

Continental Drift

Understanding advice and information needs
for A8 migrant workers in Scotland

*based on the evidence of Citizens Advice Bureau
clients across Scotland*



by Helen Crowley

2008





Continental Drift:

Understanding advice and information needs for A8 clients in Scotland

Citizens Advice Scotland and its 71 CAB offices form Scotland's largest independent advice network. CAB advice services are delivered through 199 service points throughout Scotland, from the islands to city centres.

The CAB service aims:

to ensure that individuals do not suffer through lack of knowledge of their rights and responsibilities, or of the services available to them, or through an inability to express their need effectively

and equally

to exercise a responsible influence on the development of social policies and services, both locally and nationally.

The CAB service is independent and provides free, confidential and impartial advice to everybody regardless of race, sex, disability or sexuality.

By Helen Crowley

Citizens Advice Scotland
Spectrum House, 2 Powderhall Road
Edinburgh EH7 4GB
Telephone: 0131 550 1000
Fax: 0131 550 1001
Email: info@cas.org.uk
Web: www.cas.org.uk

The Scottish Association of Citizens Advice Bureaux - Citizens Advice Scotland
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Executive summary and recommendations

1. The aim of this research was threefold: to obtain a demographic profile of CAB clients from the Accession 8 (A8) countries; to determine the nature and extent of their contact with bureaux; and to assess the impact of this new client group on the work of bureau advisers. The research findings are intended to help Citizens Advice Scotland (CAS) better understand the interface between this new client group and the capacity and ability of bureaux to deal with their needs. The research will contribute to the evidence base on new migrants in Scotland and inform CAS's policy recommendations.
2. Research evidence was gathered quantitatively using a client profile survey of 251 A8 clients who accessed the 13 bureaux that self selected to participate in the research. Advisers from these 13 bureaux from both rural and urban areas of Scotland completed a questionnaire that sought both quantitative and qualitative responses. A third element of the research was ten structured interviews involving clients from across these bureaux, and this qualitative data was complemented by anonymised case studies which further supplemented the evidence. The research was conducted from 1st November 2006 to 31st January 2007 and 4th April to 18th May 2007 respectively.

Key findings

Demographic and social profile

3. The A8 client group was markedly younger than the general Scottish population (61% compared with 27.7% of 25-44 year olds) and had a higher rate of employment (79% compared with 76.5%). The majority came from Poland (73%) and were made up of roughly equal numbers of women and men. Just over half (51%) lived in private rental accommodation.
4. The majority of A8 clients were in work (79%) and most worked full time (69%). Of those participating in the research 11% were unemployed at the time of research. Participants predominantly worked in four sectors: hospitality and catering (25.2%); administration and business and managerial services (19.1%); agricultural (18.2%) and food processing (12.4%).
5. The majority of A8 clients were married or living as a couple (48%) but 38% were single. Most had no children (52%) and 22% had at least one child.

6. The profile of rural clients was different to that of urban clients. In rural bureaux there were more couples with children (45%) compared with 37% of urban clients. There was a significantly larger group of 18-24 year olds (29%) attending rural bureaux but only 18% of this age group accessed urban bureaux. There were more A8 clients with diverse language needs in the rural bureaux. The majority were Polish (64%) but there were more rural clients from Latvia (16%), Hungary (8%) and the Czech Republic (7%). More women access rural bureaux and 44% of enquiries were concerned with benefit issues as opposed to 14% with employment issues. The respective figures for urban bureaux were 29% and 31%. Almost half (45%) of A8 clients in rural areas had at least one dependent child and over a third (37%) had care responsibilities for children compared with 17% of urban clients.

The type and extent of A8 respondents' advice needs

7. In-work benefits such as working tax credits made up just over a third of respondent queries (36%), followed by employment queries which accounted for 23% of advice sought. Immigration issues were the third largest type of enquiry raised by 11% of the respondents. Advice needs of A8 clients were complex and included tax related enquiries and housing problems which accumulatively accounted for 15% of the enquiries.
8. Problems encountered by A8 nationals related to the processing and administration of in-work benefits and the proper administration and payment of wages.
9. Clients' registration with the Worker Registration Scheme and its administration were a significant component of advice needs.
10. Language difficulties and problems of communication contributed to the time involved in the presentation and resolution of A8 enquiries.

The frequency of A8 respondents' contact with bureaux

11. 251 respondents raised a total of 449 enquiries in the research period. Nearly half (48%) of all respondents discussed two or more problems per visit and subsequent visits for further assistance were undertaken by 20% of the respondents within the three month research period.
12. The most common benefit related enquiries involved working and child tax credits. In the main clients were eligible for these benefits but experienced difficulties applying for, and then tracking, the progress of their claims. These difficulties were exacerbated by language problems and the combined effect of these circumstances necessitated return visits to bureaux.

The impact of advice giving to A8 respondents

13. Most advisers (85%) were aware of the specific impact of increasing numbers of A8 clients on their workload. Language and communication issues were the major challenge encountered in advice provision to the new client group. 83% of advisers felt that, in conjunction with the mix of advice needs of the group, communication issues made dealing with A8 clients particularly time consuming.
14. Most advisers thought that interpreting and translation services needed to be improved and made more available and accessible.

Recommendations

15. It is clear from the research that a range of measures are needed to address the problems faced by this growing group of A8 clients. The impact of the group on advice delivery and on bureaux resources can also be alleviated by strategic intervention. Based on the results of this research, CAS makes the following recommendations:

Government policy changes

- The Worker Registration Scheme (WRS) should be revised to reduce the vulnerability of A8 workers to destitution because of unemployment, particularly given that many workers are employed in seasonal work. Account should also be taken of evidence suggesting that the cost of registration is prohibitive
- Employment law and legislation should be revised in light of the weaknesses that allow for a range of exploitative practices to be exercised by employers of migrant workers
- The Scottish government devise employment policies to enable A8 workers to gain employment beyond the sectors in which they are currently concentrated and to develop and enhance their skill base
- The UK government ensures that administration procedures for processing benefit claims is reasonable and efficient so that A8 nationals who are entitled to claim do not face delays, often experiencing financial difficulties in the intervening period
- In view of the demographic profile of A8 clients the Scottish government makes particular effort to develop comprehensive provision for settlement which takes account of the complex factors of A8 migration to Scotland. This should include language provision across the range of service providers dealing with families, the work/life balance and the career progression and employment paths of A8 workers who are mothers.

Information needs

- The UK and Scottish governments should ensure that there is accurate and regularly updated information and guidance available to statutory and non-statutory services likely to be accessed by A8 nationals. Information regarding entitlements and the rights of A8 nationals should be made available in all A8 languages
- The UK government advertise the WRS more widely. It should be targeted at A8 nationals and employers to limit mismanagement of the scheme and prevent new arrivals from unwittingly working illegally and jeopardising their access to entitlements and employments rights
- The Scottish government undertakes to obtain accurate data on A8 nationals in Scotland by financing and ensuring organisations improve monitoring of A8 nationals similar to black and minority ethnic group monitoring, to enable better understanding of the dynamic service and advice needs and experiences of A8 nationals across rural and urban sectors
- The Scottish government continue to support A8 nationals arriving in Scotland through its Fresh Talent initiative by providing more information guides and links to relevant resources on its website in all A8 languages. Improved and accessible government information should be made available in the country of origin and in the UK to ensure a greater degree of understanding of the complexities of many UK systems.

Financial support

- The UK and Scottish government commission research to extend understanding of the dynamic and changing character of A8 migration into Scotland
- The UK government fund comprehensive provision of English language classes for A8 migrants, including classes targeted at full time workers
- The UK and Scottish governments should fund comprehensive facilities to meet the language needs of both bureau advisers and A8 clients
- The UK and Scottish governments should fund a multisided and multilingual advertising campaign on the availability of advice from bureaux across the country and extend specific funding to bureaux to accommodate this new client group
- The UK and Scottish governments should fund special volunteering programmes for A8 nationals to work in bureaux which includes training in interpreting and translation skills.

Introduction

16. Citizens Advice Scotland (CAS) is the umbrella organisation for Scotland's network of 71 Citizens Advice Bureau (CAB) offices. These bureaux deliver frontline services through 199 service points throughout the country, from the city centres of Aberdeen, Dundee, Edinburgh and Glasgow to the Highlands, Islands and rural Borders communities.
17. This research was conducted to provide information that will help CAS to understand the profile of A8 nationals¹ who accessed CAB services in Scotland and understand the specific impact of this client groups on the work of bureaux. It complements an earlier briefing on the types of problems experienced by A8 nationals accessing CAB services.² By contributing to the evidence base on recent immigration the research will help to inform and influence policy decisions relating to new migrants in Scotland.
18. The data collection period was from 1st November 2006 to 31st January 2007. 13 bureaux across Scotland took part in collecting the data. Full details of the research design are included in Appendix 1.
19. This report is based on data relating to 251 CAB clients from the A8 nations. Quantitative data was gathered from a client profile survey (Appendix 2) to establish demographic information, and bureau surveys of the types of advice queries and the frequency of visits by A8 clients (Appendix 3 and 4). A further questionnaire was sent to advisers in April 2007 concerning the extent and duration of their contact with A8 clients (Appendix 5).
20. The quantitative data was supplemented by qualitative material on bureau workers' views on the advice and policy changes called for by the specific needs of A8 clients (Appendix 5). Anonymised A8 client case studies from the CAS feedback system selected by bureaux as illustrative of wider issues were also used in the research. Ten structured interviews with A8 clients from bureaux participating in the research were undertaken.
21. The overall aim of the research was to investigate A8 nationals and the nature and extent of their contact with bureaux services across Scotland.
22. The objectives of the research were to:
 - Establish a demographic and social profile of A8 respondents
 - Highlight the type and extent of A8 respondents' advice needs
 - Determine the frequency and impact of A8 respondents' contact with bureaux.

¹ A8 nationals refer to individuals from Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Slovakia and Slovenia.

² CAS. Migrant Workers. 2006.

Background to the research

Recent migration

23. Contemporary migration flows are increasingly socially and geographically diverse, giving rise to super diversity in receiving countries.³ Cheap international travel and global communication provides migrant workers with a greater and more flexible mobility in responding to labour demands across the advanced post industrial economies. Contemporary migration is also characterised by increasing numbers of women migrants working in the service sector in the developed economies, including in domestic and care work. This has altered patterns of settlement as men and children follow women to settle in destination countries. Cheap travel has also altered patterns of migration and these now include serial migration, return migration and remigration.⁴
24. Declining fertility and increasing longevity has given a strategic significance to inward migrations in many parts of Europe. Migration settlement is significant for population growth and this is particularly true for Scotland. However the altering patterns of migration - remigration, return migration and serial migration - more and more come to influence settlement strategies and settlement arising out of migration, cannot be assumed.⁵ Migration is increasingly managed by governments but migrants are more able than in the past to exercise a degree of choice about the place and duration of settlement.⁶
25. Traditionally, migration within the EU has been low. EU enlargement altered this trend when unemployment generated by economic restructuring in A8 countries prompted migration to those countries that did not restrict access. EU 15 member states were permitted to limit free movement from accession countries for up to seven years after enlargement. Britain, along with Sweden and Ireland introduced transitional arrangements to facilitate migration from the A8 countries in 2004.
26. In the UK the Worker Registration Scheme was set up to integrate workers from the accession countries. The scheme included a 30 day registration period following arrival, and a £90 registration fee. Failure to register after 30 days generated a status of illegal worker. Registered work allowed access to certain benefits and twelve months continuous registered work enabled A8 citizens to

³ Vertovec, S. (2006) '*The Emergency of Super-Diversity in Britain*', Working Paper No 25, Centre for Migration, Policy and Society, Oxford University

⁴ Hugo, G. (2005) *Migrants in society: diversity and cohesion*, Global Commission on International Migration, www.gcim.org

⁵ Morokvasic, M 'settled in mobility': engendering post-wall migration in Europe Feminist Review 77, 2004

⁶ Boswell, C. (2005) *Migration in Europe*, Global Commission on International Migration, www.gcim.org

gain an EEA registration certificate giving them the same rights as a UK worker. A8 nationals working legally before 2004, along with self-employed individuals or those running a business were not required to register with the WRS, nor were students or self-sufficient individuals.⁷ The WRS did not include the facility to deregister, either by leaving the employment for which A8 nationals first registered, or by leaving the UK.

27. Prior to EU enlargement in 2004, the UK government amended the 1996 Housing Act. The amendment restricted the ability of A8 nationals to apply for social housing and prevented local authorities in England and Wales from providing homelessness services to this group. Housing is a devolved matter in Scotland, and the legislation was not amended. The Housing (Scotland) Act 2001 therefore, outlined local authorities' duty to assist in housing A8 nationals if they found themselves homeless. There has, however, been much confusion across Scotland over local authorities' responsibilities to provide homelessness assistance to A8 nationals.
28. Initial Home Office estimates of A8 migrant numbers were of a projected annual flow of 13,000,⁸ but by June 2007 there had been a total registration of 682,940 A8 workers, 15 times the original estimate.⁹
29. A major study of migrants from East and Central Europe before and after the formalisation of enlargement (May 1 2004), found that the new arrivals in the UK worked long hours for low pay and experienced poor housing and overcrowding. This, combined with limited understanding of UK regulations, constituted them as a particularly vulnerable group of workers.¹⁰
30. Concerns about population decline and skill shortages prompted the then Scottish Executive to launch the Fresh Talent Initiative in 2006 to attract and retain educated workers and students to Scotland. In this context recent immigration has been welcomed and the Fresh Talent Initiative created a distinctive approach to immigration. The Fresh Talent website actively encourages A8 nationals to come to Scotland and is translated into Polish but not other A8 languages.¹¹
31. The requirement for unskilled and seasonal workers in Scotland is also significant however and much of this demand has been met by A8 workers. A recent breakdown of the distribution of A8 workers in the economy shows that many migrants are working in traditional semi and unskilled jobs. Hospitality and catering account for the employment of a quarter of all A8 nationals and agriculture, food processing, construction and retail for over 50%.¹²

⁷ Symanski, A. UK Immigration overview presentation. Scottish Federation of Housing Associations. 2007.

⁸ 'Flood of Workers from Europe prompts Policy Review' The Scotsman 23 August 2006

⁹ Home Office/Border & Immigration Agency. Accession Monitoring Report A8 countries. May 2004 – June 2007. Crown Copyright. 2007.

¹⁰ Spencer S et al The experiences of Central and East European migrants in the UK, JRF May 2007

¹¹ Scotland is the Place. Welcome to Scotland website. www.scotlandistheplace.com

¹² (Home Office/Border & Immigration Agency. Accession Monitoring Report A8 countries. May 2004-June 2007. Crown Copyright 2007).

32. Recent evidence suggests that many A8 workers working in semi skilled and unskilled jobs in Scotland, worked in skilled jobs in the country of origin.¹³
33. The most recent report on A8 migrant flows to the UK suggested that 30,000 fewer migrants arrived in the UK in the second half of 2007 as did in the second half of 2006. Moreover they estimate that half of those who came have already left and this is evidence of a different pattern of migration to previous influxes.¹⁴ Notwithstanding these reports the monitoring of recent immigration flows from accession countries remains inadequate and data is limited on the experiences of A8 migrants and their strategies of settlement.

A8 immigration

34. A8 nationals are employed in a variety of employment sectors. The table below outlines the cumulative percentage of registered workers across employment sectors in the UK between May 2004 and June 2007.

Table 1: Employment sector and cumulative percentage of registered workers across the UK

Employment Sector	Percentage of registered workers
Administration, Business and Managerial Service	38.6%
Hospitality and Catering	20%
Agricultural Activities	11%
Manufacturing	7.5%
Food/Fish/Meat processing	5.1%
Health and Medical Services	4.7%
Retail and Related Services	4.5%
Construction and Land Services	4.2%
Transport	2.8%
Entertainment and Leisure Services	1.6%

¹³ Blake Stevenson A8 Nationals in Glasgow, Report commissioned by Glasgow City Council, May 2007

¹⁴ Pollard, N et al Floodgates or Turnstiles? Post EU enlargement migration to (and from) the UK ippr report May 2008

A8 immigration to Scotland

35. According to Home Office data, 52,405 A8 registered workers have settled in Scotland to June 2007.¹⁵ 29,140 national insurance numbers have been allocated to A8 nationals during 2006/07, with the highest number in the cities of Glasgow, Edinburgh and Aberdeen respectively, but also significant numbers of registrations are occurring beyond the main urban conurbations, for example, in the Highlands and Perth and Kinross.¹⁶
36. A8 nationals are an important part of the workforce across Scotland in a variety of sectors. The table below outlines the sectors which A8 nationals have been employed from May 2004 – June 2007.¹⁷

Table 2: Employment sector and cumulative percentage of registered workers across Scotland

Employment Sector	Percentage of registered workers
Hospitality and Catering	25.2%
Administration, Business and Managerial services	19.1%
Agricultural Activities	18.2%
Food/Fish/Meat processing	12.4%
Construction and Land services	7.3%
Manufacturing	6.5%
Health and Medical Services	4.2%
Retail and Related Services	3.1%
Transport	2.7%
Entertainment and Leisure Services	1.3%

37. There is further evidence from local level research across Scotland that A8 nationals are filling jobs in semi-skilled or non-skilled occupations in hospitality and catering, as well as the agricultural and food processing sectors. Often employers are unable to fill vacancies in long hour, low wage jobs from the local labour supply.¹⁸ In some areas in Scotland, A8 nationals are seen as a permanent solution to local labour shortages.¹⁹

¹⁵ Home Office/Border & Immigration Agency. Accession Monitoring Report A8 countries. May 2004 – June 2007. Crown Copyright. 2007.

¹⁶ Department for Work and Pensions: National Insurance Number Allocations to Overseas Nationals entering the UK. http://www.dwp.gov.uk/asd/asd1/niall/nino_allocation.asp

¹⁷ Home Office/Border & Immigration Agency. Accession Monitoring Report A8 countries. May 2004 – June 2007. Crown Copyright. 2007.

¹⁸ Communities Scotland: The Tayside Migrant Labour Population: Scale, Impacts and Experiences. 2006.

¹⁹ Communities Scotland: A Study of Migrant Workers in Grampian. 2007.

38. Many A8 nationals have reported that they are working long and irregular hours in jobs in which they are often overqualified. There are barriers to improving employment chances due to English language difficulties, and qualifications and training achieved overseas are often unable to be satisfactorily equated to UK qualifications.

Vulnerabilities of A8 nationals

39. The dynamic nature of immigration and on-going reforms in UK immigration legislation makes it difficult for organisations to provide up to date information to A8 nationals. Their entitlements and rights can be misunderstood and ignored and this can increase their vulnerability.

40. Recent research on A8 migrants has found:

- Often A8 nationals' rights are being flouted (Citizens Advice Scotland²⁰ and Citizens Advice England and Wales²¹)
- A8 migration has had a positive impact on the UK economy but local authorities, voluntary organisations and employers need to work together to tackle entitlements problems encountered by new arrivals²²
- Many migrants arrive with a lack of practical information about the conditions attached to their immigration status and are uncertain about where to obtain advice and information about their right to work²³
- In Scotland as elsewhere the economic benefits of this workforce^{24 25} combine with barriers such as lack of understanding of employment rights, benefit entitlement and housing issues, as well as a lack of access to English language classes, interpreting and necessary information on a wide variety of topics.^{26 27}

²⁰ Citizens Advice Scotland: Migrant Workers. 2006

²¹ Citizens Advice England and Wales: Supporting Migrant Workers in Rural Areas: A guide to Citizens Advice Bureaux' initiatives.

²² Audit Commission: Crossing Borders: Responding to the local challenges of migrant workers 2007

²³ Spencer, S et al The experience of Central and Eastern European migrants in the UK, Joseph Rowntree Foundation, May 2007

²⁴ Scottish Economic Research. Tayside Migrant Labour Population study. University of Abertay. 2006.

²⁵ CoSLA Refugee and Asylum Seekers Consortium. The Impact of A8 Migration in Scotland. Briefing Paper. 2006.

²⁶ UHI PolicyWeb and the National Centre for Migration Studies: Highlands and Islands Enterprise: Migrant Workers in the Highlands and Islands. 2006.

²⁷ Communities Scotland. A Study of Migrant Workers in Grampian. 2007.

Organisational responses to A8 nationals in Scotland

41. Many local authorities have published their own 'Welcome Packs' or similar initiatives to provide local information about the area, employment advice, housing information and signposting for other local services for A8 migrants. Some welcome packs have been produced in a variety of A8 languages²⁸ recognising the diversity of A8 nationals in their local areas.²⁸
42. Voluntary organisations have highlighted a variety of issues with which A8 nationals have experienced difficulties.²⁹ Housing issues in Scotland have been highlighted by a number of organisations where evidence has suggested that there are discrepancies and misunderstandings related to guidance around providing housing and homelessness assistance for A8 nationals.³⁰
43. Trade unions, such as the newly formed Unite, have organised forums and evening clinics across Scotland to highlight their role in providing information and representation for A8 nationals regarding their employment rights.
44. Partnership approaches have developed in local areas between organisations and these are likely to increase as information sharing and joint working becomes conducive to providing A8 nationals with appropriate services.

²⁸ For example a number of the 32 Scottish Local authorities have produced welcome packs such as Angus council www.angus.gov.uk; Aberdeen City Council www.aberdeencity.gov.uk and Glasgow City Council www.glasgow.gov.uk to name a few.

²⁹ CAS: Migrant Workers. 2006.

³⁰ Coote, D. Homeless A8 migrants – The Scottish Experience. Scottish Council for Single Homeless; Collins, M: Housing, Work and Welfare Experiences of New migrants in Scotland. Door Step Equal Access. 2007.

The demographic and social profile of A8 respondents

Summary of key points:

- Of the 251 respondents, 73% were Polish, accounting for the largest number accessing bureaux services in Scotland

Research respondents were most likely to be young women and men:

- Aged 25-44
- Married or living as a couple
- With no dependant children
- In full time employment
- Living in private rented accommodation

There was a difference between clients accessing rural and urban bureaux:

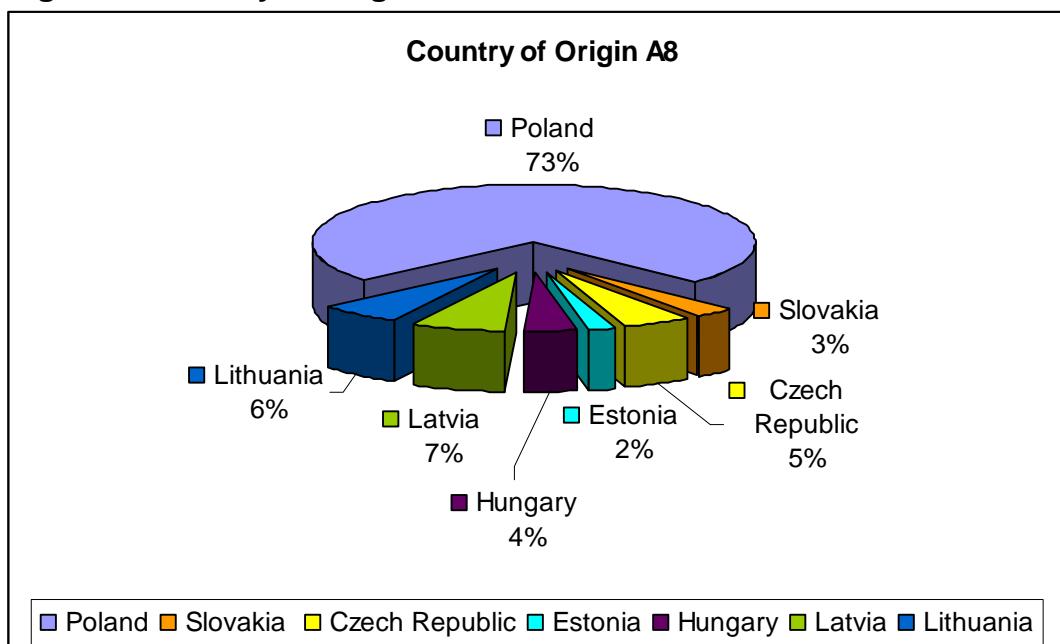
- Rural bureaux clients were more likely to have children
- More women than men accessed rural bureaux
- More rural bureaux clients were likely to have care responsibilities
- More 18-24 year olds accessed rural bureaux

45. The profile characteristics of the respondents were examined in terms of country of origin, gender, age, marital status, dependant children and care responsibilities, employment status and housing tenure. Where possible, the characteristics of the respondent group are compared with that of the general CAB clients in Scotland³¹ or with statistical information extracted from national data sources such as the Home Office Accession Monitoring reports, to understand A8 nationals across Scotland in more detail.

³¹ Information obtained from the CAB Social Profiling Report 2003 – 05, Citizens Advice Scotland, 2006.

Country of Origin

Figure 1: Country of Origin



46. The vast majority of A8 clients accessing Scottish bureaux between November 2006 and January 2007 were Polish (73%). This concurs with the WRS data that states that Polish migrants make up the largest group of migrants to the UK since 2004.³² This is unsurprising given that Poland has one of the highest population densities of the new Accession State nations. Across Scottish bureaux all A8 nationals are represented except nationals from Slovenia. A8 nationals from Latvia (7%), Lithuania (6%) Czech Republic (5%), Hungary (4%), Slovakia (3%) and Estonia (2%) accessed CAB from 1st November 2006 to 31st January 2007.
47. There were marked differences in the nationality of A8 clients accessing bureaux in different areas.

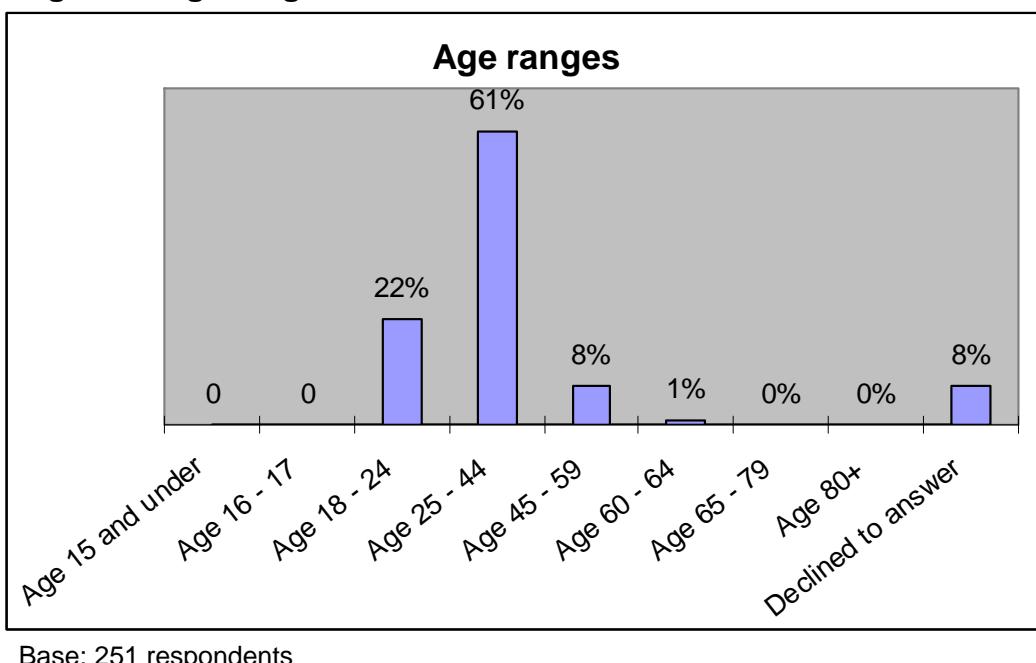
Country of Origin	Urban	Rural
Czech Republic	4%	7%
Estonia	3%	0%
Hungary	1%	8%
Latvia	1%	16%
Lithuania	7%	3%
Poland	79%	64%
Slovakia	4%	2%

37 General Records Office, Scotland (GROS) Estimated Population by Age and Sex June 2006
www.gro-scotland.gov.uk

48. A lower proportion of A8 clients accessing rural bureaux were Polish (64%) compared with clients in urban areas (79%), although Polish clients were still easily the most common nationality. However, there were relatively large numbers of Latvian (15 clients – 16%), Hungarian (8%) and Czech (7%) clients accessing rural bureaux compared with those in urban areas.

Age

Figure 2: Age range



49. The majority of these clients (61%) were aged 25 to 44 and just over a fifth (22%) were aged 18 to 24. Under one tenth (8%) were aged 45 to 59. There were few clients in the 60 to 64 year age range (1%).
50. Clients in rural areas tended to be younger than their counterparts accessing bureaux in urban areas. Almost a third (29%) of clients accessing bureau in rural areas were under the age of 24.
51. A8 clients were significantly younger than the Scottish population.

Table 3: Age comparisons

Age Group	A8 research respondents %	Scottish population: - aged 18 – 64 ³³
18 – 24	22%	9.25%
25 – 44	61%	27.7%
45 – 59	8%	20.6%
60 – 64	1%	5.4%
Declined to answer	8%	n/a

Base: 251 respondents

52. 83% of A8 clients were between the ages of 18 – 44. This could have significant consequences for the Scottish birth rate if A8 migrants settled permanently in Scotland. It is known however that employment, not settlement, is a primary reason for migration. These CAB statistics match national figures showing that A8 nationals are young and 92% of those applying to the Worker Registration Scheme are under the age of 45.³⁴

Gender

53. There were equivalent number of males (50.2%) and females (49.8%) in this research group. This differs slightly from the general Scottish population proportions for 18 – 65 year olds of 47% males and 53% females.³⁵ Home Office statistics on Worker Registration Scheme (WRS) applications between May 2004 and June 2007 suggest that there was a higher ratio of male to female applicants – 59:41.³⁶ This suggests that more women have come to live in Scotland.
54. There was a higher proportion of females (56%) than males (44%) accessing rural bureaux, compared with urban bureaux where more male A8 clients (54%) attended than females (46%).

³³ General Records Office, Scotland (GROS). Estimated Population by Age and Sex. June 2006. www.gro-scotland.gov.uk

³⁴ Accession Monitoring Report: May 2004 – June 2007. Home Office and Border and Immigration Agency. Crown Copyright, 2007.

³⁵ General Records Office, Scotland (GROS). Estimated Population by Age and Sex. June 2006. www.gro-scotland.gov.uk

³⁶ Home Office Border and Immigration Agency: Accession Monitoring Report A8 countries: May 2004 – June 2007. Crown Copyright 2007.

Marital Status

Table 4: Marital status

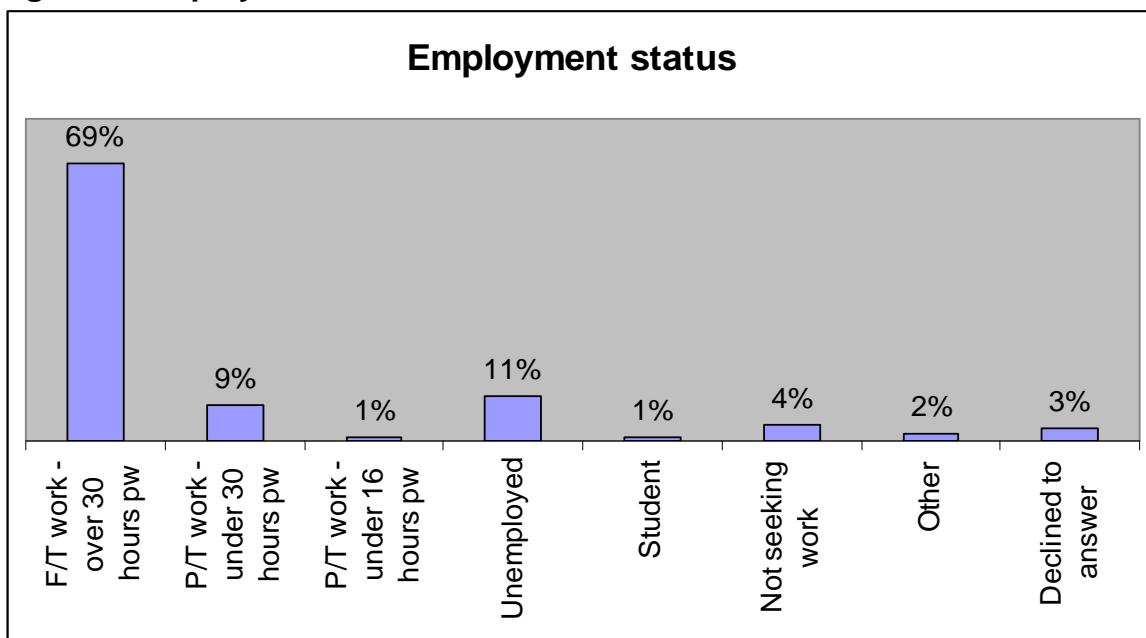
Marital status	A8 research respondents %
Single	38%
Married/Living as a couple	48%
Divorced/Separated	7%
Widowed	>1%
Other	2%
Declined to answer	5%

Base: 251 respondents

55. The majority of the A8 research respondents stated they were married or living as a couple (48%). This was the case for both urban and rural bureaux. Over one third of respondents were single (38%) and more single clients visited rural bureaux.
56. The Worker Registration Scheme does not collect details of marital status of those registering with the WRS. However, it states that the vast majority of the workers are young and the implication is that they are also single. Whilst the A8 bureaux clients in this research were also young they were more likely to be married or living as a couple than single.

Employment

Figure 4: Employment status



Base: 251 respondents

57. The majority (79%) of all A8 respondents were in employment. Of these, more than two thirds (69%) were employed full-time and 10% were in part-time employment.
58. Most A8 nationals in the UK work and information from the Home Office states that 97% of workers who applied to the WRS applied to work full-time.³⁷
59. Within the A8 research group, it can be shown that there are gender differences related to employment status, with more males being in employment than females (75% compared to 63% respectively). Scottish national statistics echo this trend with more males (57%) than females (47%) employed.³⁸
60. The female respondents were 5 times as likely to be in part-time employment as the male respondents. This may be due to female respondents being more likely to have care responsibilities for children although part-time work was distributed equally between rural and urban bureaux A8 clients.
61. It was not a condition of the research to collect information regarding types of employer or ascertain if the respondents had completed 12 months of full WRS registration.³⁹ It is notable from the A8 respondents' employment figures that 11% were unemployed between 1st November 2006 and 31st January 2007. There may be a number of reasons for this.
62. The types of employment sectors in which A8 nationals are likely to be employed such as hospitality and catering, agriculture and food processing have seasonal fluctuations and result in a higher incidence of temporary unemployment. The research period coincided with the low season for many jobs undertaken by A8 clients and this could have contributed to the unemployment rate recorded.

A Polish woman, who had worked in hospitality in Scotland for several years, went to Poland for her annual holiday. When she returned she was told her job had finished and there was no work for her.

³⁷ Accession Monitoring Report: May 2004 – June 2007. Home Office and Border and Immigration Agency. Crown Copyright, 2007.

³⁸ Scottish Household Survey: Random Adult Economic Status by Sex. 2003/04.

www.scotland.gov.uk/topics/statistics

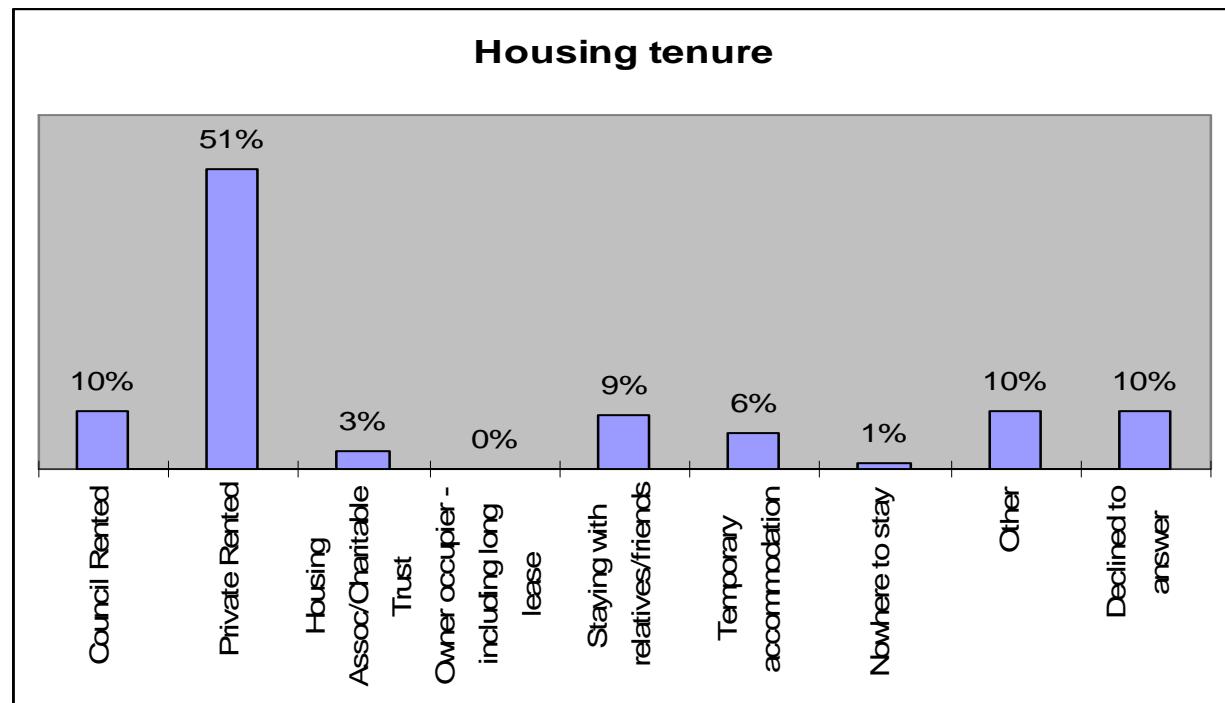
³⁹ Full WRS status refers to 12 months continuous employment, but if an A8 national leaves or loses their employment they have 30 days to find alternative employment in order for it be classed as continuous employment. This then gives the A8 nationals full rights to access welfare benefits.

'We came back with no my husband because he left in Poland for next two or three weeks. I didn't know that I will not get any hours at my work. So I came to the hotel, I went to the hotel and I told hello, hello, I'm back. So can I get my job, you know the hotels are usually closed but during the wintertime we paint or renovate something or clean or changing the fabrics on the chairs. And she told me that she can't give me a job. I said sorry but I'm just with my son, I live in the house, I have my bills and you can't tell me just now that I have no job. You should tell me before my going on my holiday. You should, but she didn't.'

63. The transitional measures imposed on A8 nationals ends registration after three months unemployment. This makes A8 citizens particularly vulnerable when working in seasonal work.

Housing Tenure

Figure 5: Housing tenure



Base: 251 respondents

64. Over half (51%) of all A8 respondents were living in private rented accommodation. Evidence from Scottish bureaux shows that rentals for migrant workers can be expensive and in poor condition. A8 nationals can be vulnerable to exploitation by landlords and be unwilling or unable to complain about the standard of rented accommodation. Accommodation tied to employment can expose people to vulnerability or homelessness when employment ends.⁴⁰

An older woman with grown up children has been working in a fish factory in Scotland for several years. Her two sons were visiting Scotland and intended to join her permanently. She was very happy in Scotland. However her accommodation was a two bedroom flat which she shared with another tenant. There were two beds in her room and the second bed was let out to different people without prior notification to her.

'And now it's no good to me because it's... I lives cottage two room... second... one room... two room is two bed. Maybe I'm tonight come back my room, maybe second bed new woman. Sometimes one week, three months, sometimes I'm one month self lives. Second room lives English man. Here now he go play golf and there are two night Scottish man. It's dining room, kitchen, bathroom, he too... for me, no problem, landlord he business. Only sometime I'm very... no good. Maybe bus station. One, two, three.'

65. In some areas, there were fewer respondents living in council rented accommodation (10%) or living with relatives or friends (9%). None of the A8 respondents were owner occupiers although two of the interviewees were in the process of buying a house. This housing profile may, in part, be due to A8 nationals not intending to settle long term in Scotland. It may also be more difficult for A8 nationals to access council rented accommodation in many areas across Scotland, due to social housing shortages⁴¹, or indeed to secure a mortgage due to their lower than average income levels.
66. Seven percent of all A8 respondents, 17 people in total, either were living in temporary accommodation or had nowhere to stay. Similarly with claiming benefits, there are complicated rules regarding the housing systems in the UK which A8 nationals may not be aware.

⁴⁰ Migrant Workers: CAS briefing paper 21. 2006.

⁴¹ Coote, D: Homeless A8 migrants – The Scottish Experience: Scottish Council for Single Homeless. 2006.

Strategies of settlement, dependant children and care responsibilities

67. Bureaux across Scotland have reported that some A8 nationals are here to work in Scotland for a short time and then return home to their families. Home Office⁴² data on the length of stay suggests that over half (56%) of all A8 nationals intend to stay for less than three months.
68. Some bureaux however reported of A8 nationals remaining in Scotland and being joined by their partners and/or families. There is likely to be a correlation between actual length of stay in Scotland and the increased likelihood of partners and/or families joining the individual who is already residing in Scotland.⁴³
69. Of the ten structured interviews with A8 clients, nine involved clients who had settled as a family in Scotland, either through family reunion or marriage in Scotland. In four cases the women had migrated first and were subsequently joined by their families. One older woman was in the process of being joined by her adult children who were coming to settle. An older man, who had followed his adult children who were living in Scotland and Ireland, had himself married and started a new family. Another young Polish couple were about to start a family and a young Polish woman had married an Irish man and settled in Scotland.
70. The young interviewee who planned to return to Poland said it was because of her dissatisfaction with working in unskilled jobs.

‘Because I don’t think enough strong to stay and to do...Maybe I will be looking for a different kind of job, because it’s quite difficult when you have a good standard of life but you do something below your qualifications.’

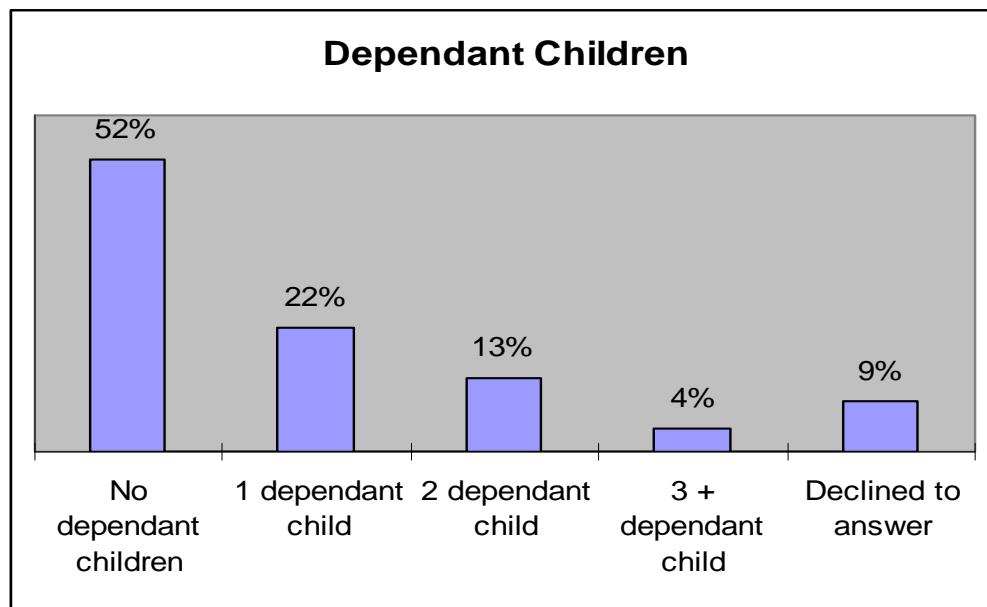
71. This was echoed by a woman who had decided to stay because her son had settled in school with considerable ease due to the support provided by the school. Her work life however was much less satisfactory. She was a qualified social worker in Poland and had managerial experience working in a Polish hospital. In Scotland she worked in a hotel.

⁴² Accession Monitoring Report: May 2004 – June 2007. Home Office and Border and Immigration Agency. Crown Copyright, 2007.

⁴³ Ross and Cromarty Citizens Advice Bureau: Migrant Worker Project Annual Report, 2006. Mhairi Wylie.

'As I told you before everything is because of the job, on a lowest job. Everything. And maybe the conflicts and not understand altogether it's because of the lowest level which we do now. It's not just between Scottish and Polish... In Poland it's exactly the same and you get worst job. ...I remember my work that it was really different. Everyone respected each other and communicate in very nice way and use not bad words.'

Figure 3: Dependant Children



72. Of the A8 clients, 52% had no dependant children. 22% had 1 dependant child, 13% had 2 dependant children and 4% had 3 or more dependant children. It can be seen that 39% of the A8 respondents had dependant children.
73. Although roughly equally numbers of clients in urban and rural bureaux were couples, A8 clients accessing bureaux in rural areas were more likely to have dependant children than those in urban areas. Almost half (45%) of A8 clients in rural areas had at least one dependant child, compared with 37% in urban areas.
74. It cannot be assumed however that the A8 respondents necessarily have their dependant children living with them in Scotland. Bureaux evidence suggests that some clients may be supporting children in their country of origin, although it appears to be less common for a couple who are living in Scotland to be doing so.⁴⁴

⁴⁴ Ross and Cromarty Citizens Advice Bureau: Migrant Worker Project Annual Report, 2006. Mhairi Wylie.

75. In the client group overall, 63 (25%) of the A8 respondents reported that they have care responsibilities for children which suggests that children are residing with the respondents in Scotland. In contrast, the WRS figures suggest that only a small minority (4%) of registered workers who applied between May 2004 and June 2007 had dependants living with them in the UK.⁴⁵
76. A8 clients accessing bureaux in rural areas were much more likely to have care responsibilities for children than those in urban areas. Over a third (37%) of A8 clients in rural areas had care responsibilities for children compared with 17% of those accessing bureaux in urban areas. This could suggest that clients in rural areas are more likely to have either brought their family to the UK, reunited with their families or established a family in Scotland although this cannot be confirmed in this study.

A young Polish woman initially came to Scotland as a student and returned later when she got a job in a fish factory. She met an Irish man who also worked in the factory and they lived together after she became pregnant. She was refused a risk assessment by her employer and left after seven months because of a chemical accident in the factory which was dangerous for her pregnancy. She and her partner were allocated a housing association house before the birth of her baby and she received excellent support from the NHS which included related health literature in Polish. She now looks after the baby full time but wanted to get a better job 'that I can return to' after having a second baby.

77. It will be shown in the next section of this report that A8 respondents had been increasingly enquiring about entitlements to welfare benefits, notably in-work benefits and child benefit.⁴⁶ This suggests that A8 respondents are becoming more established in Scotland and have 'right to reside' status.

⁴⁵ Accession Monitoring Report: May 2004 – June 2007. Home Office and Border and Immigration Agency. Crown Copyright, 2007.

⁴⁶ Child benefit is a non-means-tested, non-contributory benefit paid to a person who is responsible for a child or young person. Benefit is paid for each child under the age of 16 and for each young person up to the age of 20 who meets specific qualifying conditions. A higher amount of benefit is paid for the oldest eligible child.

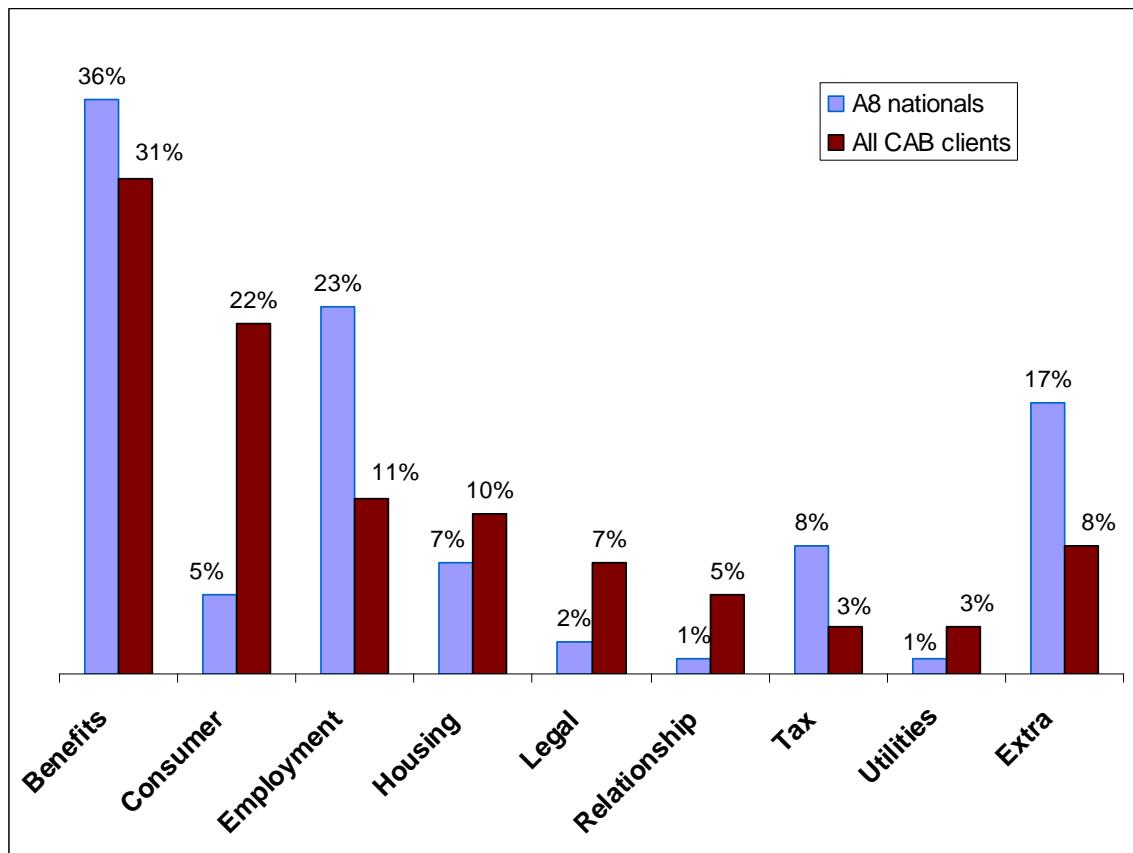
The type and extent of A8 respondents' advice needs

Summary of key points:

- 36% of the respondents accessed bureaux with welfare benefit issues
- In-work benefits were the most frequent benefit related enquiry
- Employment related issues were raised by 23% of all respondents with terms and conditions of employment being the most frequently discussed
- Immigration issues were discussed by 11% of the respondents
- Nearly half of all respondents discussed two or more problems when they accessed bureaux
- 20% of all respondents returned to bureaux within the study period for further assistance from bureau staff reflecting the often complex and complicated advice needs of this client group

78. The 251 A8 respondents raised a total of 449 issues from 1st November 2006 to 31st January 2007 inclusive.
79. The percentage breakdown of advice codes raised by the respondents throughout the research period are displayed below and compared with the general CAB populations' advice codes during the same time period.
80. This statistical data is supplemented with case evidence related to all A8 nationals who accessed bureaux, not specific to these research respondents per se. However, these case examples are evidence of common problems experienced by this heterogeneous client group.

Figure 6: Advice code categories for A8 respondents compared with all CAB clients



Figures have been rounded up to nearest percentage.

81. It can be seen from the table above that the A8 respondents were accessing bureaux for advice and information on a range of issues and that the proportion of some issues differ in type to the general CAB clients during the same period (1st November 2006 – 31st January 2007).
82. The most common categories of advice for A8 clients related to benefits (36%), employment (23%) and extra enquiries (17%). The latter includes sub-categories concerned with immigration and nationality issues. Tax and housing related issues also featured frequently and accounted for (8%) and (7%) respectively of all A8 respondents' advice needs.
83. There are significant differences in the types of enquiries brought into bureaux in urban areas and those in rural areas.

Table 5: Social Policy Enquiries by urban/rural areas

Social Policy Issue	Urban	Rural
Benefits	29%	44%
Consumer	5%	4%
Employment	31%	14%
Housing	8%	6%
Legal	3%	1%
Relationship	2%	0%
Tax	7%	10%
Utilities	1%	2%
Extras	15%	20%

- 84. Almost half (44%) of all A8 migrant worker enquiries to the rural bureaux taking part in the research were concerned with benefits, compared with less than a third (29%) of enquiries to urban bureaux. Benefits enquiries were by far the most common issue brought to rural bureaux by A8 migrant clients, with employment issues only making up 14% of enquiries. Conversely, employment enquiries (31%) were the most common issue brought to urban bureaux in the study.
- 85. The difference of almost one third more benefit enquiries in rural bureaux than urban bureaux coincides with 10% more women attending rural bureaux than urban bureaux. Over a third of rural bureaux A8 clients had caring responsibilities compared with just over one fifth of urban clients.
- 86. These different patterns of advice needs across rural and urban bureaux suggest different urban and rural demographic dynamics and settlement profiles of A8 clients and different demands on urban and rural bureaux.

Benefits

87. Benefit enquiries accounted for 36% of the total A8 respondents' advice needs during the research period.
88. In order to gain a better understanding of the type of benefit enquiries the respondents were bringing to bureaux, the table below compares the A8 respondents benefit enquiries with those of the general CAB population.

Table 6: Percentage of benefit enquiries - A8 respondents compared to general CAB population

Benefits	A8 respondents	All CAB clients
Benefit debts: overpayment	0%	0.8%
Discrimination in admin. of benefits	0%	0%
Income support	0.4%	2.3%
Housing benefit	3.6%	3.2%
Pension credit	0%	1.4%
Working tax credit/child tax credit	11.8%	2.5%
Social fund	0.9%	2.2%
Sickness benefit	2.4%	3.3%
Disability benefit	1.3%	5.7%
Jobseeker's allowance	2.2%	1.2%
Retirement pension	0.2%	0.7%
NI contribution	1.1%	0.3%
Child support	0.2%	0.7%
Council tax benefit	2.7%	3.0%
All other benefits	8.7%	3.2%
Total	35.5%	30.5%

For 1st November 2006 to 31st January 2007

89. It can be seen that there were several types of benefit enquiries from the A8 respondents which were greater than the access rate of the general CAB population. The most common benefits related enquiries to bureaux were concerned with applications for working and child tax credit. The majority of clients who enquired about this issue were eligible for these benefits, but were often having difficulties in applying or tracking the progress of their application due to language or administrative problems.
90. Bureaux have reported an increase in the numbers of clients accessing their services. The main reasons for seeking bureaux assistance for benefits related issues are:
- The complexity of the benefits system
 - Confusion and lack of understanding about benefit entitlement
 - Administration and procedural difficulties
 - Language and communication issues.

91. The complexity of the benefits system cannot be underestimated for A8 nationals. CAB advisers are able to advise A8 nationals about their benefit entitlement. However, due to the intricacies of establishing entitlement to benefit and the interplay with other complicated systems such as ensuring the A8 nationals' 'right to reside' status, benefit related enquiries from A8 nationals can be challenging for bureaux.

A West of Scotland CAB reports of increasing numbers of A8 clients coming to their bureau enquiring about claiming tax credits and child benefit. The bureau is aware of the complexity of benefit entitlements relating to A8 clients and provides advice as best they can, but they recognise that some enquiries by this client group require specialist advice.

A North of Scotland CAB reports of a Polish couple who have established themselves in Scotland. She is pregnant and required help with understanding what benefits they might be entitled to claim. She was aware of tax credits but didn't want to apply for them as she feared they would be required to repay them at some stage as she knew other Polish people who had to repay them.

A North of Scotland CAB reports of a client who had been working for a local employer for 15 months. The client, who had been off work for four and a half months due to a work related accident, is having difficulty claiming jobseekers allowance. The reason for this is that the employer failed to send off the clients Worker Registration Scheme form at the start of his employment contract so the client has failed to complete 12 months of registered work.

92. The most common type of benefit related enquiry related to in-work benefits which accounted for nearly 12% of all benefit enquiries. There may be a number of reasons for this. A8 respondents may be accessing bureaux for advice on benefits issues because they have completed the 12 months of registered work and are checking out their benefit entitlement. Some A8 respondents' families and partners may have joined them with a view to settling in Scotland and given the types of benefits that A8 respondents have enquired about, such as working tax credits, child benefit and maternity pay, this is likely.

A West of Scotland CAB reports of a Polish couple, who have a young child and who had been living in Scotland for a few years. They had tried to apply for Working Tax Credit and Child Tax Credit, but they had been having problems due to the language barrier. They came to the bureau to receive help in completing the paperwork. Unfortunately, they had not received their child benefit number which is required to process their Tax Credits application. They were beginning to struggle financially and were frustrated with the back and forward rotation between government departments and were concerned about how long it would take to process their claim.

93. Bureaux are able to advise A8 nationals to understand their benefits entitlements as well as provide support with the administration and procedures involved in claiming benefits. These administration issues and time delays in receiving benefits can severely impact on A8 nationals, who may be struggling financially.

A South of Scotland CAB reports of a client enquiring about the length of time it had taken to receive Tax Credits. The client was receiving child benefit and had been informed that they would qualify for Tax Credits. However, the client had phoned the Tax Credit helpline every week and had been waiting for over four months for Tax Credits, since making the application. The bureau called the helpline to ask for a timescale for payment but the helpline was unable to provide this but assured the clients that they would receive backdated Tax Credits.

94. English language difficulties experienced by many A8 nationals are resulting in further confusion about these complex systems and processes. Assisting these clients in understanding entitlement to benefits can become time consuming and resource intensive for bureaux.

A West of Scotland CAB reports of a Polish couple who had one child and another on the way. They hadn't worked for 12 months and their English was poor. They came into the bureau to find out why they were unable to claim benefits. They came in with a translator who was relied on throughout the interview. It took a long time to convey to them their entitlement to certain benefits. The clients appeared to leave the bureau happy but the adviser queried whether they had left the bureau with all the necessary information. The adviser felt that there should be more information translated into A8 languages aiding understanding of entitlements.

95. Ensuring that A8 nationals have understood the information given can be difficult to predict without access to affordable translation services and interpreted materials. These can prove challenging to source for bureaux and although many bureaux use Language Line, there are cost implications which may not stretch to meet demand. Many A8 nationals require assistance with English language and without provision, accessing benefits to which A8 nationals may be entitled will continue to be problematic.

An East of Scotland CAB reports of a Polish client whose English language is limited. He made a claim for child benefit. He later moved house and contacted the Child Benefit Agency to inform them of his move. Since then he has heard nothing. When he contacted them again he was told that his original claim could not be traced. He has been waiting in excess of nine months for this claim to be processed. He is also entitled to claim tax credits, but due to his limited English he is very nervous and anxious about making a claim by telephone. The bureau contacted the Child Benefit Agency and arranged a translator for the client. His claim for both child benefit and tax credits have been approved and the client is satisfied.

96. It is probable that as more A8 nationals become established in Scotland and become aware that bureaux can aid them in checking their entitlement to benefits that benefit related enquiries for A8 nationals will continue to be a growing advice area for bureaux. Local level research concurs with these findings.⁴⁷

⁴⁷ Sim et al. Achieving a Better Understanding of 'A8' Migrant Labour Needs in Lanarkshire. 2007.

Employment

97. Employment enquiries accounted for 23% of all A8 enquiries, the second most common enquiry by this client group.
98. There were just over twice as many employment enquiries from A8 clients in urban bureaux than rural bureaux.
99. The table outlines the percentage of A8 clients' employment enquiries compared with employment enquiries of the general CAB population.

Table 7: Percentage of employment enquiries: A8 respondents compared to general CAB population.

Employment	A8 clients	All CAB clients
Employment Debts	0.2%	0.3%
Discrimination/intimidation in employment	0.9%	0.5%
Schemes/training for unemployed people	0.2%	0.1%
Self-employed people and training	1.8%	0.3%
Terms and conditions of employment	11.8%	5.1%
Dismissal	2.7%	1.6%
Redundancy	0.2%	0.8%
Other employment issues	5.3%	1.8%
Total	23.1%	10.5%

For 1st November 2006 to 31st January 2007

100. The main reasons for seeking bureaux assistance for employment related issues are largely related to:
 - Complexity of employment rights
 - Confusion and lack of understanding of employment rights
 - Terms and conditions of employment
 - Language and communication issues
101. These included difficulties with contracts, national minimum wage payments, statutory sick pay and holiday pay, as well as difficulties with obtaining P45s and P60s.⁴⁸
102. It can be seen that terms and conditions of employment are the most frequently discussed issue accounting for nearly 12% of all enquiries, more than double the general CAB client population figures.

⁴⁸ CAS. Migrant Workers. 2006.

103. There are also examples of clients who are not registered with the Worker Registration Scheme (WRS) or who have had difficulty registering and are therefore, working illegally.

An East of Scotland CAB reports of a Latvian client who had not registered with the Worker Registration Scheme (WRS) and was therefore working illegally. The client was working in a café and was paid £20 for an 8 hour day, although the client was provided with accommodation by the employer. The client was paid in cash, did not get a payslip, has no national insurance number and was therefore not paying tax or national insurance contributions. The client was keen to register and to take action against the employer, but felt reluctant to do so as this would jeopardise the client's employment and accommodation. The CAB advised the client to obtain a national insurance number and to register with the WRS. The client was also informed that workers have the right to be paid the national minimum wage and to receive an itemised payslip. The client has since found new employment and registered with the WRS.

104. Across Scottish bureaux there are reports of clients who have been given incorrect information about their contracts whilst still in their country of origin. This can leave A8 nationals in a vulnerable position when they are in an unfamiliar country and especially when they may not have an understanding of their employment rights.

An East of Scotland CAB reports of a Polish client and his friends who came, with contracts, to work as drivers with an agency. When they arrived in Scotland they were told they had to work as bakers. The clients stated that they would not have come to Scotland on that basis.

A West of Scotland CAB reports of a client recruited through an agency in Poland and told he would be entitled to 5 days holiday pay every 3 months as well as being paid overtime if he had worked over 45 hours on any given week. The contract presented to the client on entering the job in Scotland stated that overtime would only be paid if 50 or more hours were worked in one week. He was also told that no paid holidays would be given as holiday pay was to be added to the hourly rate. The client was eager to know his employment rights.

105. A8 clients are increasingly attending bureaux with national minimum wage issues. Often clients are working long hours and are not being remunerated appropriately and more importantly, legally, for the work they are undertaking. These following case examples exemplify this issue.

An East of Scotland CAB reports of a client who was working for below the national minimum wage and was paid in cash. The client was working 60 hours per week for a wage of £150. The wages were paid in cash and no payslips were given, which led the clients to believe that no tax or national insurance payments were being made. When the client queried the low pay the employer stated that he had to pay extra tax and National Insurance because the client was Polish! The CAB referred the matter to the National Minimum Wage Compliance Unit.

A South of Scotland CAB reports of a client who had worked as a waitress for just under a year. The client was not given any wage slips and was paid less than the national minimum wage. The client had not signed a contract and did not receive any holiday pay nor a P45 on leaving the employment. The client was still owed 3 weeks wages and 4 days holiday pay. The client had a poor level of English and was not aware of employment law and that a wage of less than £3.00 per hour was below the legal national minimum wage.

106. Aside from issues relating to terms and conditions of employment A8 respondents have reported unfair dismissals. Enquiries related to dismissals were more likely to have occurred in this A8 group than the general CAB population throughout the study period (2.67% compared to 1.6% respectively).

A West of Scotland CAB reports of a Polish client who came to Scotland to start a job. The job was tied to accommodation. After a few months the client was dismissed from employment. The client feels that wages are owed to him due to underpayment and unlawful deductions. The dismissal left the client with no income and he could not claim jobseekers allowance. Language difficulties meant the client was unable to explain his situation and be understood at the local Jobcentre Plus offices. The client was left in a vulnerable position with no money and was unable to receive assistance in finding new employment.

An East of Scotland CAB reports of a Polish client who is registered with the WRS but who has no written terms and conditions of employment. The client was contracted to work 12 hours a week and was paid the national minimum wage. During a shift she accidentally left a wet cloth on the fire stairs. She was given a verbal warning about this but was assured that no further action would be taken. A few weeks later she informed her employer that she was pregnant and would be unable to do heavy lifting work or work with certain cleaning products. She finished her shift and return for another shift a few days later whereupon she was instantly dismissed. When she asked why she had been dismissed the incident with the wet cloth was given as the reason.

107. The impact on this client group of being dismissed is complex. They are less likely to have a 'safety net' for coping with dramatic changes in circumstances. They may have difficulty accessing benefits, and processing their claims can become arduous and time consuming, which can increase the danger of a client becoming destitute. They may not be fully aware of their employment rights and how to assert these rights and language and communication barriers are a limiting factor.

A Polish man whose English was very poor, had worked in Scotland for three years. He became seriously ill and had to give up work and wait for an operation which was expected to take a year. He discovered that the agency he had initially worked for had not sent his documentation to WRS and there were complications therefore with his benefit applications. His wife was pregnant and they were very anxious about their future, particularly after the baby arrived.

'I wait for this operation one year, I don't know how long I wait for next operation, maybe one, maybe two years. I want work. All my life, this is very, very hard work, but doctor no accept' .

108. A8 nationals attending bureaux across Scotland have increased in number in recent years. The range and depth of enquiries and especially employment related issues are vast. What is clear is that bureaux are providing an essential, independent service enlightening A8 nationals to their rights, entitlements and employer obligations. Evidence from the interview material confirms a high level of satisfaction and indeed gratitude for the service provided by the bureaux.

Extra issues

109. A8 respondents' extra issues accounted for 17% of their total enquiries during the study period. These extra issues included immigration and nationality related enquiries.
110. In order to gain a better understanding of the type of extra issues A8 clients were bringing to bureau, the table below highlights the percentage of A8 clients' benefit enquiries compared with the extra issues of the general CAB population.

Table 8: Percentage of extra issues – A8 respondents compared to general CAB population.

Extra issues	A8 clients	All CAB clients
Community Care	0%	0.6%
Education	0.9%	0.4%
Health	0.7%	1.4%
Immigration	10.7%	0.5%
Nationality	2.5%	0.4%
Miscellaneous	1.6%	2.2%
Signposting	0.8%	2.2%
Total	17.2%	7.7%

For 1st November 2006 to 31st January 2007

111. The table shows that immigration and nationality related issues were the most frequently discussed extra issues with over 13% of all A8 clients discussing problems related to these issues during the study period. In the general CAB population these issues combined accounted for less than 1% of all extra issues.
112. Examples of these types of issues are diverse and range from clarification of the Worker Registration Scheme, immigration status of the A8 national, to queries about permanent British citizenship and access to healthcare.

A South of Scotland CAB reports of a Czech client who came into the bureau requiring information about his immigration status and that of his fellow Czechs who were working in a small, local hotel. The employer had been threatening "to go to the authorities" about them. The bureau provided them with information about their rights as EU citizens and reassured the client about his status.

A North of Scotland CAB reports of a Lithuanian client who had lived in Scotland for one and a half years. The client was registered with the Worker Registration Scheme and was working full time. The client's partner was a UK resident and the client wanted to know about becoming a British citizen. The bureau provided the client with the information she needed and was advised to contact the bureau again, if she needed any more help.

Other enquiries

113. Besides the three main types of enquiries - benefits, employment and extra issues which accumulatively accounted for 76% of all A8 clients' enquiries, the A8 respondents also appeared to be experiencing problems with tax (8%) and housing (7%) issues.

Table 9: Percentage of tax enquiries – A8 respondents compared to general CAB population.

Tax	A8 clients	All CAB clients
Tax debts	0.5%	2%
Discrimination/intimidation in tax	0%	0%
Income Tax	6%	0.5%
Council tax	1.3%	0.6%
Community charge	0%	0.1%
Other taxes	0.5%	0.2%
Total	8.3%	3.4%

For 1st November 2006 to 31st January 2007

114. Similarly with the other types of issues A8 nationals are bringing to bureaux, lack of understanding and the complexity of tax systems are problematic for A8 nationals.
115. The main tax related issues related to income tax. Income tax is to be paid in the UK by anyone who is self-employed or employed and is calculated on the individual's income. If this is below a certain limit, no tax is payable. Her Majesty's Revenue and Customs (HMRC) calculates an individual's tax code by taking certain factors into consideration (for more information see <http://www.hmrc.gov.uk/>).
116. Given that a number of A8 nationals change employment frequently or are employed in more than one job simultaneously, it is not surprising that tax problems arise, especially when they may be on low wages or are put onto emergency tax codes, further denting their low income.

A South of Scotland CAB reports of a client who has two jobs and is on emergency tax code and is therefore, paying too much tax. The client sought clarification of how the tax system works. The CAB explained tax codes to the client and outlined how HMRC would sort out the tax deductions from both employers and a tax rebate would be paid to the client at the end of the tax year.

A South of Scotland CAB reports of a Polish client who is registered with the Worker Registration Scheme and who was employed in a local shop for a period of 3 months. The client was also a student in Poland and is working in the UK with the Polish government's permission due to her poor financial circumstances. The client will be required to pay UK income tax from earnings but will also have to pay tax on this income in Poland. The client was wondering how she could avoid this. The CAB enquired about this but discovered that an agreement between the UK and Polish governments to avoid double taxation had not been finalised at the end of this enquiry.

117. It can be seen that some A8 nationals are experiencing double taxation on earnings by paying UK tax and also by paying tax on their income in their country of origin. Currently, there are double taxation treaties which are intended to relieve double taxation when income arises in one country, flows to a resident of another and would be taxable in both countries. In order for this to be achieved each country agrees to limit or forgo its taxing rights and, where appropriate, give relief for the other country's tax.⁴⁹ This order came into effect in December 2006.⁵⁰ Through these changes, income tax related enquiries may become easier to resolve.
118. Council tax issues are also brought to bureaux from this client group. Often clients are unaware of council tax and can wrongly, but inadvertently, assume that it is part of general accommodation costs.

A North of Scotland CAB reports of a Lithuanian client who came to work for a local company in April 2006. This client and his colleague were provided with a caravan by the employer. A verbal arrangement was made whereby the employer would pay rent, fuel and all expenses and deduct £50 a week from the client's wages. All went well until the client and his colleague received a council tax bill for the financial year 06/07. The client believed that the agreement was to include **all** housing expenses and therefore didn't think that he was responsible for council tax. CAB advised the client to speak to the employer and to talk to other migrant workers in neighbouring caravans to find out their arrangements with rent, fuel and council tax.

⁴⁹ House of Commons: Session 2006/07. Draft Double Taxation Relief (Taxes on Income) (Poland) Order 2006.

<http://www.publications.parliament.uk/pa/cm200607/cmgeneral/deleg3/061129/61129s01.htm>

⁵⁰ Statutory Instruments 2006. Number 3322. Income Tax; Corporation Tax; Capital Gains Tax. The Double Taxation Relief (Taxes on Income) (Poland) Order 2006. <http://www.hmrc.gov.uk/si/2006-3323.pdf>

Housing

119. Housing related issues accounted for 7% of all A8 respondents' enquiries.
120. There was a difference in the nature of housing enquiries across rural and urban bureaux. More enquiries concerning the condition of housing were made by urban A8 clients whereas their rural counterparts were more likely to suffer homelessness. In both rural and urban enquiries housing constituted a minority of enquiries.

Table 10: Percentage of housing enquiries – A8 respondents compared with general CAB population.

Housing	A8 clients	All CAB clients
Housing debts: mortgage and rent arrears	0.2%	2.1%
Discrimination/intimidation in housing	0.2%	0.1%
Actual homelessness	1.1%	0.7%
Threatened homelessness	0.9%	1.1%
Housing costs	0.5%	0.9%
Housing conditions	0.9%	1.5%
Environmental and neighbour issues	0%	0.8%
Security of tenure	0.5%	0.6%
Other housing issues	2.9%	2.2%
Total	7.1%	10%

For 1st November 2006 to 31st January 2007

121. It can be seen that a number of respondents have been accessing bureaux about actual or threatened homelessness. Accommodation can often be attached to the job and if a job ends unexpectedly the client can become homeless without much warning and have limited time and funds to find alternative housing.

A North of Scotland CAB reports of a client who had been advised by the Jobcentre Plus in Lymington, Hampshire to attend an interview for a new job in Fort William some 500 miles away. The job was for an un-skilled, live in kitchen assistant post. His job in Hampshire had also been a live-in post. When he attended for interview in Fort William he was told that the hotel would be closed for three weeks over Christmas and while he might get a job, it would not be until the New Year. The client had no money or housing at all. He had been referred to the CAB by the homelessness officer at the Local Authority, who was unable to assist him. The only short term option for the client was to sleep rough in his vehicle.

122. In some rural areas housing shortages are acute, leading to additional housing problems for potentially vulnerable A8 clients.

A North of Scotland CAB reports of three female Latvian clients aged between 40 and 60 who were sharing a single bedroom described as being 3m by 4m in size. They rented the bedroom from a resident landlord with whom they had to share a bathroom and kitchen. The clients felt that they had little personal space or privacy. They had been forced by a housing shortage and a lack of funds to accept these conditions.

123. There is evidence to suggest that employers are misrepresenting housing costs and deductions which A8 nationals are unaware of.

An East of Scotland CAB reports of a client who rented a flat with two friends. They are all Polish and employed as bus drivers. The employer paid the deposit on the flat and recovered it through their wages. The landlord now requires the tenants to move out as he considers the flat under-occupied but he is refusing to give the client back the deposit. The client's English was limited and he struggled to understand the missive of let.

124. Fifty-one per cent of the A8 respondents lived in private rented accommodation. A8 respondents' choice of private rented accommodation is due to the difficulties securing social housing in many areas. However private rented accommodation is more flexible and for that reason more suited to short stays than some A8 nationals may intend. CAS evidence ⁵¹ has shown however that often this type of accommodation can be expensive and in sub-standard condition.

An East of Scotland CAB reports of a married Polish couple with two young children who were renting a two bedroom house through a private letting agency. There was mould and damp in the flat and the family had been forced to sleep together in one room. One of the children had an allergy to the mould and had been quite ill. They complained to the letting agency about the condition of the house without much success.

⁵¹ Citizens Advice Scotland. Migrant Workers. 2006.

125. The issues brought to bureaux by A8 nationals illuminate a number of factors. The two main areas of enquiry are working conditions and in-work benefits and these issues predominate in urban and rural bureaux respectively. The majority of these enquiries are to do with the legitimate entitlements of A8 nationals working in Scotland. Many enquiries arose out of the administration and processing of these entitlements. Language difficulties compound problems of administrative delivery and this in conjunction with changes in immigration legislation make the A8 client group a demanding one for bureaux.
126. The increasing levels of enquiries from A8 nationals can be seen as a consequence of the growing numbers coming to work in Scotland and the pattern of family reunification and settlement that has developed since 2004. Family settlement alters the advice needs of this new group of clients. Added to this is the ongoing issue of language needs which increases the time needed for bureau advice sessions.

The frequency of A8 respondents' contact with bureaux

127. This research was able to highlight the average number of enquiries for each A8 respondent from 1st November 2006 to 31st January 2007. This serves as a way of showing the frequency of the A8 respondents' contact with bureaux.
128. For each new client, bureau procedure is to collect specific background information such as client profile characteristics before proceeding to discuss the clients' enquiries. This is time consuming and labour intensive. When coupled with language and communication difficulties however, advice giving to A8 clients becomes particularly challenging and is therefore often resource intensive.
129. It is highly likely that the higher the number of enquiries an A8 client requires advice and information about at each visit, the greater the demand on already over stretched bureau resources.
130. The 251 A8 respondents raised a total of 449 enquiries throughout the study period – 1st November 2006 to 31st January 2007.
131. The table below outlines the number of enquiries raised by each respondent per bureau visit.

Table 11: Number of enquiries discussed per visit by A8 respondents.

Number of enquiries discussed	Number of clients	%
1 enquiry	132	52%
2 enquiries	74	30%
3 enquiries	26	10%
4 enquiries	10	4%
5 enquiries	5	2%
6 enquiries	4	2%
Total	251	100%

For 1st November 2006 to 31st January 2007

132. This shows that just over half (52%) of all A8 clients raised one enquiry per visit. Nearly one third of clients raised 2 enquiries per bureau visit. However, a significant proportion of clients raised 3 or more issues during each bureau visit.
133. Scottish bureaux collect information regarding whether an issue is a new or a repeat enquiry. The majority of all the enquiries raised by this A8 client group were new issues. A total of 368 new enquiries were raised accounting for 81% of all A8 respondents' enquiries.

134. Repeat enquiries were raised 81 times by 51 A8 respondents. This shows that 20% of all the research respondents returned to the bureau within the three month research period. This is significant, as these clients required continued bureaux support for their problems over a longer period of time. As Scottish bureaux are seeing greater numbers of clients from the A8 nations, the impact on bureau services of providing continued support and assistance will have repercussions elsewhere in the bureaux service.
135. It can be seen from the type and extent of A8 enquiries and the case examples that give detailed illumination on these issues that bureaux are confronted with an increasing and diverse range of problems from this client group.
136. It is likely that increasing demands on Scottish bureaux services from A8 nationals are occurring in part due to A8 nationals becoming familiar with the services Citizens Advice Bureaux can provide and there may be a growing reputation among A8 nationals that a bureau can assist them.

'He said that, yeah, that's why he comes in here to your office and he actually says that, you know, that's the most friendly office which he ever went to in here in Scotland and all the people in here, you know. He found out about your place from some other Polish people who come in here.'

'I think that CAB just now is – more and more people are just aware of CAB's existence, even, because they didn't even know that there are some people that can help you with almost everything, so just now I think that more and more people know about CAB.'

'I don't know exactly who told me. My Polish friends told me I think. Yes. And now I tell my friends. They didn't know it exists, something like this office, but I told them.'

137. It can be seen that Scottish bureaux are providing an essential and independent advice and information service to A8 nationals on a wide range of issues. A8 nationals are accessing bureaux, as it has been evidenced above, with a plethora of inter-connected and contingent issues, each complex and problematic in itself. They range from benefits to immigration issues and often, multiple issues which can become protracted and complicated due to the complexity of such issues, language difficulties and administration and procedural challenges. Resources are often stretched in bureaux and the impact of this client groups' needs on current bureaux services requires further investigation.

138. Several of the interviewees identified their lack of English as the biggest problem they had to deal with and many had avoided coming to seek advice because of this.
139. The impact of advice giving to A8 nationals will be further discussed in the next section using views and experiences obtained from bureau advisers, to illuminate some of the challenges they face when providing advice and information to this diverse client group.

The impact of advice giving to A8 respondents: Bureau advisers' experiences.

Summary of key points:

- The majority of advisers (85%) believed that there had been an increasing number of A8 nationals accessing bureaux for advice and information
- Many advisers (79%) believed that there were challenges in providing advice and information to this client group
- Communication issues were cited as one of the major barriers with this client group
- 83% of advisers agreed that often A8 nationals have multiple problems they need help with and that this can be time consuming
- Advisers stated that increasing access to translating and interpreting services and broadening adviser training would benefit advice giving for both the advisers and the A8 clients and would ensure better information exchange and understanding
- Advisers called for government legislation and entitlements related to A8 nationals to be simplified and made more accessible.

140. This section of the report will investigate bureau advisers' views and perceptions of advice giving to A8 clients. 102 advisers from the original thirteen participating bureaux completed the survey and provided advice and information to the A8 research respondents during the original study period. However, the adviser survey refers to all A8 clients they had advised during the last year.
141. The findings from the adviser questionnaire can be classified into three categories.
 - Perceptions of increasing numbers of A8 clients
 - Challenges in advising A8 clients
 - Adviser insights into client group
142. The increasing number of A8 clients coming to Scotland to live and work has resulted in an increasing demand for the services of Citizens Advice Bureaux across Scotland. This survey sought to gather information from those most directly involved in advice and information provision – the CAB advisers and to identify the extent of the challenges and issues that A8 clients can pose for advisers and for the CAB service as a whole (Appendix 6).

Perceptions of increasing number of A8 clients

143. The majority of advisers (85%) thought that there had been an increasing number of A8 nationals accessing their bureau for advice and information. When asked if the frequency of A8 nationals accessing bureaux services during the last year had increased, 76% thought that it had increased. This again demonstrates that Citizen Advice Bureaux across Scotland are aware of and are responding to an increase in demand for their services from A8 nationals.
144. Bureaux advisers were asked the number of A8 clients they had advised. The majority (81%) had advised between one and ten A8 clients. 13% had advised between eleven and twenty clients. There were fewer advisers (2%) who had provided advice and information to 21 – 30 clients. However, 4% of all advisers had advised more than forty clients during the last year.

Challenges in advising A8 clients

145. Advisers outlined a number of challenges in advice giving to A8 clients. The main challenge related to language and communication issues with advisers identifying language barriers as problematic in two ways:
- Advisers were not able to easily understand clients' enquiries and needs
 - Advisers were often uncertain if the A8 client had fully understood the advice given and the implications of that advice for the client.
146. 79% of all advisers agreed or strongly agreed that giving advice and information to this client group was challenging. The majority of advisers, nearly three quarters (73%) either agreed or strongly agreed that giving advice to this client group was **more** challenging than other CAB clients. The majority of advisers (85%) agreed or strongly agreed that it was difficult to ensure that A8 clients had understood all the information given to them during an advice session.

147. The following views were expressed by advisers:

'Language differences make for lengthy and unconfident advice on any subject.'

'Communication is the biggest problem for me'

'Basically, the language barrier has prevented me from helping clients as fully as I would wish.'

'...I once spent a whole morning on a relatively simple problem because [the client] did not speak English.'

148. However, a number of advisers stated that:

'The clients I have advised have had good English.'

'...I have been lucky. The clients I have advised have had reasonable or good English.'

'They (clients) are very patient with me. They make attempts to understand what I am saying.'

'The linguistic competence of those clients I have seen has varied. Several have been quite competent so no more problems than with other clients.'

149. 83% of advisers agreed or strongly agreed that A8 clients often have multiple issues that they need help with and thus, it often takes more time to advise A8 clients than other CAB clients.

150. For advisers, communication issues are a clear barrier to effective advice giving. It is difficult for the adviser to ensure clients have fully understood the advice given. Additional time is required for these clients to make sure the client has grasped the situation and this impacts on bureaux workloads.

151. Advisers were asked to provide examples of tools that would make advice giving to this client group easier. Overwhelmingly, translating and interpreting services were highlighted.

'To enable an adviser to understand the client's problem and to enable the client to understand the advice being offered, the presence of an interpreter would be invaluable.'

'It would help if we had someone to translate working in the CAB.'

'Translating service - anything! - electronic, personal, a website.'

'Communication would be considerably enhanced with access to relevant interpreters.'

'Make translation services free.'

152. Currently, Scottish bureaux have access to Language Line, a professional telephone interpreting and translation service which, although, an effective resource, is often very costly for cash strapped bureau to use on a regular basis.
153. Sometimes A8 clients bring a friend or family member with better English language skills to help them understand the advice and information that advisers are giving.

'Most of the clients I have seen have brought someone with them who can translate to them if they experience difficulties with language.'

'...sometimes people bring a friend to interpret and this is never satisfactory because the friend may put their slant on it and also I cannot be sure what the client has been told. This is never as good as a trained interpreter.'

'if migrant workers bring a colleague to interpret for them then can usually find a way through the maze.'

154. Although this type of ad hoc translating may be sufficient for some clients and advisers, and serve as a useful tool, bureaux advisers thought that translating and interpreting services should be extended for the benefit of both clients and advisers.

155. Advisers would prefer more accessible and up-to-date information relating to A8 nationals. Advisernet⁵² provides A8 related information but the flux and complexity of entitlements and rights for this client group are such that additional resources need to be directed to updating Advisernet and incorporating government documents relevant to A8 nationals. Often these government documents are translated into a variety of different A8 languages and can serve as a useful reference guide for A8 clients.
156. A number of advisers (66%) believed that the information about entitlements for A8 nationals was confusing and difficult to understand. Simple, uncomplicated documentation about A8 rights and entitlements on a number of issues, such as a toolkit or an A – Z entitlements guide was suggested as potential tools for making advice giving to this client group easier.

'Clear guidance and publications from appropriate government departments such as Jobcentre plus, Her Majesty's Revenue and Customs etc would be useful.'

'A8 migrants occasionally become confused and frustrated due to their lack of understanding of language and relevant UK admin and procedural matters.'

'It is quite difficult to convey meanings of more complex topics such as benefits...'

157. A number of advisers stated that additional adviser training would help them to understand the complex and changing legislation and entitlements for this client group. Further resources would be required to ensure that advisers are able to keep abreast of fast paced governmental and legislative changes which could affect A8 nationals.

'Training on these workers and immigration issues generally would be useful.'

'I have no specific training in the area of advice work, even on the basics, and this means I am under-equipped to deal with this client group.'

⁵² AdviserNet is the comprehensive, electronic information system used by Citizen Advice bureau advisers to advise the public.

158. Tailoring bureaux services to meet the needs of this client group was suggested by advisers. Advisers put forward a number of suggestions from creating a specialist advice bureau to providing a specialist worker who could provide clients with the specific information they need outside office hours, during evenings and weekends for example.
159. Rural bureaux need greater access to external professional support such as solicitors. As rural bureaux are dealing with increasing numbers of A8 clients the lack of legal support in rural areas was identified as a problem by several rural advice workers.
160. A number of advisers believed that the legislation relating to A8 clients' entitlements to benefits and housing for example, could be simplified to make it easier to understand for A8 clients. Some advisers stated that it was difficult to find their way through the bureaucracy and red tape.

'Simplified legislation that is easy to understand is needed.'

'The government should clarify the rules.'

161. Advisers felt that information provision should be extended to cover all A8 languages and be accessible in the A8 nationals' country of origin, prior to coming to Scotland. They also considered that a 'Welcome Pack' should be supplied by the local authority to A8 nationals with a list of interpreters and a list of CAB addresses and phone numbers.
162. In the view of many advisers, the government should provide more opportunities for learning English, especially around out of hours provision. It was thought that ideally A8 nationals should acquire a minimum English language proficiency upon arrival in Scotland and the UK. This would facilitate a greater awareness of their rights and entitlements as well as afford A8 nationals the opportunity to assert themselves if their rights are being flouted. It would also facilitate integration in the communities as well as broaden cultural awareness and participation.

'The government should support and promote the positive benefits of migrant workers more.'

Adviser insights into client group

163. Advisers reported both positive and negative experiences of advice giving to A8 nationals. Many advisers found A8 nationals to be pleasant, polite and grateful for the advice given to them. Advisers found A8 clients to be patient and flexible throughout the advice giving process by bringing along a friend, family member or colleague to translate for example.

164. This was confirmed by the client interviews in which all ten interviewees expressed their very considerable appreciation of the effectiveness of the advice they were given.

'The CAB was always helpful, yes. Because in my case it was... they always helped me and it always worked. And for the other people as well.'

'..you know, whatever he needs to sort out he's always coming back to Mary, she's actually always very nice and she's helpful for him with everything, so it's nice...But sometimes he's just, you know, he just comes in her to say hello when he's passing...He say that he wants to say thank you to everybody in here, to be such a helpful, you know, all the time and look after him.'

'So friendly, so nice and the best was I think that they...then I didn't know but now I know that they couldn't criticise anybody that you should do this, you shouldn't because something, something. They just helped, not telling if you are right or not right or...I mean about decision what you take. They didn't judge. It like being impartial, I liked but nobody told me that I should do this, I shouldn't do that, you know what I mean."

165. Many advisers knew that information given to A8 clients was cascaded to other members of their community suggesting supportive, community orientated links.

166. This was also confirmed by the interviewees some of whom were told about CAB by their family or friends, whilst others who had no prior knowledge of the advice resource recommended it highly within their own network. Others were confident that 'word of mouth' advertising would be of great benefit to recent arrivals.

'I just was working in the dark! It was quite difficult...I just didn't know where to go... then I was just surfing the Net and picking up all the leaflets and so on, so was just working in the dark! But just now the Polish community is so big that all the information is – everything is picked up by word of mouth, so I think it's much easier for...

167. A number of advisers were aware of the psychological difficulties of living and working in a new country encountered by A8 clients and attempted to provide not only advice and information, but empathy and encouragement.

'migrant workers often seem to appreciate the way bureau are prepared to spend time and effort understanding how their practical problems affect their general wellbeing. Many clients are separated from their families and feel isolated. A little T.L.C goes a long way.'

168. However, some advisers found the advice giving process to A8 nationals frustrating and time consuming and were somewhat lacking in confidence about their own abilities in understanding what the client needed and whether the A8 client had understood the advice. This highlights the need to increase and extend resources for training bureaux advisers and providing information for bureaux advisers about the issues and challenges for this A8 client group.

Conclusions and recommendations

169. The overall aim of the research was to investigate A8 clients, the nature and extent of their contact with bureaux services across Scotland, and the impact this had on service provision.

170. The main objectives of the research were to:

- To establish a demographic and social profile of A8 respondents
- To highlight the type and extent of A8 respondents' advice needs
- To determine the frequency of A8 respondents contact with bureaux
- To assess the impact of advice giving to A8 respondents' from bureaux advisers.

Demographic profile

171. This research has shown that the majority of A8 clients were young Polish women and men who worked full time. Their age and work profile differed from that of the Scottish population in that they were considerably younger and had a higher economic activity rate. Although A8 respondents were predominantly Polish all the other A8 nationalities were represented apart from Slovenia. The diversity of A8 clients was more pronounced in rural bureaux. Patterns of settlement were evident which is particularly significant in light of demographic issues in Scotland.

172. Of the client group slightly more were married or living as a couple than were single. Just under a third had children but fewer said they had caring responsibilities, suggesting that some families were transnationally separated by migration. More of those with children lived in rural areas. The research showed evidence of patterns of settlement and family reunion which, in the sample of interviewees, often occurred through women migrating first and subsequently being joined by their families.

173. Slightly more than half of the A8 clients lived in private rented accommodation but over ten percent were in social housing and a smaller group was living with friends. These latter tenancies suggest patterns of settlement of A8 migrants over time as new arrivals are accessing social housing and other A8 clients are able to access already established A8 networks in Scotland.

174. The language needs of the client group were complex and the mix of nationalities was different across urban and rural bureaux. Advisers identified language problems as a key area of difficulty and this was also highlighted in the structured interviews and case studies.
175. Data from the small interview sample concurred with other research findings showing that a considerable number of A8 migrants are skilled workers working in unskilled jobs. The interview sample also showed that learning to speak English properly was a priority for new arrivals and this was seen as a precursor to getting a better job in Scotland.
176. The distribution of families across the rural/urban divide highlighted different advice and information needs arising out of the different client profiles in rural and urban areas.
177. The research suggests that the 'typical' A8 migrant profile of young, single workers without dependants is changing. The data showed that caring responsibilities, family reunion, and family formation after migration amongst the A8 population indicate more diverse and complex characteristics for this group.
178. A8 clients were largely employed in four sectors characterised by low wages, unskilled and often seasonal work. The evidence from benefit queries suggest that A8 clients are more subject to irregularities in pay and in the terms and conditions of their work than are other Scottish workers.

Advice profile

179. The advice needs of the A8 group were concentrated around in-work benefits, issues of employment, and immigration and nationality. Many of the benefit enquiries were motivated by clients' lack of information and understanding of the system. Problems arising from poor administration and processing of claims was also evident. Employment enquiries often related to employers' failure to adhere to work place regulations, including those relating to the Worker Registration Scheme. Very often these difficulties were exacerbated by language problems and further complicated by the changing family and mobility dynamics of new arrivals.
180. The complex and changing advice needs of A8 clients made them a significant client group for all the bureaux participating in the research. The range and depth of advice needs were compounded by language problems and the time and complexity of their advice needs placed considerable strain on bureau resources.
181. A fifth of the respondents returned to bureaux for continued support with their problems. They required greater bureaux support over a longer period of time and this level of support for A8 clients impacted on wider bureaux services.

Advisers' experience

182. When advisers, because of the communication difficulties with A8 clients, were uncertain about the extent to which clients had understood the information and advice given, advice work was experienced as frustrating and difficult. This was undermining for advisers and clients alike.
183. The complexity of different legal and administrative systems relating to benefits and immigration issues and the interplay between these systems were noted by advisers. This complexity was compounded by on-going changes in the legislation and regulations of immigration and added to the challenges faced by bureaux providing advice for A8 clients.
184. In spite of these difficulties advisers noted that A8 clients were personally pleasant to work with and the interview data suggested a very high level of client appreciation for and satisfaction with the services provided by the bureaux.

Recommendations

185. It is clear from the research that a range of measures are needed to address the problems faced by this growing group of A8 clients. The impact of the group on advice delivery and on bureaux resources can also be alleviated by strategic intervention. Based on the results of this research, CAS makes the following recommendations:

Government policy changes

- The Worker Registration Scheme should be revised to reduce the vulnerability of A8 workers to destitution because of unemployment, particularly given that many workers are employed in seasonal work. Account should also be taken of evidence suggesting that the cost of registration is prohibitive.
- Employment law and legislation should be revised in light of the weaknesses that allow for a range of exploitative practices to be exercised by employers of migrant workers
- The Scottish government devise employment policies to enable A8 workers to gain employment beyond the sectors in which they are currently concentrated and to develop and enhance their skill base.

- The UK government ensures that administration procedures for processing benefit claims is reasonable and efficient so that A8 nationals who are entitled to claim do not face delays often experiencing financial difficulties in the intervening period.
- In view of the demographic profile of A8 clients the Scottish government makes particular effort to develop comprehensive provision for settlement which takes account of the complex factors of A8 migration to Scotland. This should include language provision across the range of service providers dealing with families, the work/life balance and the career progression and employment paths of A8 workers who are mothers.

Information needs

- The UK and Scottish governments should ensure that there is accurate and regularly updated information and guidance available to statutory and non-statutory services likely to be accessed by A8 nationals. Information regarding entitlements and the rights of A8 nationals should be made available in all A8 languages.
- The UK government should advertise the WRS more widely. It should be targeted at A8 nationals and employers to limit mismanagement of the scheme and prevent new arrivals from unwittingly working illegally and jeopardising their access to entitlements and employment rights.
- The Scottish government undertakes to obtain accurate data on A8 nationals in Scotland by financing and ensuring organisations improve monitoring of A8 nationals similar to black and minority ethnic group monitoring, to enable better understanding of the dynamic service and advice needs and experiences of A8 nationals across rural and urban sectors.
- The Scottish government continue to support A8 nationals arriving in Scotland through its Fresh Talent initiative by providing more information guides and links to relevant resources on its website in all A8 languages. Improved and accessible government information should be made available in the country of origin and in the UK to ensure a greater degree of understanding of the complexities of many UK systems.

Financial support

- The UK and Scottish government commission research to extend understanding of the dynamic and changing character of A8 migration into Scotland.
- The UK government fund comprehensive provision of English language classes for A8 migrants, including classes targeted at full time workers.

- The UK and Scottish governments should fund comprehensive facilities to meet the language needs of both bureau advisers and A8 clients.
- The UK and Scottish governments should fund a multisided and multilingual advertising campaign on the availability of advice from bureaux across the country and extend specific funding to bureaux to accommodate this new client group.
- The UK and Scottish governments should fund special volunteering programmes for A8 nationals to work in bureaux which includes training in interpreting and translation skills.

Appendix 1: Research design

1. The primary aim of this research was to investigate in more detail A8 nationals and the nature and extent of their advice needs with Citizens Advice Bureau (CAB) services across Scotland.
2. Thirteen Scottish bureaux self-selected and participated in this research. The bureaux who participated in this research were from both urban and rural areas across Scotland.
3. The initial data collection period took place over a 12 week period from 1st November 2006 to 31st January 2007. All 251 A8 clients included in this research accessed the participating bureaux throughout this period.
4. Scottish bureaux are obliged to collect statistical information about all clients who access their services. It is a condition of membership that bureaux within the CAB service provide these statistics to the Association's central office in Edinburgh.

These national statistics generate information relating to:

- Number of clients
- Number of times there is contact with the client whilst dealing with their enquiry, where the contact took place and the method of contact (i.e. telephone, e-mail, personal visit etc.)
- The number and types of issues, known as advice codes, discussed with the client and whether they are new advice codes (discussed once), or repeat advice codes (further discussion on the same issue, on a subsequent contact)
- The complexity of the case, from signposting (providing of information without the need for advice, i.e. providing a list of local solicitors), to representing clients at court and tribunal.

5. As this research was to investigate information relating to A8 migrant workers in particular, a category amendment was made to the statistics program to include the term 'European Migrant Worker' and 'Country of Origin.' A list of all European countries, including the A8 nations, was provided to participating bureau. It was necessary for the bureau to note which country the migrant worker originated from.
6. For the purpose of this research certain national statistics, mainly number and types of issues, frequency of client contact and whether these issues were new or repeat, were collected for all migrant worker clients on a social policy category sheet (See appendix 2).
7. In addition to these data, client profile information was gathered for each client which included demographic statistics relating to gender, age, relationship status, dependants and care responsibilities, ethnicity, housing tenure and employment status (See appendix 3).
8. The procedure for collecting the statistical information relating to A8 migrant workers was sent in a memo to all participating bureau in October 2006. It was originally intended that each participating bureau would input all migrant worker information into their statistics program and run reports based on the research requirements, at the end of the data collection period. However, due to analyses constraints, all bureaux were requested to return hard copies of all the data gathered for each migrant worker who had accessed their bureau from 1st November 2006 until 31st January 2007.
9. Once the data was returned to CAS, all information was inputted for the 251 A8 clients in particular and combined with the client profile and national statistical information into the CAS statistical recording system database and analysed.
10. The table below shows the number of A8 clients accessing each of the participating bureaux during the data collection period.

Number of A8 respondents accessing participating bureau from 1st November 2006 – 31st January 2007.

CAB	Number of A8 clients
Aberdeen CAB	40
CAB West Lothian	11
CARF	26
Dalkeith and District CAB	8
East Dunbartonshire CAB	7
Glasgow – Parkhead CAB	3
Lochaber CAB	55
Motherwell & Wishaw CAB	22
Perth CAB	37
Ross & Cromarty CAB	21
Roxburgh CAB	9
Shetland CAB	5
Western Isles – Lewis CAB	7
Total	251

11. Throughout the quantitative research period, it became apparent via the social policy case evidence and through ad hoc and informal discussions with bureau advisers and managers, that the impact of advice giving to migrant workers and thus, A8 nationals, was somewhat challenging at times for bureau staff.
12. In order to understand, in more detail, the impact this advice giving to A8 nationals, may have on bureau advisers a short questionnaire was compiled and sent to the 13 participating bureau in April 2007 for the advisers to complete. 12 of the 13 bureau returned completed adviser questionnaires (Appendix 5).
13. The data obtained included quantitative information relating to advisers' perceptions of the growing number of A8 nationals accessing bureau, their personal contact with A8 nationals and the number of A8 nationals they had advised since November 2006 (which coincided with the start of the quantitative A8 national survey).
14. The advisers were asked to stress their agreement or disagree with a series of attitudinal statements relating to the challenges of advice giving to A8 clients (Appendix 6).
15. There was a qualitative section of the questionnaire which gave the advisers the opportunity to offer suggestions about tools which could aid advice giving and government policy changes they would like to see relating to migrant workers. There was also a section for advisers to provide further comments about their experiences of advising A8 clients.

16. The official data collection period was from 4th April to 30th April which was extended until 18th May to allow further questionnaires to be returned.
In total 102 questionnaires were returned by 12 bureau.
17. A table which shows the number of questionnaires returned by each bureaux is outlined below.

Bureaux who returned adviser questionnaires

CAB	Questionnaires returned
Aberdeen CAB	17
CAB West Lothian	9
CARF	10
Dalkeith and District CAB	7
Glasgow – Parkhead CAB	2
Lochaber CAB	3
Motherwell & Wishaw CAB	16
Perth CAB	14
Ross & Cromarty CAB	13
Roxburgh CAB	9
Shetland CAB	1
Western Isles – Lewis CAB	1
Total	102

Appendix 2: Client profile questionnaire

Client Profile Survey – European (A8) Migrant Worker

Complete all categories by circling the appropriate letter

Client name Identifier

Gender Race

a Female

b Male

a White

b Mixed

Age

a Age 15 and under

b Age 16-17

c Age 18-24

d Age 25-44

c Asian

d Black

y Other

z Declined to answer

Housing Tenure

e Age 45-59

f Age 60-64

g Age 65-79

h Age 80+

z Declined to answer

a Council rented

b Private rented

c Housing association/charitable trust

d Owner occupier - including long lease

e Staying with relatives/friend

f Temporary accommodation

g Nowhere to stay

y Other

z Declined to answer

Relationship

a Single

b Married/living as a couple

c Divorced/separated

Employment Status

d Widowed

a F/T work - over 30 hours pw

y Other

b P/T work - under 30 hours pw

z Declined to answer

c P/T work - under 16 hours pw

d Unemployed

e Student

f Not seeking work

y Other

z Declined to answer

Dependant Children

a No dependant children

b 1 dependant child

c 2 dependant children

d 3+ dependant children

z Declined to answer

Disability

a No care responsibilities

a Yes

b Children - no disability

b No

c Children - with disability

z Declined to answer

d Elderly person - no disability

e Elderly person - with disability

f Partner - with disability

y Other

z Declined to answer

a Austria
b Belgium
c Czech Republic
d Cyprus
e Denmark
f Estonia
g Finland
h France
i Germany
j Greece
k Hungary
l Ireland
m Italy

n Latvia
o Lithuania
p Luxembourg
q Malta
r Netherlands
s Poland
t Portugal
u Slovakia
v Slovenia
w Spain
x Sweden
y Other

Thank you for completing the survey

Appendix 3: Social policy categories

Please list the categories discussed, to be completed each time you have contact with the client. The bureau will have to maintain a file for the completed questionnaires for the pilot period; they must be accessible for either the adviser or the administrator to update. You will send the completed questionnaires as one mailing at the end of the pilot period.

Contact date:		New	Repeat
Social Policy Categories discussed			

Contact date:		New	Repeat
Social Policy Categories discussed			

Contact date:		New	Repeat
Social Policy Categories discussed			

Contact date:		New	Repeat
Social Policy Categories discussed			

Contact date:		New	Repeat
Social Policy Categories discussed			

Contact date:		New	Repeat
Social Policy Categories discussed			

Contact date:		New	Repeat
Social Policy Categories discussed			

Contact date:		New	Repeat
Social Policy Categories discussed			

Contact date:		New	Repeat
Social Policy Categories discussed			

Contact date:		New	Repeat
Thank you for completing the survey			

Appendix 4: Advice codes

Advice code categories

Benefits

- B00 Benefits debts: overpayment of benefit
- B01 Discrimination/Intimidation (in the administration of benefit)
- B02 Income support/minimum income guarantee
- B03 Housing benefit
- B04 Pension credit
- B05 Working tax credit/child tax credit
- B06 Social fund
- B07 Sickness benefit
- B08 Disability benefits/disabled person tax credit
- B09 Jobseeker's allowance
- B10 Retirement pension
- B11 NI contributions
- B12 Child support
- B13 Council tax benefit
- B99 All other benefits

Consumer

- C00 Consumer debts; mail order, HP/credit sale, loans, rental arrears, insurance premium arrears.
- C01 Discrimination/intimidation (in consumer affairs)
- C02 Goods and services
- C03 Credit and finance
- C04 Insurance
- C99 Other consumer issues

Employment

- E00 Employment debts: overpayment of wages, repayment of training costs when leaving job
- E01 Discrimination/intimidation (in employment)
- E02 Schemes for unemployed people and training
- E03 Self-employed people and training
- E04 Terms and conditions of employment
- E05 Dismissal
- E06 Redundancy
- E99 Other employment issues

Housing

- H00 Housing debts: mortgages and rent arrears
- H01 Discrimination/intimidation (in housing)
- H02 Actual homelessness
- H03 Threatened homelessness
- H04 Housing costs (excluding arrears)
- H05 Housing conditions

- H06 Environmental and neighbourhood issues
- H07 Security of tenure
- H99 Other housing issues

Legal

- L00 Legal debts: non-payment of court fines/costs
- L01 Discrimination/intimidation (in legal affairs)
- L02 Legal proceedings
- L03 Legal aid
- L04 Compensation for accidents and injuries
- L99 Other legal issues

Relationship

- R00 Relationship debts: maintenance arrears, informal loans from family/friends, repayment of Section 22 payments
- R01 Discrimination/intimidation (in personal affairs)
- R02 Children
- R03 Separation
- R04 Death and bereavement
- R99 Other relationship issues

Tax

- T00 Tax debts: all tax arrears
- T01 Discrimination/intimidation (in tax matters)
- T02 Income tax
- T03 Council tax/rates (NI)
- T04 Community charge
- T99 Other taxes

Utilities

- U00 Utilities debts: arrears of electricity, gas, telephone, water rates
- U01 Discrimination/intimidation (in supply of utilities)
- U99 Other utilities issues

Extra

- XC Community care
- XE Education
- XH Health
- XI Immigration
- XN Nationality
- XM Miscellaneous
- XS Signposting

Appendix 5: Adviser questionnaire

Bureau name:

Date:

Q1 Do you think there are an increasing number of A8 migrants accessing your bureau for advice and information? (please circle)

Yes No Don't know

Q2 Do you think that there are more A8 migrants accessing your bureau now than there was, for example, one year ago? (please circle)

Yes No Don't know

Q3 Approximately, how many A8 migrant workers have you advised since November 2006? (please circle)

1 – 10 11 – 20 21 – 30 31 – 40 40 +

Q4 Please indicate how much you agree or disagree with the following statements? (please circle)

“ Giving advice and information to A8 migrant worker clients is challenging for me.”

Strongly Agree Agree Disagree Strongly Disagree

“ I find giving advice to A8 migrant workers more challenging than other CAB clients.”

Strongly Agree Agree Disagree Strongly Disagree

“ It is difficult to ensure that A8 migrant workers have understood all the information I have given them.”

Strongly Agree Agree Disagree Strongly Disagree

“It often takes more time to advise A8 migrant worker clients than other CAB clients.”

Strongly Agree Agree Disagree Strongly Disagree

“A8 migrant worker clients often have multiple issues that they need help with.”

Strongly Agree Agree Disagree Strongly Disagree

“The legislation regarding entitlements for A8 migrant workers is confusing and difficult to understand.”

Strongly Agree Agree Disagree Strongly Disagree

- Q5 What tools would make advice giving to A8 migrants easier? (eg translating/interpreting services) Please indicate in as much detail as possible.

- Q6 What, if any, government policy changes would you like to see relating to migrant workers?

- Q7 Would you like to make any further comments about your experiences of advising A8 migrant workers? Please indicate in as much detail as possible

Appendix 6: Adviser questionnaire attitudinal statements

Adviser questionnaire attitudinal statement tables:

Base: 102 advisers

1. “Giving advice and information to A8 migrant worker clients is challenging for me.”

Strongly agree	Agree	Disagree	Strongly Disagree
19.6%	58.8%	20.6%	1%

2. “I find giving advice to A8 migrants more challenging than other CAB clients.”

Strongly agree	Agree	Disagree	Strongly Disagree
17.6%	54.9%	26.5%	1%

3. “It is difficult to ensure that A8 migrant workers have understood all the information I have given them.”

Strongly agree	Agree	Disagree	Strongly Disagree
16.7%	68.6%	14.7%	0%

4. “It often takes more time to advise A8 migrant worker clients than other CAB clients.”

Strongly agree	Agree	Disagree	Strongly Disagree
22.5%	62.7%	14.7%	0%

5. “A8 migrant worker clients often have multiple issues that they need help with.”

Strongly agree	Agree	Disagree	Strongly Disagree
17.6%	65.7%	14.7%	0%

6. “The legislation regarding entitlements for all A8 migrant workers is confusing and difficult to understand.”

Strongly agree	Agree	Disagree	Not answered
1.8%	53.9%	32.4%	2%

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and equally

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Web: www.cas.org.uk

Email: info@cas.org.uk

Produced by The Scottish Association of Citizens Advice Bureaux -
Citizens Advice Scotland (Scottish charity number SC016637)
1st Floor, Spectrum House, 2 Powderhall Road, Edinburgh EH7 4GB
Tel: 0131 550 1000

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