

SUMMARY

The British unemployment insurance is part of the compulsory social protection system. Funded by the employees' and employers' social contributions, it is managed by the Jobcentres Plus, under the supervision of the Department for Work & Pensions.

The Jobseeker's allowance which is contribution based, the "new style" JSA, guarantees a replacement income to the employee who is involuntarily left without a job, if the latter meets the allowance allocation conditions, and notably the minimum condition of affiliation corresponding to a minimum contribution payment period associated with a certain amount of contributions during a reference period made of the two most recent financial years. The amount of the allowance is flat rate and varies depending on the jobseeker's age. The length of time during which unemployment benefits are paid is limited to 182 days.

Jobseekers who are not entitled to the new style JSA may benefit from a means-tested allowance.

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Data related to the employment market¹

Total population	66 647 112 (2019)
Unemployment rate	3.8 % (August 2019)
Employment rate	78.7 % (2018)
Legal minimum wage	£1 395.7 / month (for 170 hours as at 1st April 2019 for a person aged 25 or above, approximatively €1 550²)
Average wage	\$44 770, approximatively €40 425 (2018)

In the 2nd quarter of 2019, the United Kingdom had the sixth lowest unemployment rate (3.8%) in the European Union, just behind Poland (3.5%), with the European average, over this same period, coming out at 6.3%. In 2009, this rate in the United Kingdom was 5.3 %.

Long-term unemployment rate (1 year and over) has slightly increased in the United Kingdom since the beginning of the crisis, going from 24.5 % in 2009 up to 26.3 % in 2018. The European average was 43.4% in 2018.



Analysis: 17.4% of the jobseekers remain unemployed for less than a month

Source: OCDE

An opposite tendency is observed with respect to youth unemployment which went down from 19.6 % to 11.3 % over the 2009-2018 period. This is the ninth lowest rate in Europe, 3.9 points below the European average which is 15.2%.

In 2018, the percentage of salaried employees with a temporary employment contract was 5.5%, below the European average of 14.2 %.

The percentage of employees with a full-time job was, for this same year, 76.8 %, and 23.2 % of the total of employees having a part-time job.

² Conversion rate 4fth quarter 2019, Official bulletin of the European Union of 2 September 2019



¹Eurostat / Statistics on the employment market, OECD (data for the United Kingdom)

GENERAL PRESENTATION OF THE BRITISH SYSTEM

The British social protection system is based on a Beveridgian conception whereby the social protection shall be universal (coverage of the entire population) and uniform (same benefits for all). All the risks (sickness, maternity, old age, disability and survivors, accidents at work, occupational illnesses, unemployment and family benefits) must be covered by a single system (equity principle).

The ministerial department in charge of the employment public service is the Department for Work and Pension (DWP). The services provided to the jobseekers are performed by the Jobcentres Plus, which result from the merger, between 2002 and 2006, of the placement departments, on the one hand, and of part of the agency in charge of the services, on the other hand. The local agencies of the Jobcentres Plus are one-stop agencies in charge of all the resources and support services to which the people of working age may be entitled. Until the beginning of the 80's, the unemployment insurance system remained remarkably stable. The main reform of the insurance system was introduced in 1996 with the creation of a new benefit, the Jobseeker's allowance (JSA), which became the single unemployment insurance allowance.

Governed by the Jobseeker's Act of 1995, the British unemployment insurance system has since undergone a succession of reforms. The links between compensation and support became tighter as a result of reinforcement of the jobseekers' rights and obligations. Several programs aimed at facilitating the return to employment (New Deal, Flexible New Deal, Work Programme) were thus successively introduced to tackle unemployment. The latest reform, introduced in 2013, merged almost all the socials aids, including the unemployment assistance allowance, into a single benefit, the Universal Credit.

The various types of allowances

In Great Britain, there exist today several types of resources which are available to people of working age, whether they are working or not.

The three types of JSA

The JSA is the allowance paid to the jobseekers. The main difference between the three types of JSA relates to their funding. The amounts are identical, but whilst the payment of the new style JSA and of the JSA (C) is contribution-based, the receipt of the JSA (IB) is income-based.

The Universal Credit

The Universal Credit has progressively been implemented since 2013 in the context of a large reform of the social assistance system; it merged and replaced the following benefits:

- Child Tax credit;
- Housing Benefit;
- Income Support;
- Income-based Jobseeker's allowance;
- Income-related Employment and Support Allowance;
- Working Tax Credit.



HISTORICAL BACKGROUND

As from the beginning of the 19th century, the state provided an assistance to the poorest, under the Old Poor Law and then under the New Poor Law, in 1834. The aids were granted on a means-tested-basis to persons who must, in consideration thereof, work within workhouses. At the same time, associations provided for the needs of their members in difficulty.

As from 1911, a proper unemployment insurance mechanism was introduced by the National Insurance Act whereby the state compensated unemployment, provided that the person concerned had paid sufficient contributions. The health insurance and disability insurance were also introduced by this law.

In 1942, the economist and politician William Beveridge proposed, in his report to the Parliament, to pay to the whole population uniform benefits to cover the individual's or their family's risks of illness and of revenue decrease. The principles set in 1911 were then extended, and the unemployment insurance system remained pretty much unchanged until 1996.

Yet, in 1979, certain changes were introduced, such as the active job search condition, the aggravation of the sanctions against voluntary unemployment and the decrease of the amount of the Unemployment Benefit for the beneficiaries of an occupational pension.

In 1996, the Jobseeker's Allowance replaced, for all jobseekers, the Unemployment Benefit and the Income Support.

Since 1997, the Government's intention has been to ensure that the jobseekers perceive a real advantage in occupying a paid job rather than staying dependent on the benefits ("Make work pay"):

- a minimum salary was introduced for the first time in 1999;
- new tax credits were decided in favour of low revenues (Working Families' Tax Credit in 1999 and Children's Tax Credit in April 2001, replaced in 2003 by the Work Tax Credit and the Child Tax Credit respectively);
- targeted social contribution exemptions were granted to promote employment, and a new tax rate was also decided in favour of low wages.

In 1998, the Government implemented the New Deal measures, at the heart of the Welfare to Work³ strategy, to enable the jobseekers to acquire the skills sought after by the employers, and thus avoid that they remain unemployed too long. Thus, besides the long-term unemployed people, the "New Deal" programs targeted populations considered fragile such as young people, isolated parents or handicapped workers and guaranteed them an individual follow-up of their situation.

The year 2002 marked the regrouping of the employment public service, on the one hand, and of part of the agency in charge of the benefits into a single agency, on the other hand. Since then, the "Jobcentres Plus" have been the sole entry points of the insurance and support system for jobseekers.

In 2009, the Jobseekers Regime was reformed, and the New Deal programs were redesigned into a single program named the "Flexible New Deal". These two reforms gave rise to the "Jobseekers Regime Flexible New Deal" which was introduced in two phases as from April 2009⁴. The "Flexible New Deal" was abandoned in October 2010 and replaced in June by the "Work Programme" entirely sub-contracted to private providers. Officially interrupted on 1st April 2017, the "Work programme" contrasted with the previous programs which targeted identified categories of jobseekers, by creating a global program gathering all the jobseeker populations, with the Jobcentres Plus continuing however to play a key role during the first months of unemployment.

This reform entitled "Get Britain Working" also established a simplified insurance system (Universal Credit), progressively implemented between 2013 and 2023 (initially 2020).

⁴ « L'emploi et les politiques de l'emploi pendant la crise : une approche internationale » ; Fiche Royaume –Uni p.179, Conseil d'orientation pour l'emploi, May 2012



³ From assistance to employment

THE UNEMPLOYMENT INSURANCE SCHEME⁵

Benefits subject to prior payment of contributions

There exist two types of contribution-based unemployment allowances:

- the New Style JSA;
- the contribution based jobseeker's allowance, JSA (C)

Beneficiaries

The insurance mechanism concerns all salaried employees aged 16 at a minimum who receive a weekly wage exceeding £118 (approximatively €131).

Funding of the mechanism

There is no separate contribution for the risk of unemployment. Beyond a certain remuneration threshold⁶, the employers and salaried employees pay a global contribution to the National Insurance Fund.

Wages are subject to contributions as soon as they exceed the threshold set by the national insurance, approximatively £166⁷ (approximatively €184) per week. Between £118 (approximatively €131) and £166 per week, the contributions are not paid but are deemed to have been paid.

Contribution rate (6 April 2019 → 5 April 2020)		
Weekly wage	Employers' contributions	Employees' contributions
Up to £166 (approx. €184)	-	-
From £166.01 to £962 (from approx. €184.01 to approx. €1 068)	13.8 %	12 %
Beyond €962 (approx. €1 068)	13.8 %	2 %

The contributions are paid on the aggregate weekly wage exceeding the contribution thresholds.

⁷ This amount is revised on 6 April of each year (first day of the financial year)



⁵ The regulation described herein applies to Great Britain, and not to the United Kingdom (Northern Ireland has its own unemployment insurance system). Only the rules of the general regime are presented in this document. Therefore, the specificities applicable in Scotland and Wales will not be taken into account. The Isle of Man and the Channel Islands are not concerned; they have their own regulation.

⁶ £118 per week (approx. € 131)

Eligibility conditions

Any jobseeker is entitled to benefit from the new style JSA if they satisfy the following conditions:

- meet the condition of affiliation: have paid contributions in respect of one year ("the base year") of the last 2 complete years before the beginning of the relevant benefit year on a wage amount equal to 26 times the lower earnings limit (£118), and have, for each of the 2 complete years, paid contributions or benefited from contribution credits on a wage amount equals to 50 times the lower earnings limit;
- be at least 18 and not have reached the legal retirement age;
- not be full-time student;
- be able to work, available for employment and seeking an employment;
- not undertake paid employment for 16 hours or more per week;
- reside in England, Scotland or Wales and be authorised to work in the UK.

The JSA (C) is specifically intended for persons benefiting from the "severe" disability premium, persons entitled to benefit from it and persons having benefited from it in the past month. The other conditions of allocation are the same as those mentioned above for the new style JSA.

Impacts of a job loss attributable to the salaried employee

The involuntary character of the job loss is not a condition of allocation of the JSA, but a resignation or dismissal for misconduct results in a reduction of the length of time during which unemployment benefits are paid.

Thus, in the event of a job loss due to a dismissal for misconduct or resignation without just cause⁸, a decision maker immediately takes on the file, and must rule not only on the existence and seriousness of the misconduct or on the existence and relevance of the just cause, but also on the duration of the sanction to be applied to the relevant person (from 1 to 26 weeks). Nevertheless, the benefits start being paid.

However, as soon a sanction decision is pronounced, the relevant person's entitlement is interrupted for the specified duration (from 1 to 26 weeks). Whatever the duration of the sanction, said duration will be deducted from the duration of the entitlement rights.

Benefit amount

The amount of the allowance is flat rate. It varies depending on the relevant allowance beneficiary's age.

Since 6 April 2019, the benefit amounts, set out by age group, have been the following:

Jobseeker's age	Amount of the allowance (per week)	
Up to 24	£57.90 (approx. €64.32)	
25 or over	£73.10 (approx. €81.21)	
Couple (both aged over18)	£114.85 (approx. €127.59)	

Identical amounts apply with respect to the JSA (C).

⁸ The law gives no orientation or criteria for the purpose of assessing the just cause. However, the decision maker may refer to an extended case law, as the notion has been existing since the unemployment insurance scheme was created in 1911, and as numerous cases have been submitted to the British courts since.



It is to be noted that the total amount of the allowances served may not exceed a cap of 10:

- £384.62 / week (approx. €427.31) for a couple (with or without children);
- £384.62 / week for a single parent with a dependent child;
- £257.69 / week (approx. €286.29) for an adult without dependent children.

Duration of payment under the new style JSA and the JSA (C)

The duration of payment of the new style JSA and of the JSA (C) is limited to 182 days (26 weeks) for all beneficiaries, whatever their age and whatever the amount of the contributions they paid before being unemployed.

Conditions of a readmission

In order to be again entitled to benefit from the unemployment insurance benefits, a jobseeker must have worked sufficiently to be entitled to new rights and meet all the conditions of allocation of the new style JSA.

The new reference period covers the 2 most recent financial years, provided that at least one of them shall be different from that used to assess the previous opening of the rights.

Thus, if the return to work has taken place over two financial years, the relevant person may be entitled to new rights even though they worked only a few weeks. Indeed, the financial year which ended when the person went back to work is taken into account for the new reference period.

A person may thus be entitled to the new style JSA for 182 days on the basis of the financial years 2018/2019 and 2019/2020, and be again entitled to 182 days of benefits on the basis of the financial years 2019/2020 and 2020/2021 as a result of having worked a few weeks between their 2 unemployment periods.

Example

On 2 January 2020, a person learns of their entitlement to the new style JSA for 182 on the basis of the financial years 11 2017/2018 and 2018/2019. Therefore, the salaried work periods which took place between 6 April and 31 December 2019 are not taken into account. The payments start on 9 January 2020 (at the end of a 7-daywaiting period), and the relevant person starts a new job on the 28 March 2020, after 78 days of benefits.

After a month of work, the relevant person submits a new benefit request. As at this date (on 28 April 2020), the reference financial years retained for the purpose of reviewing their request are the years 2018/2019 and 2019/2020. Therefore, the contribution periods subsequent to 6 April 2019 are taken into account. If they are sufficient, the relevant person is admitted again, for a new period of 182 days; if not, a right resumption may be granted (see next paragraph).

¹¹ A financial year starts on 6 April of year N to April 5 of year N+1.



⁹ Including the assistance allowances.

¹⁰ Higher amounts apply for allowance beneficiaries living in London.

Conditions of a right resumption

So as not to penalise an allowance beneficiary starting a new job before having exhausted their rights to the new style JSA, the law provides that they may benefit from the remaining part of their rights in the context of a new allowance request, provided that the following conditions are met:

- b the period lapsed between their two requests does not exceed 12 weeks;
- the relevant person did not work enough time to be entitled to new rights, and therefore may not benefit from a readmission.

Example

A beneficiary of the new style JSA finds a job after 50 days of benefits, then loses this job and submits a new allowance request. If, after a review of the file and of the recent affiliation periods, it appears that the relevant person did not become entitled to new rights, the latter benefits from the resumption of the payment of the remaining 132 days of benefits.

Combining the new style JSA with the revenues of a reduced activity

It is possible to combine the new style JSA with revenues derived from a part-time activity for less than 16 hours per week. The amount of the insurance benefit is then reduced for any revenue received beyond £5 (€6).



UNEMPLOYMENT INSURANCE SCHEME IN GREAT BRITAIN

JOB LOSS Eligibility conditions Job loss Affiliation Job Registration **Availability** Residence Age search Ве Have paid contributions in Ве Be registered Not working or Be at least Reside in unemployed respect of one of the last 2 actively as a working less than 18 and not England, 16h per week Scotland or complete years before the looking jobseeker have and not be a full-Wales beginning of the relevant reached the for a job benefit year on a wage time student. Be retirement amount equal to 26 times able to occupy a age the lower earnings limit job (£118), and have, for each of the 2 complete years, paid contributions or benefited from contribution credits on a wage amount equals to 50 times this threshold **PAYMENT OF UNEMPLOYMENT BENEFITS Benefit duration Benefit amount** Uniform ___ → 6 months Flat rate and variable depending on age Until 24: £57.90 per week 25 and above: £73.10 per week In couple (above 18): £114.85 per week Starting point of the payment of unemployment benefits After 7 days as from the date of the initial request Payment of unemployment benefits and resumption of activity **Reduced activity** Duration less than 16h per week Amount of the benefit reduced for any revenue beyond £5



THE ASSISTANCE SCHEME

Universal Credit

The Welfare Reform Act 2012, which has been the most important social reform since 60 years, aimed at streamlining the existing benefit system and reinforcing the work return incentive measures. This unprecedented reform notably implemented a new benefit system, the Universal Credit¹², which has progressively replaced, since October 2013¹³, six financial means-based types of benefits Child Tax credit, Housing Benefit, Income Support, Income-based Jobseeker's allowance, Income-related Employment and Support Allowance). Initially planned for 2020, the definitive removal of the above-mentioned benefits should eventually take place around 2023.

Eligibility conditions

In order to benefit from the Universal Credit, the jobseekers must meet basic requirements¹⁴ as well as certain financial conditions. Thus, anyone is entitled to the Universal Credit if they meet the following conditions:

- be on a low income or out of work;
- be at least 18¹⁵;
- not have reached the legal retirement age;
- not have savings exceeding £16 000 (approx. €17 776);
- reside in the UK.

Benefit amount

In addition to the standard allowance, the Universal Credit may be composed of the five following elements which come in addition to this basic allowance.

- Child element;
- Childcare element;
- Carer element;
- Limited Capability for Work element;
- Housing element.

Situation of the jobseeker	Amount of the basic allowance (per month)
Single person under 25	£251.77 (approx. €279.71)
Single person 25 orover 25	£317.82 (approx. €353.09)
Couple (members under 25)	£395.20 (approx. €439.06)
Couple (members 25 or over 25)	£498.89 (approx. €554.26)

¹⁵ Under certain conditions, the age limit may be 16.



¹² Contrary to the JSA (IB) paid every 15 days, the Universal Credit is paid on a monthly basis.

¹³ The Universal Credit was progressively installed since April 2013 in certain pilot areas of the North-West region of England (Greater Manchester and Cheshire region) and was then nationally extended in October 2013.

¹⁴ In the event of a joint request, each couple member must individually meet the basic conditions, and the couple must satisfy the financial conditions relating to the joint request.

Family situation	Supplement amount
1 st child	£277.08 (child born before 6 April 2017) (approx. 307.83) £231.67 (child born on 6 April 2017 or after) (approx. 257.38)
2 nd child and more (if eligible child)	£231.67 per child (approx. 257.38)
Disabled or severly disabled child	£126.11 or 392.08 £ (approx. €140.10 or approx. €435.60)
Needs related to childcare costs	Up to 85 % of the costs (up to £646.35, approx. €718, for one child and £1 108.04, approx. €1231, for 2 children and more)

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As mentioned above, other supplements may, depending on the situation, come in addition to the Universal Credit basic amount.

Combination with the revenues from professional activity

In the event of a resumption of activity, the Universal Credit is reduced by 63 pences (approx. €0.69) for each pound received (€1.111). There is not limit as to the number of hours worked in the context of a resumption of activity.

However, a deduction applies in the following circumstances:

- where the person or their spouse has a dependent child;
- in the event of a disability or health problem reducing the work capacity.

This amount if of £287 (approx. €318.85) if the relevant person benefits from a housing benefit and of £503 (approx. €558.83) if the relevant person does not benefit from a housing benefit.

Example

An allowance beneficiary has a dependent child and benefits from a housing benefit in the context of the Universal Credit. They resume work and receives £500 (approx. €555) during the reference period. Their work allowance amounting to £287 (approx. €318.85), only the part of their revenues exceeding this threshold will be deducted from the Universal Credit amount.

Thus, for each pound received above this sum (£213, approx. €236), 63 pence (approx. €0.69) are levied on the Universal Credit amount. The beneficiary thus receives £500 (approx. €555) for their professional activity and £134.19 (£213 x £0.63 = £134.19, approx. €149) are deducted from the Universal Credit.



The Universal Credit claimant's commitments

The "Claimant Commitment" is one of the basic conditions for obtaining the Universal Credit. In addition to certain legal indications, this commitment formalises the obligations of the claimant who, subject to some exceptions, will have to comply therewith.

Thus, in consideration for the allowance, the relevant person must take part in several interviews intended to facilitate their going back to work (<u>Work-focused interview requirement</u>). The relevant person must also commit to take certain actions (e.g.: skill assessment) aiming at accelerating this return to work (<u>Work preparation requirement</u>). In the case of persons unable to work, a health and aptitude for work check-up is required in the context of the work preparation requirement.

The <u>Work search requirement</u> is another commitment to be satisfied by the Universal Credit's claimant. It consists in any reasonable action (e.g. creation of an online profile) conducted for the purpose of obtaining a paid job. However, certain limits, relating to the specific nature of the job searched, to its location or to the level of remuneration requested, may be brought to this undertaking. The <u>Work availability requirement</u> is a commitment whereby the claimant undertakes to be immediately available to take on a paid job.

An interview enables to control that the relevant person duly complies with all the commitments undertaken in the context of the Universal Credit.

Sanctions

The amount of the Universal Credit may be reduced if the claimant, in the context of one of their commitments, has, without any reason, refused an internship, refused to apply for a paid job, declined a paid job offer or left their job.

Other sanctions may also apply in the event that the relevant person does not comply with the obligations related, for example, to the verification interview.

The reduction of the Universal Credit amount may apply over a fixed period which may not exceed 26 weeks, or over a consecutive period until the relevant person complies again with the commitments they failed to comply with.

Also, the law provides that a person having been the subject of sanction may also be the subject of a hardship payment where they cannot meet their immediate elementary needs (e.g.: food) or those of a dependent child or person, as a result of the reduction of the Universal Credit amount.

Income-based Jobseeker's Allowance (JSA IB)

Funding of the JSA (IB)

The income-based unemployment allowance is funded through tax revenues.

Persons covered by the JSA (IB)

Since the introduction of the Universal Credit, the unemployment insurance benefits system now concerns only the persons benefiting from the severe disability benefit, the persons likely to benefit from it or the persons having benefited from him during the past month. These persons must also meet the following conditions:



Conditions of allocation of the JSA (IB)

- be at least 18 and not have reached the legal retirement age;
- not be a full-time student;
- be available for work and be looking for a job;
- not suffering from an illness or disability preventing the performance of a job;
- not perform a paid activity of a duration equal or exceeding 16 hours per week;
- be single or have a spouse who works less than 24 hours in average per week;
- not have savings exceeding £16 000, €17 776 (the spouse's savings are taking into account in the calculation);
- reside in England, Scotland or Wales.

JSA (IB) amount and duration

The amount of the assistance allowance is the same as the one paid under the unemployment insurance system.

Jobseeker's age	Allowance amount (per week)
Up to 24	£57.90 (approx. €64.32)
25 or over	£73.10 (approx. €81.21)
Couple (over 18)	£114.85 (approx. €127.59)

The duration of the payment is unlimited. The JSA (IB) may be paid as long as the relevant person meets the allowance allocation conditions.



UNEMPLOYMENT INSURANCE SCHEME: COMPARISON FRANCE / GREAT BRITAIN

	Unemployment insurance FRANCE	Unemployment insurance GREAT-BRITAIN
Salaried employees concerned	Salaried employees of the private and public sectors	Salaried employees aged 16 at a minimum who receive a weekly wage exceeding £118
Qualifying period	6 months (130 days worked or 910 hours worked) during the last 24 months or during the last 36 months for the salaried employees aged 53 and above	Have paid contributions in respect of one of the last 2 complete years before the beginning of the relevant benefit year on a wage amount equal to 26 times the lower earnings limit (£118), and have, for each of the 2 complete years, paid contributions or benefited from contribution credits on a wage amount equals to 50 times this threshold
Benefit duration	The length of time during which unemployment benefits are paid is determined depending on the length of time during which the beneficiary was affiliated during the last 24 or 36 months. The minimum length of time during which unemployment benefits are paid is 182 days and the maximum length of time during which unemployment benefits are paid is 730 days for persons under 53, 913 days for persons between 53 and 54 and 1095 days for persons aged 55 and above.	Uniform: 6 months
Benefit amount	The benefit is calculated based on the last 12 last months of wage. Most favorable amount: • 40.4% of the reference daily wage + fixed part or, • 57% of the reference daily wage or, • Minimum benefit: €29.26 within the limit of 75% of the reference daily wage	The benefits are flat rate and vary depending on the jobseeker's age: Up to 24: £57.90 per week; 25 and above: £ 73.10 per week; Couple (above 18): £114.85 per week
Tax treatment	Benefit subject to the social contributions and income tax	The JSA is taxable but is not subject to social contributions
Unemployment insurance contributions	Unemployment insurance contributions	 Global contribution to social security: 13.8% to be borne by the employers on the wages > £166 per week 12 % to be borne by the salaried employees on the wages > £166 per week and 2% on the tranche > £962

