by length of insurance, employment or self-employment in Member State of last activity, *by competent Member State*, 2013



\* No data available for CZ, DE, IE, EL, IT, AT, LT, PT, SI, NO and IS.

Source Questionnaire on aggregation of periods for unemployment

It is also useful to determine the Member State of origin whose legislation the unemployed migrant worker has been subject to. The missing data for a number of Member States may also lead to a distorted view of reality if the numbers of cases are reported by the Member State of origin. Again some caution is therefore required when drawing conclusions.

In most of the 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 (25% of total) (Table 3). Remarkable is that some of the Member States of origin are 'immigration' Member States, such as the United Kingdom and Germany. This becomes even more obvious if the periods are aggregated. We observe that 73% of the cases come from the EU-15 and only 23% from the EU-13. This could be an indication of return migration<sup>8</sup> for the EU-13 Member States, but probably also of a high flow of migrants across neighbouring Member States (*cf. infra*).

The length of insurance, employment or self-employment that was already achieved by the unemployed migrant worker in the Member State of last activity and that should be complemented with an additional period completed in the Member State of origin varies across the EU-13 and EU-15 Member States of origin (Table 3 and Figure 2). Unemployed migrant workers who proved an additional period from an EU-13 Member State of origin had completed in general already a longer period of insurance, employment or self-employment (approximately nine in ten of the cases a period of three months and longer) compared to the unemployed migrant workers coming from the EU-15 (approximately seven in ten of the cases a period of three months of longer). For most of the Member States of origin already a period of longer

<sup>8</sup> In that respect, not only the Member State of origin but also the nationality of the unemployed recent migrant worker should be asked.

than three months was completed in the Member State of last activity (more than 90% for CY, PT, RO, SI and SK). This is also the case for new EU Member States such as Bulgaria and Romania.

**Table 3** The number of aggregations of periods in case of unemployment, by length of insurance, employment or self-employment in Member State of last activity, by Member State of origin, 2013

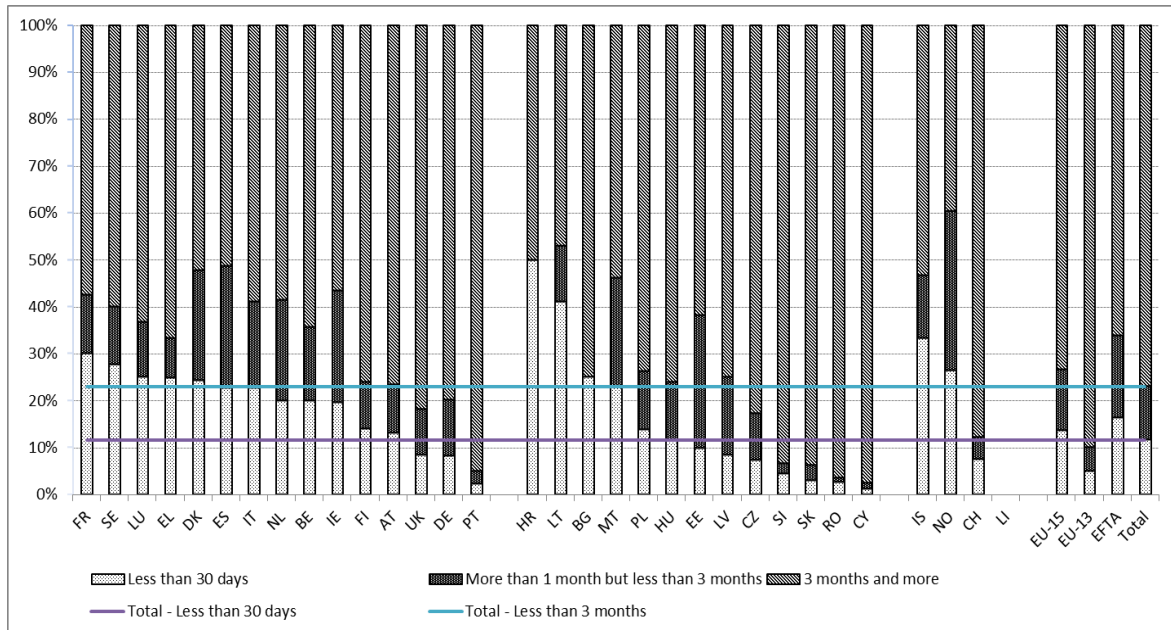
	Less than 30 days		More than 1 month but less than 3 months		3 months and more		Total for subperiods		Total
	Number	Row %	Number	Row %	Number	Row %	Number	Number	Column %
BE	23	20.0%	18	15.7%	74	64.3%	115	115	0.9%
BG	6	25.0%	0	0.0%	18	75.0%	24	24	0.2%
CZ	50	7.3%	68	9.9%	570	82.8%	688	689	5.2%
DK	28	24.3%	27	23.5%	60	52.2%	115	117	0.9%
DE	94	8.3%	133	11.8%	903	79.9%	1,130	1,139	8.5%
EE	8	9.9%	23	28.4%	50	61.7%	81	82	0.6%
IE	51	19.6%	62	23.8%	147	56.5%	260	305	2.3%
EL	29	24.8%	10	8.5%	78	66.7%	117	118	0.9%
ES	153	22.7%	175	26.0%	346	51.3%	674	678	5.1%
FR	165	30.1%	68	12.4%	316	57.6%	549	549	4.1%
HR	2	50.0%	0	0.0%	2	50.0%	4	4	0.0%
IT	115	22.6%	94	18.5%	299	58.9%	508	509	3.8%
CY	9	1.1%	10	1.3%	781	97.6%	800	801	6.0%
LV	2	8.3%	4	16.7%	18	75.0%	24	25	0.2%
LT	7	41.2%	2	11.8%	8	47.1%	17	17	0.1%
LU	32	25.0%	15	11.7%	81	63.3%	128	128	1.0%
HU	12	11.5%	13	12.5%	79	76.0%	104	104	0.8%
MT	3	23.1%	3	23.1%	7	53.8%	13	13	0.1%
NL	179	20.0%	192	21.4%	525	58.6%	896	914	6.9%
AT	110	13.0%	88	10.4%	645	76.5%	843	843	6.3%
PL	20	13.8%	18	12.4%	107	73.8%	145	147	1.1%
PT	18	2.2%	22	2.7%	764	95.0%	804	804	6.0%
RO	23	2.6%	8	0.9%	856	96.5%	887	887	6.7%
SI	2	4.3%	1	2.2%	43	93.5%	46	46	0.3%
SK	6	2.9%	7	3.4%	195	93.8%	208	208	1.6%
FI	10	14.1%	7	9.9%	54	76.1%	71	72	0.5%
SE	18	27.7%	8	12.3%	39	60.0%	65	71	0.5%
UK	263	8.2%	314	9.8%	2,631	82.0%	3,208	3,329	25.0%
IS	5	33.3%	2	13.3%	8	53.3%	15	19	0.1%
LI	0	0.0%	0	0.0%	0	0.0%	0	0	0.0%
NO	67	26.5%	86	34.0%	100	39.5%	253	259	1.9%
CH	24	7.5%	15	4.7%	282	87.9%	321	322	2.4%
<b>Total</b>	1,534	11.7%	1,493	11.4%	10,086	76.9%	13,113	13,338	100.0%
<b>EU13</b>	150	4.9%	157	5.2%	2,734	89.9%	3,041	3,047	22.8%
<b>EU15</b>	1,288	13.6%	1,233	13.0%	6,962	73.4%	9,483	9,691	72.7%
<b>EFTA</b>	96	16.3%	103	17.5%	390	66.2%	589	600	4.5%

\* This is an incomplete picture due to missing data for CZ, DE, IE, EL, IT, AT, PT, SI and IS as reporting Member State and given that some Member States did not provide a breakdown by Member State of origin (FR, ES and EE).

\*\* Total numbers differ compared to Table 2 as some Member States did not provide a breakdown by Member State of origin.

**Source** Questionnaire on aggregation of periods for unemployment

**Figure 2** Aggregation of periods in case of unemployment by length of insurance, employment or self-employment in Member State of last activity, by Member State of origin, 2013

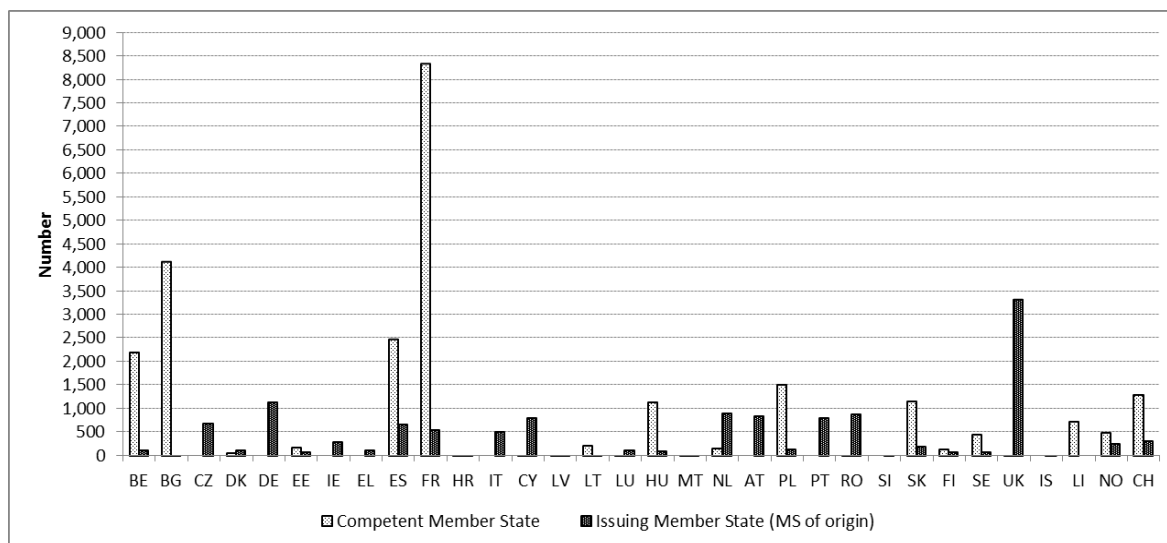


\* This is an incomplete picture due to missing data for CZ, DE, IE, EL, IT, AT, PT and IS as reporting Member State and given that some Member States did not provide a breakdown by Member State of origin (FR, ES and EE).

Source Questionnaire on aggregation of periods for unemployment

Figure 3 gives an idea of the number of cases of periods aggregated by the Member State of last activity (= competent Member State) on the basis of an additional period certified with a PD U1 of the Member State of origin. However, these 'net' figures do not change the conclusions already made. France, Bulgaria, Spain and Belgium are the main 'net recipients', and the United Kingdom is the main 'net contributor'.

**Figure 3 The number of aggregations of periods in case of unemployment, by competent Member State and Member State of origin, 2013**



\* This is an incomplete picture due to missing data for CZ, DE, IE, EL, IT, AT, PT, SI and IS as reporting Member State and given that some Member States did not provide a breakdown by Member State of origin (FR, ES and EE).

**Source** Questionnaire on aggregation of periods for unemployment

## 2. A LIMITED SHARE IN THE TOTAL UNEMPLOYMENT FIGURE AND IN INTRA-EU MOBILITY

It is probably even more interesting to compare the absolute number of cases of aggregation to a denominator.

First, the number of cases where the aggregation with previous periods of insurance, employment or self-employment was needed could be compared to the total number of unemployed persons.<sup>9</sup> In general, only 0.1% of the unemployed persons had to rely on the principle of aggregation of periods.

Second, these cases of aggregated periods could be compared to the annual inflow of intra-EU migrants at working age.<sup>10</sup> An estimated average of 2.1% of the migrants at working age became unemployed and completed an insufficient period of insurance, employment or self-employment in order to be entitled to an unemployment benefit. However, for more than 50% of the inflow of intra-EU migrants in Bulgaria and Liechtenstein periods needed to be aggregated. Also for approximately 2.5% of the immigrants towards the EU-13 an additional period of insurance, employment or self-employment was required in order to be entitled to an unemployment benefit. In comparison, 'only' 1.9 % of the immigrants towards the EU-15 needed to rely on the aggregation principle. This might be the result of a high level of (return) migration towards Member States with a high(er) unemployment level.

<sup>9</sup> Note that no data is 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. However, also unemployment persons who required a PD U1 in previous years could still be unemployed.

<sup>10</sup> Taking into consideration that most of the Member States apply a qualifying period of 12 months.



**Table 4 The number of aggregations of periods in case of unemployment, as a percentage of the total number of unemployed persons and the total annual EU-27/EFTA migration inflow at working age**

	<b>Cases of aggregation</b>	<b>Number of annual average unemployed persons (2013)</b>		<b>Total annual inflow of EU-27/EFTA migrants at working age (2012)</b>	
	<i>Number</i>	<i>Number (in ,000)</i>	<i>% cases of aggregation</i>	<i>Number</i>	<i>% cases of aggregation</i>
<b>BE</b>	2,196	417	0.5%	65,403	3.4%
<b>BG</b>	4,118	436	0.9%	7,468	55.1%
<b>CZ</b>					
<b>DK</b>	54	202	0.0%	34,265	0.2%
<b>DE</b>					
<b>EE</b>	174	59	0.3%	1,187	14.7%
<b>IE</b>					
<b>EL</b>					
<b>ES</b>	2,471	6,051	0.0%	102,405	2.4%
<b>FR</b>	8,338	3,010	0.3%	160,534	5.2%
<b>HR</b>	16	318	0.0%		
<b>IT</b>					
<b>CY</b>	3	69	0.0%	10,591	0.0%
<b>LV</b>	19	120	0.0%	8,738	0.2%
<b>LT</b>	225	172	0.1%	16,310	1.4%
<b>LU</b>	48	15	0.3%	13,568	0.4%
<b>HU</b>	1,149	441	0.3%	20,911	5.5%
<b>MT</b>	8	12	0.1%	3,424	0.2%
<b>NL</b>	160	647	0.0%	72,799	0.2%
<b>AT</b>					
<b>PL</b>	1,517	1,793	0.1%	132,837	1.1%
<b>PT</b>					
<b>RO</b>	12	653	0.0%	137,913	0.0%
<b>SI</b>					
<b>SK</b>	1,160	386	0.3%		
<b>FI</b>	135	219	0.1%	14,088	1.0%
<b>SE</b>	457	411	0.1%	38,246	1.2%
<b>UK</b>	30	2,441	0.0%	224,915	0.0%
<b>IS</b>					
<b>LI</b>	726			446	162.8%
<b>NO</b>	500	95	0.5%	37,060	1.3%
<b>CH</b>	1,305	2,449	0.1%	96,056	1.4%
<b>Total of reporting MS</b>	24,821	20,416	0.1%	1,199,164	2.1%
<b>EU-13</b>	8,401	4,459	0.2%	339,379	2.5%
<b>EU-15</b>	13,889	13,413	0.1%	726,223	1.9%
<b>EFTA</b>	2,531	2,544	0.1%	133,562	1.9%

\* No data available for CZ, DE, IE, EL, FR, IT, AT, PT, SI and IS.

Source Questionnaire on aggregation of periods in case of unemployment; Eurostat [une\_nb\_a]; Eurostat data on migration [migr\_imm1ctz]

### 3. IMPACT OF (RE)MIGRATION

For migrants who became unemployed in Belgium, Bulgaria, Denmark, Latvia, Lithuania, Luxembourg, Malta, the Netherlands, Poland, Slovakia, Sweden, the United Kingdom, Liechtenstein and Switzerland in particular an additional period completed in an EU-15 Member State of origin was added to the short period already achieved in the Member State of last activity. Only for unemployed migrants living in Croatia, Cyprus, Hungary, Romania and Finland in particular an additional period completed in an EU-13 Member State was added to their period already completed in their Member State of last activity. The United Kingdom is the main Member State of origin for unemployed migrants who had to aggregate periods in order to be entitled to an unemployment benefit in Bulgaria, Latvia, Lithuania, Malta or Poland. New EU-Member States such as Bulgaria and Romania never appear as one of the main Member States



of origin of the unemployed migrants in the EU-15 who had to prove additional periods of insurance, employment or self-employment.

The fact that many cases of aggregation were applied by a Member State of the EU-13 as Member State of last activity and that in most of the cases also a Member State of the EU-15 was the Member State of origin could be an indication of return migration. At the same time, more than half of the cases in Liechtenstein (95% of total), Hungary (87% of total), Sweden (69% of total), the Netherlands (65% of total), Finland (59% of total), Croatia (56% of total), Luxembourg (54% of total) and Belgium (52% of total) refer to a neighbouring Member State of origin. In total, some 34% of all cases reported refer to a neighbouring Member State as the Member State of origin.

Aggregation of periods or salaries for unemployment benefits

**Table 5 The number of aggregations of periods in case of unemployment as % of column total, 2013**

		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	UK	IS	LI	NO	CH	Total
Member State of origin	BE	0	0		0							0		0	0	0	13	0	0	33		2		0		0	1	0	0		0	0	1	0.9
	BG	0	0		4							0		0	0	0	0	1	0	0		0		0		0	0	0	0	0	0	0	0.2	
	CZ	0	4	2								0		0	0	0	0	1	0	0		4		0		40	0	1	0		0	0	0	5.2
	DK	0	0		0							0		0	0	1	0	0	0	1		1		0		0	0	20	0		0	0	0	0.9
	DE	4	8		11							38		0	11	4	17	6	0	32		17		8		3	6	5	10		5	0	16	8.5
	EE	0	0		0							0		0	0	0	0	0	0	0		0		0		0	47	0	0		0	0	0	0.6
	IE	1	0		0							0		0	11	20	0	0	13	1		9		0		7	0	2	20		0	0	0	2.3
	EL	2	1		0							0		0	0	0	2	0	0	1		1		8		0	2	1	3		0	0	1	0.9
	ES	18	4		2							0		0	0	2	2	0	0	5		2		0		0	6	3	17		0	0	4	5.1
	FR	18	1		2							0		0	0	0	25	0	0	5		3		0		1	1	1	3		0	0	4	4.1
	HR	0			0							0		0	0	0	0	0	0	0		0		0		0	1	0	0		0	0	0	0.0
	IT	12	1		2							0		0	11	0	6	1	0	1		2		8		2	0	1	3		0	0	10	3.8
	CY	0	19		2							0		100	0	0	2	0	0	1		0		33		1	1	1	7		0	0	0	6.0
	LV	0	0		2							0		0	0	0	0	0	0	0		0		0		0	1	0	3		0	0	0	0.2
	LT	0	0		9							0		0	5	0	0	0	13	0		0		0		0	3	0	0		0	0	0	0.1
	LU	5	0		0							0		0	0	0	0	0	0	1		0		0		0	0	0	0		0	0	0	1.0
	HU	1	0		0							0		0	0	0	2	0	0	1		0		25		6	0	0	3		0	0	1	0.8
	MT	0	0		0							0		0	0	0	0	0	0	0		0		8		0	0	0	0		0	0	0	0.1
	NL	25	0		0							0		0	11	8	4	0	0	0		19		0		2	1	2	13		0	0	0	6.9
	AT	0	1		0							6		0	0	0	0	0	0	3		2		8		4	0	2	7		94	0	2	6.3
	PL	3	0		6							0		0	0	1	2	2	0	4		0		0		0	3	1	0		0	0	1	1.1
	PT	3	3		0							0		0	0	0	10	0	0	1		0		0		0	0	0	0		0	0	48	6.0
	RO	1	0		9							0		0	0	0	0	72	0	0		0		0		0	4	0	0		0	0	0	6.7
	SI	0	0		0							56		0	0	0	0	0	0	0		0		0		1	0	0	0		0	0	0	0.3
	SK	0	0		6							0		0	0	0	0	14	0	0		1		0		0	0	0	0		0	0	1	1.6
	FI	0	1		2							0		0	0	0	0	0	0	0		1		0		0	0	5	0		0	0	0	0.5
	SE	1	0		33							0		0	0	3	0	0	0	2		0		0		0	10	0	3		0	0	0	0.5
	UK	3	52		4							0		0	53	54	8	1	75	3		34		0		32	9	8	0		0	0	1	25.0
IS	0	0		0							0		0	0	2	0	0	0	0		0		0		0	1	1	0		0	0	0	0.1	
LI	0	0		0							0		0	0	0	0	0	0	0		0		0		0	0	0	0		0	0	0	0.0	
NO	0	0		6							0		0	0	3	0	0	0	0		1		0		1	2	44	0		0	0	0	1.9	
CH	2	3		0							0		0	0	0	6	0	0	5		1		0		1	1	1	7		0	0	9	2.4	
Total	100	100		100		100				100	100	100	100	100	100	100	100	100	100		100		100		100	100	100	100	100	100	100	100	100	100
EU-13	6			39							56		100	5	3	6	91	13	6		5		67		47	59	4	13		0	0	4	23	
EU-15	91	72		56							44		0	95	92	88	9	88	89		92		33		51	37	49	80		100	0	87	73	
EFTA	2	3		6							0		0	0	5	6	0	0	5		3		0		2	4	46	7		0	0	9	4	
Neighbouring MS	52	1		44							56		0	5	1	54	87	0	65		22		25		49	59	69	20		95		32	34	

\* Dark blue: main Member State of origin.

\*\*\* No data available for CZ, DE, IE, EL, IT, AT, PT and IS.

Source Questionnaire on aggregation of periods in case of unemployment

## CONCLUSION

The scope of the questionnaire on the aggregation of periods for unemployment was limited to recent migrant workers who completed an insufficient period of insurance, employment or self-employment in their Member State of last activity in order to be entitled to an unemployment benefit. In that case additional periods completed by the person in a Member State other than the competent State and proven by a PD U1 are required. 23 Member States provided quantitative data. Missing data for a number of large Member States, in particular EU-15 Member States, may lead to a distorted view. As a result, some caution is required when drawing conclusions.

In total 24,821 cases reported for 2013 by 23 Member States concern unemployed migrant workers whose period of insurance, employment or self-employment completed in the Member State of last activity was insufficient to be entitled to an unemployment benefit. This is equal to an estimated share of 0.1% of the total unemployment figure in those Member States and to 2.1% of the annual flow of intra-EU migrants at working age to these Member States. 54% of the cases related to a period of insurance, employment or self-employment already completed in the Member State of last activity of three months and longer. 28% of the reported cases of aggregation concerned a period of less than 30 days. This distribution varies markedly across Member States, but also between the EU-13 and the EU-15. 62% of the cases reported by the EU-15 concerned a period of insurance, employment or self-employment of less than three months compared to only 16% of the cases reported by the EU-13.

Most aggregations of periods for unemployment concern France (34% of total), Bulgaria (16.6% of total) and Spain (10.0% of total). Also, 56% of the aggregations of periods for unemployment were applied by the EU-15. This percentage is even an underestimation given that some EU-15 Member States did not provide any data. In most of the cases the insufficient period of insurance, employment or self-employment was aggregated with an additional period completed in the United Kingdom (25% of total). For 73% of the cases an additional period fulfilled in an EU-15 Member State was added to the period already achieved in the Member State of last activity. The period of insurance, employment or self-employment already completed in the Member State of last activity is also much longer for unemployed migrant workers coming from the EU-13 (90% longer than three months) compared to those coming from the EU-15 (73% longer than three months).

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