REPORT FROM THE COMMISSION

pursuant to Article 159(2) of the Withdrawal Agreement
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Contents
1. Introduction........................................................................................................................................3
2. Role of the European Commission ....................................................................................................3
3. Measures taken to implement or comply with Part Two of the Withdrawal Agreement..............3
   a. Measures taken at Union level.........................................................................................................3
       i. Legal acts to implement Part Two of the Withdrawal Agreement...........................................3
       ii. Promoting the effective implementation of Part Two of the Withdrawal Agreement.............4
       iii. Monitoring of implementation of Part Two of the Withdrawal Agreement.............................6
       iv. Enforcement of Part Two of the Withdrawal Agreement............................................................8
   b. Measures taken at EU Member States level...................................................................................10
4. Complaints .........................................................................................................................................10
   a. Solutions at national level................................................................................................................10
   b. Solutions at EU level .......................................................................................................................11
   c. Statistical aspects .........................................................................................................................12
1. Introduction
The European Commission and the UK’s Independent Monitoring Authority (IMA) shall, on an annual basis, inform the Specialised Committee on Citizens’ Rights referred to in point (a) of Article 165(1) on the implementation and application of Part Two in the Union and in the United Kingdom, respectively. The information provided shall, in particular, cover measures taken to implement or comply with Part Two and the number and nature of complaints received.

Accordingly, this report covers the year 2021 as the first 12–month period after expiry of the transition period.

2. Role of the European Commission
As the Withdrawal Agreement forms part of Union law, the Commission acts as its guardian in accordance with Article 17 of the Treaty on European Union.

Therefore, the Commission has the task of ensuring the uniform and correct application of the Withdrawal Agreement throughout the Union under the control of the Court of Justice of the European Union. It gathers information to monitor EU Member States’ compliance with the Withdrawal Agreement and enforces it.

The Commission also promotes the effective implementation of the Withdrawal Agreement by adopting legal acts implementing Part Two of the Withdrawal Agreement and providing guidance to harmonise the implementation at national level.

Despite the unique nature of the Withdrawal Agreement, for monitoring its implementation in the EU, the Commission has used much of its standard toolkit with respect to Union law, which the Withdrawal Agreement has grandfathered, such as Union law on free movement of EU citizens or co-ordination of social security schemes.

3. Measures taken to implement or comply with Part Two of the Withdrawal Agreement
This report covers measures taken at Union level as well as those taken by EU Member States.

a. Measures taken at Union level

i. Legal acts to implement Part Two of the Withdrawal Agreement
To prepare for the end of the transition period, the Commission adopted, on 21 February 2020, an implementing decision to ensure that all residence documents under the Withdrawal Agreement are issued in the uniform format laid down by Council Regulation (EC) No 1030/2002 and that they indicate that they have been issued under the Withdrawal Agreement.¹

¹ Commission Implementing Decision (EU) 2022/1945 of 21 February 2020 on documents to be issued by Member States pursuant to Article 18(1) and (4) and Article 26 of the Agreement on the withdrawal of the
No legal acts to implement Part Two of the Withdrawal Agreement were adopted in 2021.

In September 2021, the Commission services informed the UK co–chair of the Specialised Committee on Citizens’ Rights of the Commission’s unilateral approach to resolving, for the benefit of EU citizens and UK nationals, the problem that not all pending applications under the European Professional Card regime will be completed before the end of September deadline under Article 29(2) of the Withdrawal Agreement. In accordance with the Parties’ obligations to ensure the proper implementation of Article 28 of the Withdrawal Agreement, the Commission ensured temporary access to the Internal Market Information system’s European Professional Card modules for each United Kingdom authority involved in the treatment of the remaining pending applications for European Professional Cards, past the period provided for in Article 29(2) of the Withdrawal Agreement.

### ii. Promoting the effective implementation of Part Two of the Withdrawal Agreement

*Working with Member States and the European Parliament*

Close cooperation with Member States is vital to promote the effective implementation of the Withdrawal Agreement.

In particular, in 2021 the Commission services continued to work very closely with the Council and in particular the Council’s Working Party on the United Kingdom that assists the Committee of Permanent Representatives on matters pertaining to the relationship with the United Kingdom, following its departure from the EU.

To promote the uniform application of Part Two of the Withdrawal Agreement in EU Member States after the end of the transition period, the Commission services adopted a guidance note on all provisions of Part Two of the Withdrawal Agreement on 12 May 20202 and has been regularly updating the Questions & Answers document on the Citizens’ Rights Chapter of the Withdrawal Agreement, initially produced as a follow-up to the Council Working Party of 6 February 2020.

In 2020, intensive engagement took place in *the Expert Group on the right to free movement of persons (Directive 2004/38/EC)* in the run–up to the end of the transition period. This Expert Group is one of the main stakeholders and aims to improve implementation of EU law on free movement of EU citizens, including Chapter 1 of Title II of Part Two of the Withdrawal Agreement. Three meetings of the Expert Group exclusively dedicated to the implementation of the Withdrawal Agreement were organised, where Member States exchanged with the Commission on a wide range of topics. A “readiness” seminar was also organised on the treatment of United Kingdom nationals at the Schengen external borders after the end of the transition period.

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The intelligence gathered during these meetings laid down the basis for the Commission services’ work and analysis during 2021. Issues covered included:

- deadline for applications in the constitutive schemes;
- administrative registration requirements in declaratory schemes;
- support for vulnerable United Kingdom nationals;
- indication of permanent residence on the new residence document;
- validity after the end of the transition period of residence documents previously issued to United Kingdom nationals and their family members under the Free Movement Directive for the purposes of evidencing Withdrawal Agreement beneficiary status; and
- issues related to the crossing of Schengen borders by United Kingdom beneficiaries of the Withdrawal Agreement.

In 2021, the Commission services provided guidance in the Expert Group on Articles 9(b), 14 (the right to enter with a national identity card) and 21 of the Withdrawal Agreement, on passport stamping and on the link between national population registers and absences. In addition, the Commission services provided specific guidance on the application of the Withdrawal Agreement with respect to Gibraltar, on temporary protection and late applications, on multiple statuses and dual nationals, on the choice of travel documents, on visa facilitations under Article 14 of the Withdrawal Agreement and on the loss of Withdrawal Agreement beneficiary status.

With respect to Chapter Two of Title Two of Part Two, the Commission services updated twice the Advisory Committee for Free Movement of Workers on developments concerning the Withdrawal Agreement and provided necessary guidance.

Regarding Title III, co-ordination of social security schemes under the Withdrawal Agreement was discussed in the Administrative Commission Working Party meeting in March 2021, in particular a guidance note from the Austrian delegation and the issue of European Health Insurance Card. The Administrative Commission meeting of June 2021 discussed permitted absences for those relying on Article 30(3) of the Withdrawal Agreement for social security coordination under Title III of the Withdrawal Agreement.

The Commission services also engaged with Member States in other dedicated groups, such as the Local Schengen Cooperation and the Visa Committee.

To further harmonise the application of the Withdrawal Agreement with respect to the provisions of the Schengen acquis, the Commission updated the Practical Handbook for Border Guards (Schengen Handbook), in particular its Annex 22 (List of residence permits issued by Member States) to include the titles of documents that Withdrawal Agreement beneficiaries in host States with declaratory schemes may use to evidence their beneficiary status before holding a Withdrawal Agreement residence document, and adopted new Annexes 42 (Guidelines on the treatment of beneficiaries of the Withdrawal Agreement at the external Schengen borders) and 43 (Specimen of documents that beneficiaries of the Withdrawal Agreements (EU-UK, IS/LI/NO-UK, CH-UK) may hold before being in possession of the new residence document issued either in accordance with Commission Implementing Decision (EU) 2022/1945 of 21 February 2020) or in accordance with the Withdrawal Agreements concluded by Iceland, Liechtenstein and Norway on the one hand.
and Switzerland on the other hand) containing the specimen of documents relevant for the application of the Withdrawal Agreement.

The Commission services also continued to report regularly to the European Parliament, in particular the UK Contact Group and the Monitoring Group on the implementation of the Agreement on the withdrawal of the UK from the EU (established by Committee on Constitutional Affairs).

**Information and awareness raising**

In February 2021, the Commission services published updated Questions and Answers documents to describe the rights that United Kingdom nationals enjoy under the Withdrawal Agreement in their EU host State.

In April 2021, the Commission services published a document providing information to United Kingdom nationals who are frontier workers about national rules concerning the application for a frontier worker document and relevant national websites.

To prepare for the end of the application deadlines under Article 18(1)(b) of the Withdrawal Agreement in first EU Member States, the Commission services created in May 2021 a dedicated website that provides key updated information about national residence schemes for each EU Member State.

Guidance documents have been published on the main Commission website on citizens’ rights part of the Withdrawal Agreement, together with an overview of various national implementation choices, such as whether Member States opted for a constitutive or declaratory residence scheme under the Withdrawal Agreement, since when United Kingdom nationals and their family members could apply for a new residence document and by when they have to do it.

**Working with external stakeholders**

The Commission services also engaged with external stakeholders representing EU citizens living in United Kingdom (the 3million platform) and United Kingdom nationals living in the EU (British in Europe) to get a better picture of lived experience of the Withdrawal Agreement on the ground and to disseminate wider information about the Withdrawal Agreement and its interpretation.

**iii. Monitoring of implementation of Part Two of the Withdrawal Agreement**

The monitoring of implementation of Part Two of the Withdrawal Agreement comprised both proactive and reactive elements.

In line with its standard operating practice, the Commission services continued proactively to review national laws, regulations and administrative provisions brought into force to implement the Withdrawal Agreement.

In 2020 and 2021, the Commission services systematically reviewed residence related measures in 16 Member States. They also contacted all Member States to call for accurate information to be provide on dedicated national websites and invited Member States to make
internal guidance documents available to avoid inconsistencies in the application of the Withdrawal Agreement.

Issues identified were informally discussed with Member States concerned to seek early resolution ensuring that national rules were quickly brought in line with the Withdrawal Agreement and that any potential impact on the rights under the Withdrawal Agreement has been minimised.

In 2021, the Commission services gathered intelligence from all Member States on:

- recognition of multiple statutes and multiple documents;
- treatment of United Kingdom nationals who have diplomatic or consular status in a Member State or are staff members of international organisations there;
- appeal possibilities that are available to United Kingdom nationals whose applications for Withdrawal Agreement beneficiaries’ status or for a Withdrawal Agreement residence document have been rejected; and
- legal consequences that United Kingdom nationals and their family members will face if they either fail to apply for Withdrawal Agreement beneficiary status by the deadline (constitutive scheme) or if they find out in the context of an application for a new residence document that they did not actually become Withdrawal Agreement beneficiaries due to not having fulfilled all the relevant conditions (declaratory scheme).

The Commission services had bilateral exchanges with Member States concerned around specific issues:

- opening of residence schemes and possibility for beneficiaries of the Withdrawal Agreement to submit residence applications, availability of appointments and information requested in the application forms;
- implementing measures for residence rights;
- administrative deadlines in declaratory schemes;
- format of documents issued to Withdrawal Agreement beneficiaries;
- residence conditions under Article 10 of the Withdrawal Agreement;
- issuance of acknowledgement of receipt/certificates of applications, their format and their validity outside the host Member State;
- application and status of children;
- application fees; and
- travel-related matters.

The Commission services also contacted several Member States with respect to cases of potential misinterpretation or incorrect application of Chapter Two of Title Two of Part Two the Withdrawal Agreement.

This proactive approach has been complemented by acting on information about problems provided by the United Kingdom, external stakeholders representing United Kingdom nationals and finally individual United Kingdom nationals.

The Commission services also pursued bilaterally with Member States issues the United Kingdom has been raising in the Specialised Committee on Citizens’ Rights and the Joint
Committee, dedicated bodies established by the Withdrawal Agreement to supervise and facilitate the implementation and application of the Withdrawal Agreement and to seek ways of preventing problems.

Similar information about practical experiences has also been provided by external civil society stakeholders representing United Kingdom nationals living in EU Member States (British in Europe), both within the Specialised Committee and outside it. Such engagement has helped better understanding the impact of the Withdrawal Agreement on the ground and identify emerging issues (such as concerns related to United Kingdom nationals with multiple statuses). The Commission services worked closely together with British in Europe to clarify the interpretation of the Withdrawal Agreement and to seek early resolution of concerns raised in bilateral contacts with Member States.

Finally, while this intense cooperation with representative stakeholder networks to some extent reduced the number of individual complaints by United Kingdom nationals, the Commission continued to receive such complaints in 2021. Section 4 covers this in more detail.

iv. Enforcement of Part Two of the Withdrawal Agreement

**Internal dimension**

Overall, the Commission considers that EU Member States have implemented Part Two of the Withdrawal Agreement in a satisfactory manner.

In addition to horizontal measures seeking to improve the implementation of the Withdrawal Agreement described in the previous part, the Commission services in 2021 bilaterally raised the issue of implementation of the citizens’ right part of the Withdrawal Agreement with several Member States.

The Commission’s experience with such bilateral contacts is positive. Bilateral contacts helped to resolve most of identified issues or clarified the matters raised by the Commission.

**A. Direct application of the Withdrawal Agreement**

This matter has been the subject of exchanges between the Commission and the Member State concerned that clarified that its laws applied directly to a Withdrawal Agreement beneficiary as a citizen of a country bound by an international agreement concluded with the European Union in the period between the end of the transition period and the adoption of its implementing measures. The implementing measures, which consisted in an amendment of already existing national rules, entered into force on 2 August 2021.

The Commission contacted another Member State concerned in December 2020 and March 2021 over the lack of adoption of implementing measures for the Withdrawal Agreement residence rights. After the Commission’s intervention, the Member State concerned adopted implementing measures that entered into force on 26 May 2021 and confirmed that in the period between the end of the transition period and the entry into force of the implementing measures, the Withdrawal Agreement provisions applied directly.
B. **Multiple statuses**

This matter has been the subject of exchanges between the Commission and the Member State concerned in March 2021 that helped to clarify rules of the Withdrawal Agreement and of national law with respect to multiple issues (status of diplomats and members of international organisations, family members who are no longer dependent or period of validity of the Withdrawal Agreement residence document and format of cards for frontier workers).

C. **Missing implementing measures meeting the requisite EU law standard**

This matter has been the subject of exchanges between the Commission and the Member State concerned in December 2020 and March 2021. Following the Commission’s intervention, the Member State concerned clarified which of its rules it considers to be implementing measures for the Withdrawal Agreement residence rights provisions.

D. **Access of United Kingdom nationals to healthcare**

This matter has been the subject of exchanges between the Commission and the Member State concerned in April and June 2021 that touched upon issuing the new Withdrawal Agreement residence documents in the uniform format, problems identified with access to healthcare by United Kingdom nationals without the new document, the use of the Withdrawal Agreement residence documents, fees for the new documents and the application procedure for students. Following the Commission’s intervention, the Member State concerned circulated internal guidance and put in place a solution to allow the handling of applications without the need to hold a residence document issued under the Withdrawal Agreement.

E. **Residence in the host State at the end of the transition period and absences**

This matter has been the subject of exchanges between the Commission and the Member State concerned in May 2021 on the situation of United Kingdom nationals who had spent some time in the Member State concerned before the end of the transition period without having started legal residence under Article 7 of Directive 2004/38/EC and who, after having left the Member State concerned, sought to rely on the Withdrawal Agreement. Following the meeting, the Commission provided guidance to all Member States on this issue.

F. **Deadline to leave the host State**

This matter has been the subject of exchanges between the Commission and the Member State concerned on the interpretation of Article 21 of the Withdrawal Agreement in relation to United Kingdom nationals whom the national authorities refused to issue with a residence document under the Withdrawal Agreement as they were unable to evidence that they fulfilled the conditions of the Withdrawal Agreement. Following the Commission’s intervention, the Member State concerned changed its approach and now applies Article 21 of the Withdrawal Agreement in the sense of Article 30(3) of Directive 2004/38/EC.

G. **Rolling out the new residence document**

This matter has been the subject of exchanges between the Commission and the Member State concerned in December 2021 when the Commission raised concerns over the fact that the Member State concerned had not yet started to issue the definitive physical Withdrawal
Agreement residence documents. The Member State concerned replied on 16 March 2022 and confirmed that, since 15 February 2022, it had started notifying United Kingdom nationals residing in some parts of national territory and assured the Commission that the process would be extended to other parts going forward. The Commission continues to monitor the process of issuing the Withdrawal Agreement residence document in that Member State.

External dimension

In 2021, the Commission did not participate in any pending cases before the courts and tribunals of the United Kingdom, in accordance with Article 162 of the Withdrawal Agreement, based on which the Commission may submit written observations in pending cases where the interpretation of the Withdrawal Agreement is concerned.

No request to establish an arbitration panel under Title III of Part Six of the Withdrawal Agreement was made in the reporting period.

b. Measures taken at EU Member States level

The Commission sought the following information from the Member States:

- most relevant instruments in place to implement Part Two of the Withdrawal Agreement;
- most relevant instruments implementing Part Two of the Agreements that were adopted or amended in the last year;
- most relevant domestic jurisprudence from the last year; and
- basic statistical data that show how the Withdrawal Agreement has been applied.

Responses from Member States are included in the Commission Staff Working Document of which this report takes note.

4. Complaints

The Withdrawal Agreement is enforced in the same way as any other instrument of Union law, both by direct action taken by individuals who believe that the national authorities of an EU Member State have not respected the rights they enjoy under the Withdrawal Agreement and by action taken by the Commission.

Information acquired through individual complaints helped to complete information about the implementation of the Withdrawal Agreement and informed measures taken by the Commission services.

a. Solutions at national level

The most effective approach for United Kingdom nationals to enforce their rights is to seek redress at national level, given that public authorities and national courts have the main responsibility for the correct application of the Withdrawal Agreement and can directly resolve individual cases.

In addition to administrative redress procedures, United Kingdom nationals can make an appeal and ask the relevant domestic court to examine their case. The court will examine the legality of the contested national decision (or that no decision was at all made) and whether
the decision was correct and proportionate, by looking into the facts and circumstances on which the decision is based. If the court finds a problem with national law, it can, in many instances, apply the provisions of the Withdrawal Agreement directly. Only national courts have the power, where appropriate, to order national authorities to compensate United Kingdom nationals for losses they have suffered due to a breach of the Withdrawal Agreement.

b. Solutions at EU level
In addition to any action United Kingdom nationals may be pursuing at national level, they can submit a petition to the European Parliament or write to the Commission to file a complaint about any measure (law, regulation or administrative action), the absence of a measure or a practice by an EU country that they think breaches the Withdrawal Agreement.

The Commission’s complaints handling policy is based on Communication on EU law: Better results through better application, including its Annex.

The Commission treats such a complaint in the same way as any other complaint related to Union law. More information on how the Commission treats complaints is available here. Complainants must use the standard online complaint form or download it from the European Commission’s website, fill it in and submit it by e-mail or by post.

The Commission can only take up the complaint if it is about a breach of the Withdrawal Agreement by authorities in an EU Member State. It cannot follow up matters that only involve private individuals or bodies, and that do not involve public authorities.

The Commission action in response to a complaint is unlikely to directly resolve the complainant’s personal situation as the Commission seeks to ensure that the laws and administrative practice of the EU country in question are brought fully in line with the Withdrawal Agreement and are correctly applied.

United Kingdom nationals who find it difficult to find out exactly which provision of the Withdrawal Agreement they think has been breached and what exactly they can do about it can address queries to the Your Europe Advice service, in their own language.

In some cases, they can also submit their case to SOLVIT, a network of national administrations that work together to resolve problems related to the incorrect application of Union law in a cross-border context via co-operation.

The United Kingdom is no longer part of the SOLVIT network and therefore SOLVIT cannot offer its assistance in matters that require co-operation or intervention of some parts of the United Kingdom administration.

However, SOLVIT can offer some assistance to United Kingdom nationals who benefit from rights under the Withdrawal Agreement if their problems have a cross-border dimension and can be potentially solved by the administration of an EU country without any involvement of or contact with the United Kingdom administration. For example, SOLVIT could help United Kingdom nationals residing in an EU country and experiencing problems in a cross-border context with their residence rights or social security rights.
With the partial exemption of SOLVIT, United Kingdom nationals enforcing their rights under the Withdrawal Agreement have the same user experience as they had with their rights under Union law before the end of the transition period.

c. Statistical aspects

In the reporting period, the Commission registered 40 letters as complaints falling under Communication C(2016)8600.

This can be explained by continued involvement of SOLVIT and Your Europe Advice that can resolve problems individual United Kingdom nationals encounter before they feel the need to complain formally to the Commission. Similarly, the Commission’s proactive work with the Member States and its constructive engagement with the United Kingdom authorities within the Joint Committee and the Specialised Committee on Citizens’ Rights and with other external stakeholders helped the Commission to address potential issues of misapplication of the Withdrawal Agreement with Member States at an early stage, before they en masse affect United Kingdom nationals.

The number of complaints received and their breakdown by subject-matter is in Table 1.

**Table 1 – Complaints received in 2021**

<table>
<thead>
<tr>
<th>Area</th>
<th>Overall number</th>
<th>Topic</th>
<th>Number</th>
<th>Subtopic</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chapter 1</td>
<td>36</td>
<td>Rights related to residence, residence documents</td>
<td>21</td>
<td>Refusal</td>
<td>8</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Excessive requirements</td>
<td>9</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Delays</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Format</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Travel and border crossing</td>
<td>7</td>
<td>Stamping of passports</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Delays at the border</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Refusal to issue the visa to family members</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Equal treatment</td>
<td>8</td>
<td>Access to social assistance and benefits</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Access to employment</td>
<td>2</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Access to property</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Driving licences and vehicles</td>
<td>2</td>
</tr>
<tr>
<td>Chapter 2</td>
<td>1</td>
<td>Access to employment</td>
<td>1</td>
<td>Public service employment</td>
<td>1</td>
</tr>
<tr>
<td>Chapter 3</td>
<td>3</td>
<td>Study</td>
<td>1</td>
<td>Pilot students</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Pilot license</td>
<td>1</td>
<td>Recognition of license</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Diploma</td>
<td>1</td>
<td>Diploma issued in a third country</td>
<td>1</td>
</tr>
</tbody>
</table>

No complaint has been registered on Title III (Coordination of social security schemes).

*Handling of complaints*

31 complaints have been already closed.

Out of those complaints:
• 5 complaints were considered as founded but were not pursued further by the Commission;³
• 6 complaints were considered as founded but were solved by other means (*change of regional legislation and change of interpretation by national authorities*);
• 11 complaints were considered as unfounded, given that no violation of Union law was identified in the Commission’s assessment; and
• 9 complaints were considered as unfounded, given that evidence at the Commission’s disposal has not been sufficient to prove that the alleged infringement had actually been committed.

9 complaints were under consideration by the Commission that is seeking to resolve them as soon as possible.

In addition to handling formal complaints, the Commission continued to deal with queries concerning the Withdrawal Agreement implementation in the Member States.

**SOLVIT**

The United Kingdom SOLVIT centre closed on 31 December 2020. Before the end of the transition period, it had been one of the most active centres within the SOLVIT network: the United Kingdom SOLVIT centre handled 24 % of the overall SOLVIT cases in 2020.

In 2021 SOLVIT recorded 111 United Kingdom related cases. These cases relate to problems of United Kingdom nationals in exercising their Withdrawal Agreement rights in EU Member States, but also problems EU citizens experienced in EU Member States in relation to having exercised their single market rights in the United Kingdom.

From these cases, SOLVIT had to reject almost 80 % of the cases (88 cases) as resolution of these cases would have required the intervention of the United Kingdom administration.

Out of 24 accepted cases that could be resolved without any intervention of the United Kingdom administration, 13 cases concerned Chapter 1 (*residence*), 2 cases concerned Chapter 3 (*professional qualifications*), 6 cases concerned Title III (*Coordination of social security schemes*) and 3 cases concerned vehicles and driving licences.

20 cases have been successfully resolved and only three are still pending.

**Your Europe Advice**

In 2021, Your Europe Advice received inquiries from 1443 United Kingdom nationals.

75 % of eligible inquiries concerned Chapter 1 of Title II (*residence*), 7 % of eligible inquiries concerned Chapter 2 of Title II (*workers and self-employed persons*), 0.5 % of inquiries cases concerned Chapter 3 (*professional qualifications*), 13 % of inquiries concerned Title III (*Coordination of social security schemes*) and 4 % of inquiries concerned other issues, such as vehicles and driving licences.

The top three issues concerning residence rights were linked to:

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³ Unless they raise a question of wider principle to be assessed in the general interest, such are complaints on individual cases of incorrect application of EU law where there are insufficient indications of a general practice, of a problem of compliance of national legislation with EU law or of a systemic failure to comply with EU law; and there are appropriate redress mechanisms at the national/EU level.
• rights of family members;
• residence application procedure; and
• visa exemption.

The top three issues concerning workers and self-employed persons were linked to:

• access to employment;
• cross-border self-employed provision of services; and
• cross-border work.

The top three issues concerning co-ordination of social security schemes were linked to:

• old age benefits;
• country of insurance and general management of co-ordination of social security schemes; and
• health care, sickness or maternity benefits.