

Migrant Workers In Gloucestershire 2007

The Research Team
Chief Executive's Support Unit
Gloucestershire County Council

research@gloucestershire.gov.uk

CONTENTS

1	Purpose of the Report	Page 3
2	Executive Summary and Recommendations	Page 4
3	Methodology	Page 7
4	Review of Official Statistics on Migrant Workers	Page 12
5	Demographic Characteristics of Migrant Workers	Page 15
6	Motivation for coming to the UK and future intentions	Page 19
7	Migrant Workers – the Working Experience	Page 22
8	Accommodation for Migrant Workers	Page 35
9	Access to services	Page 39
10	Expectations of Migrant Workers	Page 42
11	Implications and Recommendations for Public Services	Page 43
	Appendix 1: Population Statistics	Page 47
	Appendix 2: Employment Statistics	Page 49
	Appendix 3: Case Studies	Page 51
	Appendix 4: References	Page 53

Purpose of the Report

In Autumn 2006 the Chief Officer's Management Team (COMT) of Gloucestershire County Council (GCC) commissioned the GCC Research team to undertake some initial research into the issue of migrant workers coming to Gloucestershire. A report was published in November 2006 that used government data sources to identify the key demographic characteristics of migrants who had applied to work in Gloucestershire since 2003. The report identified significant shortcomings in the official data that is available on migrant workers and suggested that further research would be beneficial in identifying the potential impact upon services in the county.

The COMT agreed that the GCC Research Team should carry out further research, in association with partner agencies, to address the following issues:

- The service consequences of current economic migrants (including housing, educational, care and health needs)
- The benefits economic migrants bring to Gloucestershire
- Planning for anticipated future migrants

Research Partners

A cross-agency steering group, led by the GCC Research Team, oversaw the research project and included representatives from:

District Councils
Primary Care Trust
Gloucestershire Race and Equality Council
South West TUC
GCC Equalities Team
GCC Children and Young People's Directorate
Community Counts - Gloucester
South West Regional Assembly

Executive Summary of Findings

Gloucestershire, as other areas of the UK, has experienced a rapid and large influx of migrant workers, in the last 4 years. 15,763 workers have applied for National Insurance Numbers since April 2003. These migrants represent an increase of 2.7% in the total population of the county in just 4 years and 4.5% of the projected working age population of Gloucestershire in 2007.

Most of the migrants originate from Eastern Europe or former Soviet States and 41% (6,438) are Polish.

The migrants are predominantly young (under 34) and 62% of them are male.

It is not possible to determine how many of the migrants who have applied for National Insurance Numbers since 2003/2004 are still resident in Gloucestershire today. The inadequacy of the available data on migration is acknowledged at government level. Therefore it is a recommendation of this report that the figure of 15,763 migrant workers is regarded as a 'ball park' estimate of the total number of migrant workers who are currently resident in Gloucestershire.

51.6% of workers who registered to work in Gloucestershire under the Worker Registration scheme for A12 countries declared on applying that they intended to return home in under 3 months. It is therefore possible, but very unlikely, that half of those migrants from the Eastern block who registered have subsequently returned home.

An estimate of the number of dependants who are likely to be living with the migrant workers who have registered in the County concluded that there could be more than 900 young children (under 17) and 850 dependants over 17 now resident in the county who are not accounted for in official government statistics. These numbers are likely to be boosted by other family members who are currently still overseas but who plan to join the migrant workers at some point in the future.

Evidence from the Employee survey and the Focus Groups suggests that the majority of migrant workers who have been in Gloucestershire for more than a year intend to stay here permanently.

Migrant workers are involved in a variety of employment sectors in Gloucestershire but most notably in Manufacturing, Hotel and Catering, Agriculture, Care and Retail.

Most migrant workers are employed Full-time and work between 30 and 50 hours a week. The majority of Eastern European migrant workers in the county earn less than £6 per hour. However a smaller proportion than is the case in other UK regions earn below the minimum wage.

45% of migrant workers whose employers responded to the survey were employed in unskilled work and a further 35% were doing skilled work. Employers believe that as many as 25% of their workers are overqualified for the work that they do.

Migrant workers who responded to the employee survey are largely well educated and qualified. 35% had been at school/college, 15% had a vocational qualification and 39% had a university education/qualification.

Employers and employees both perceive the language barrier to be a significant issue. For employers it is the main disadvantage of employing migrant workers and for employees it prevents them working at the level to which they are qualified.

Some employers provide language training, but employees would like more help in accessing English language lessons that are affordable and fit in with work patterns.

Employers gave high praise to the migrant workers that they employ. They find them to be hard working, reliable, and committed and many of the businesses that responded would have serious problems with staff shortages if they were unable to employ migrant workers.

Most migrant workers who were contacted during this research project rent rooms in shared houses, with a significant number dependant upon their employer for their accommodation. Most have aspirations to live in their own accommodation eventually.

The main sources of information and support for employers of migrant workers are central government departments, the Inland Revenue, the Internet and Jobcentre Plus.

Many employers also state that they offer their workers advice on accessing a range of public and commercial services

Migrant workers on the other hand have found Family/Friends to be their main source of information and support, closely followed by Jobcentre Plus, GPs and the Internet.

The majority of migrant workers did not anticipate that moving to the UK and Gloucestershire would involve physically hard work, in jobs for which they are overqualified, or that they would have to pay so much to share accommodation with other migrants. However, they are grateful for the opportunity that they have here and the fact that most of them want to stay speaks for itself.

Recommendations

Disseminate the available information on the numbers and characteristics of migrant workers as widely and thoroughly as possible within local authorities and partner agencies and to the Regional Strategy Co-ordination Group for Migration.

Develop a joint agency plan for Gloucestershire to co-ordinate activities across the public and voluntary sector, with smaller working groups set up to plan for and to tackle issues or deliver initiatives specific to each service sector:

Housing: A likely increase in household creation and an increased demand for owner occupied and private rented accommodation, particularly in Gloucester and Cheltenham.

Health: An increase in population and a possible increase in the birth rate, specifically in the population centres of Gloucester and Cheltenham.

Education: Increased numbers of children arriving in schools unable to speak English. An increase in the projected numbers of children within the medium to long term

Adult

Education: Greater provision of affordable ESOL lessons at locations and times convenient to migrant workers.

Emergency

Services: Publicise how to raise the alarm and ensure that provision is made for non-English speakers making 999/112 calls.

Business: Provision of English language training in the workplace. Share best practise with other employers locally.

Local Authorities, generally:

Will have a key communication role, by e.g.: providing information in the languages spoken by migrant workers; producing welcome packs tailored to the needs of these new community members; briefing councillors on the issues and information sources to help migrants; developing links with local businesses to share information and best practise pertinent to migrant workers.

Methodology

To address the objectives it was a priority to identify the extent of under recording in Official statistics and to fill the gaps in information on migrant workers, specifically with regard to the length of time that workers stay and the numbers of dependents coming with or joining migrants to understand the short and longer term service needs.

The following methods have been used in collecting data.

1. Full review of official statistics with figures updated to June 2007.
2. Survey of over 3,000 Gloucestershire Employers in June 2007
3. Survey of Migrant Workers in the County June – September 2007.
4. Focus Groups held with Migrant Workers in Gloucester and Cheltenham July & August 2007

The definition of migrant workers used in this study was recommended by the Local Intelligence Network Cornwall who used the same definition in their own research in 2006.

“Migrant workers are defined as those people, born outside the U.K., who have come to the U.K. within the last five years, specifically to find or take up work (including both manual and professional), whether intending to remain permanently or temporarily and regardless of whether documented or undocumented.”

(Working Lives Research Insititute, London Metropolitan University)

Review of Official Statistics

The National Picture

There has been much public discussion this year on the validity and reliability of official data on migrant workers collected by a number of government agencies

Official statistics are still unable to state categorically how many migrants (workers and dependants) are actually now resident in the UK or how many workers have returned home/left the UK since registering for work here because the various sources do not collect data with the specific purpose of counting people in and out of the country. All published statistics will therefore include migrant workers who are no longer in the UK, effectively overestimating the number of resident migrant workers resident.

Conversely, data collected by government does not include those migrants who have not registered to work but are still here in the UK e.g.: self-employed workers from the Accession states of the EC who do not need to register under the Worker Registration Scheme and/or who work ‘cash in hand’ in the ‘shadow economy’ so have not applied for a National Insurance

Number; dependent adults who have not registered for a National Insurance Number because they are not working themselves or claiming any benefits; and dependent children. Official statistics will consequently record an underestimate of the true migrant population from this perspective.

It is therefore impossible to speculate on the level of accuracy of the official statistics.

‘ There is no single, comprehensive source which can provide the information required (on migration) for statistical purposes, at national and local levels. The interdepartmental taskforce on migration statistics has noted the multiplicity of potential but imperfectly co-ordinated administrative and statistical sources on migration’

(Karen Dunnell, National Statistician, Sept 2007)

The issue is being addressed at government level but it will be some considerable time before the Office for National Statistics is able to publish full and accurate details of migrant workers who have come to the UK. It is possible that there will not be a proper understanding of the level of immigration to the UK in recent years until results of the 2011 Census are made available.

Estimates for Local Authority Purposes

In the 2006 GCC report on Migrant Workers it was concluded that National Insurance Number (NINo) applications alone could not be used to determine estimated population statistics for migrant workers as they appeared to be significantly lower than the figures for migrant workers registering under the Worker Registration Scheme (WRS). A number of data sources were thus used to derive a total migrant worker population estimate.

However, this year figures for NINo applications in 2006/07 from A12 countries are remarkably consistent with Worker Registration Scheme figures for all districts so it has been concluded that for the purposes of this report National Insurance Number Application data is the most appropriate base data for migrant worker population estimates for 2006/07. This data identifies workers who have applied for a National Insurance Number (NINo) in the last year and where they reside by district. The tables in the report which show estimates of migrant worker populations in Gloucestershire in the last four years use the figures published in the 2006 report for the years 2003 to 2006 and the 2006/07 NINo figures for the most recent year.

Data from a number of other schemes that register migrants coming into the UK, based upon their place of work was also analysed. The key sources used were: Worker Registration Scheme (WRS) Work Permit Applications (WP) and the Seasonal Agricultural Workers Scheme (SAWS). These sources have been used to ensure a degree of verification of the NINo numbers and to provide greater demographic information on migrants who have applied to work in Gloucestershire. For the first time the Home Office has released additional WRS and WP data on the age of migrants, hours worked, their hourly pay, dependants accompanying them and their intention to stay in the UK at the time that they registered, information that is now available for migrants from 2003 onwards. This has helped in the creation of a much more

detailed account of migrant workers in the County than was possible previously.

Employer Survey

3,619 Gloucestershire employers were sampled in June 2007 with a detailed questionnaire on the experience of employing migrant workers. The questionnaire posed questions about the country of origin, length of stay, hours of work; rates of pay of migrant workers, about skills and training and about how migrant workers were accommodated. The Research Team received responses from 706 employers, of which 20% were employing migrant workers. In total 953 migrant workers were employed by Employers who responded to the survey. Data was collected by postcode and it was therefore possible to map the distribution of the responses. Whilst the response rate was excellent for an unsolicited survey there were some noticeable omissions of sizeable employers who are known to employ significant numbers of migrant workers locally.

Employee Survey

The perspective of the Migrant Workers themselves was sought via a Survey, similar to the Employer Survey but which could be completed with total anonymity to allow workers to express their true feelings without concerns that an employer might be able to identify who had said what. The Survey was translated into 10 key languages and English and was distributed in July 2007 via Employers who had agreed to help when completing the Employer survey. Some were also distributed at community meetings, particularly in the Polish community.

It had been identified that migrant workers use the Internet quite widely, particularly as a means of contacting home. It also became apparent that the survey had potential as a means of establishing a dialogue with a perceived 'hard to reach' community so it was decided to set the survey up online too. The online version was launched in August 2007, at www.gloucestershire.gov.uk/newhere and publicised on the Home page of the GCC website and the Home page of The Library website.

'Are You New Here' leaflets were produced in multiple languages and distributed to migrant workers via The Library service, the Citizens Advice Bureau, GARAS (Gloucestershire Action for Refugees and Asylum Seekers) and at community events e.g.: the **Afternoon of information and advice for Polish Workers** held in Newent in September.

Over 65 responses have been received to date and have been analysed in this report, however the Research Team will continue to monitor responses ongoing and provide updated information on the views of new migrants to the county.

Focus Groups

Migrant Workers are seen as a hard to reach group, reflecting their status within the wider community, separated by language and experience from the host community. Contacting Migrant Workers via employers to participate in the research could have been problematic as it could have deterred participants from taking part or could have restricted discussion. However, using contacts with a local Polish community group (Ostoja) it was possible to hold two focus groups, one in Gloucester the other in Cheltenham, each with 13 or 14 participants, with translation provided by a representative from Ostoja.

The focus groups used the questions in the Employee Survey as a basis for gathering information about the participants but there was also far-ranging discussion about the experience of being a migrant worker and what it is like to live in Gloucestershire. The responses and views expressed at the meetings have been incorporated into the overall analysis in this report.

Unfortunately it has not yet been possible to organise similar discussions with migrant workers of other nationalities but the Research Team will continue to look for opportunities to do this via the newly established community contacts.

Emerging New Communities

Community Counts via the White City Project, carried out research into Emerging New Communities in the White City, Barton and Tredworth areas of Gloucester during July 2007. The researchers spoke to representatives of the Portuguese, Polish and African communities using a questionnaire very similar to that used in this GCC research. The findings of the Emerging Communities research, relevant to migrant workers, were broadly in line with the findings of this project and have been incorporated into the commentary on Employee surveys and Focus Groups throughout this report.

Assessment of Methodology

The research detailed above has been highly successful in gathering evidence from a range of sources to draw a demographic profile of the migrant workers who have come to Gloucestershire in recent years. However, it has been concluded that there is no viable solution at present to the problem of verifying official statistics to determine the actual size of the migrant worker population in the County.

The information provided by the Employer and Employees Surveys and the Focus Groups do not suggest that the estimates of migrant workers in official statistics are wildly inaccurate but without an extensive household survey it would be impossible to state that they are not.

Discussion at a recent LGA conference '**Talking sense about migration and localities: numbers & impacts on public services**' acknowledged the shortcomings in official government statistics and concluded that most Local Authorities are 'getting on with the job' but at the expense of mainstream

budgets, since the benefits of migration largely accrue nationally (through taxation) whilst cost fall locally.

Local Authorities will, of necessity, have to be more concerned with service provision for those migrants who are in the UK for the medium to long term, than they are able to be concerned with short-term migrants, who return home after just a few months, never having registered for work, claimed any benefits or had much contact with local services.

Medium to long- term migrants have every incentive to apply for a National Insurance Number so that they can apply for jobs through agencies, seek employment from bona fide employers and claim any benefits to which they may be entitled. Once they apply for a NINo they are 'visible' in the system so in theory all permanent or long-term migrants will eventually appear in official figures.

The recommendation of this report is therefore that the figures in the Review of Official Statistics are regarded as 'ball-park' estimates of the total number of migrant workers who are currently resident in Gloucestershire. The data collected through the Employer and Employee Surveys and the Focus Groups then provides an enriched and enhanced picture of these migrants and their dependants.

Official Statistics for Migrant Workers in Gloucestershire 2007

In the year to the end of March 2007 4,390 migrant workers resident in Gloucestershire applied for a National Insurance Number (NINo). This represented 10.53% of all NINo applications in the South West Region and 0.62% of all NINo applications in the UK. See Table 1 below.

Table 1

National Insurance Number Applications 2006/07	All Applications
Cheltenham	1,440
Cotswold	610
Forest of Dean	250
Gloucester	1,260
Stroud	460
Tewkesbury	370
Total Gloucestershire	4,390
South West	41,710
Gloucestershire as % of South West	10.53%
All UK	713,450
Gloucestershire as %^ of UK	0.62%

Source: National Insurance Recording System (NIRS), May 2007

Since April 2003 a total of 15,763 migrants have registered for work in Gloucestershire, with 2006/07 experiencing the greatest number of registrations to date. Table 2 below shows the estimates of the numbers of migrant workers in Gloucestershire, by district by year, derived from available statistics by the GCC Research Team. Migrant Workers who have registered since April 2003 represent 4.5% of the projected total working age population of Gloucestershire in 2007¹, although care must be taken in using this statistic since it is not known how many migrant workers have left the County or the UK since.

Table 2

All Migrant Workers 2003 - 2007 - By District	Numbers of Migrant workers by year of registration					% change yr on yr		
	2003/04	2004/05	2005/06	2006/07	Total 2003 - 07	04/05 v 03/04	05/06 v 04/05	06/07 v 05/06
Cheltenham	706	946	1,019	1,440	4,111	34.0%	7.7%	41.3%
Cotswold	428	463	343	610	1,844	8.2%	-25.9%	77.8%
Forest of Dean	1,159	1,136	979	250	3,524	-2.0%	-13.8%	-74.5%
Gloucester	434	621	867	1,260	3,182	43.1%	39.6%	45.3%
Stroud	310	630	462	460	1,862	103.2%	-26.7%	-0.4%
Tewkesbury	214	372	284	370	1,240	73.8%	-23.7%	30.3%
Total Gloucestershire	3,251	4,168	3,954	4,390	15,763	28.2%	-5.1%	11.0%

Source: The Research Team, GCC using NIRS statistics on National Insurance Number Applications and Home Office statistics on Work Permit Applications, Worker Registration Scheme and Seasonal Agricultural Workers Scheme.

¹ Working Age population of Gloucestershire in 2007 projected as 349,327 **Source:** GCC Research Team, Feb 2007.

The proportions of applicants for NINOs in 2006/2007 by Region of Origin, by District are shown below in Table 3. Eastern Europeans continue to dominate applications (59.23%), although other Europeans are also a significant proportion of migrant workers, particularly in Stroud (17% of applications) whilst migrants from the Indian subcontinent represent 12% of all migrants applying for a NINO in Gloucester.

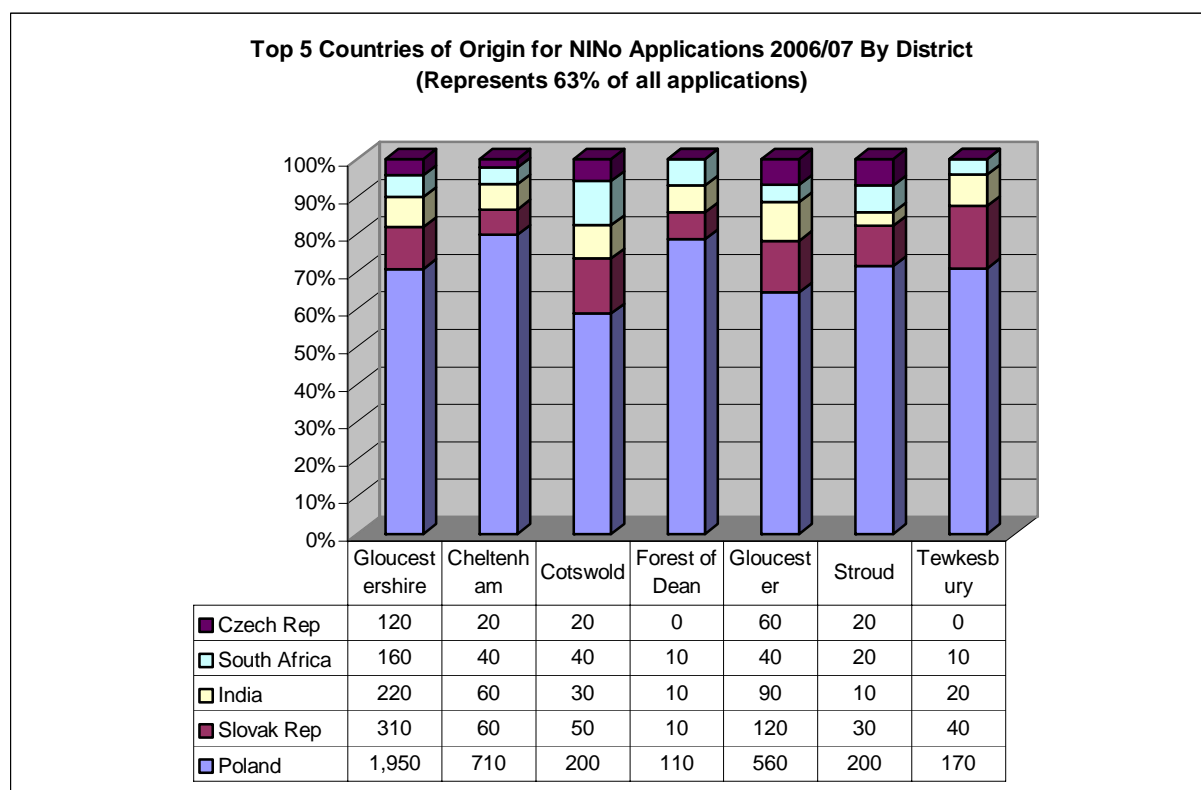
Table 3

National Insurance Applications 2006/07									
Local Authority	Eastern Europe & former Soviet States	Other EC	Indian Sub-continent	Africa	Far East & South East Asia	North America	Australia/New Zealand	Others & unspecified	Total
Cheltenham	850	200	80	50	80	40	40	100	1,440
Cotswold	330	60	30	40	50	20	40	40	610
Forest of Dean	130	0	10	20	20	0	20	50	250
Gloucester	780	110	120	90	50	20	10	80	1,260
Stroud	270	80	20	20	10	10	20	30	460
Tewkesbury	240	40	20	10	20	10	20	10	370
Total Gloucestershire	2,600	490	280	230	230	100	150	310	4,390
% of total	59.23%	11.16%	6.38%	5.24%	5.24%	2.28%	3.42%	7.06%	100.00%

Source: National Insurance Recording System (NIRS), May 2007

The Top 5 Countries of Origin in 2006/07, which represent 63% of all NINO applications, are shown in Chart 1 below. See Appendix 1, Table 1 for further detail of NINO applications in 2006/07.

Chart 1



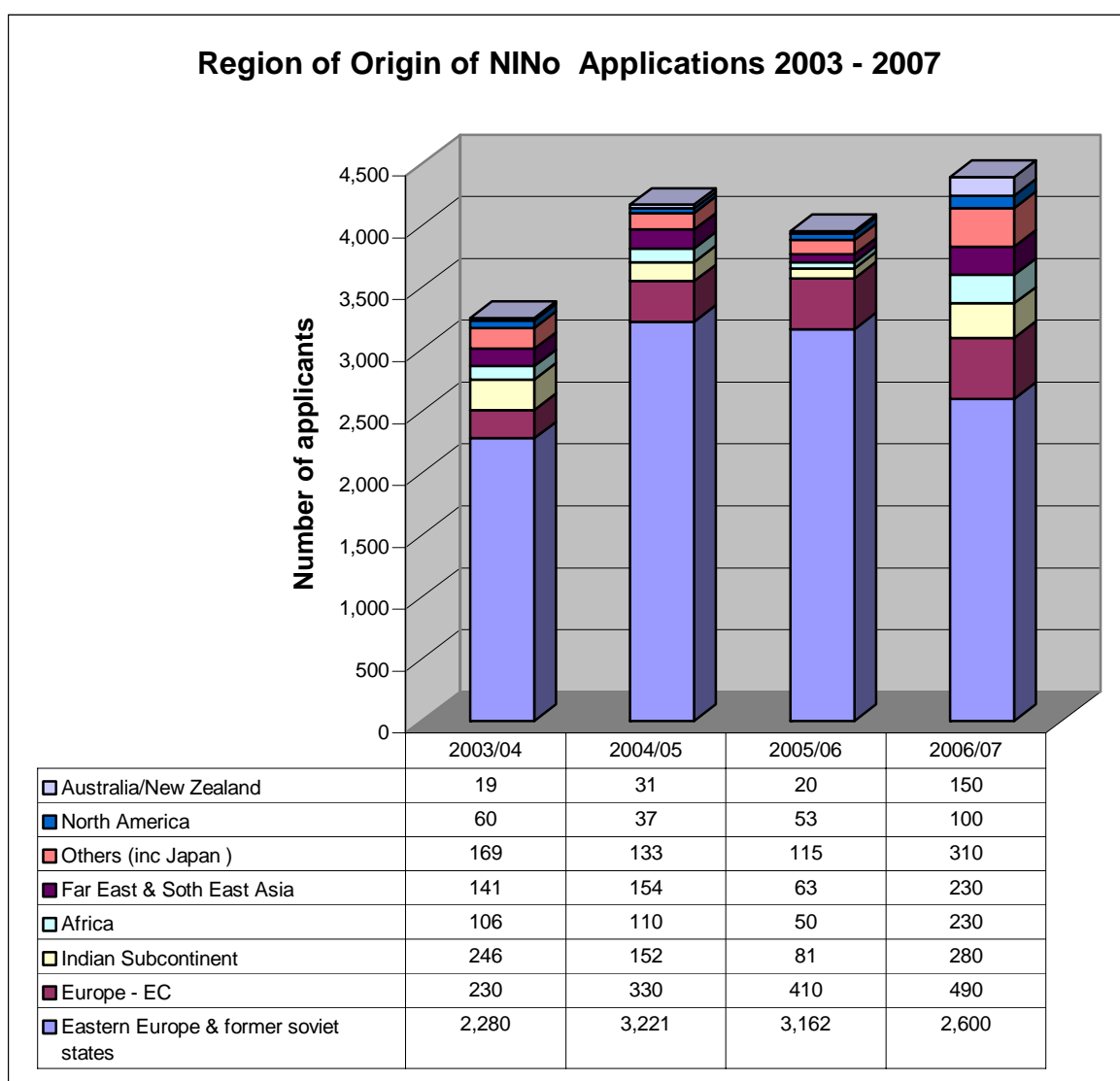
Source: National Insurance Recording System (NIRS), May 2007

The top 3 Countries of Origin of NINO applicants in 2006/07 were Poland (44.4%), Slovak Republic (7.06%), India (5.01%) and South Africa (3.64%).

The dominance of Polish workers in migrant worker statistics was highlighted in the previous report (Migrant Workers in Gloucestershire, November 2006). In total 6,438 Polish workers have registered to work in Gloucestershire since April 2003. They represent approximately 1.8% of the projected total working age population of Gloucestershire in 2007.

Whilst the number of migrant workers applying for NINOs in Gloucestershire increased by 10% in 2006/07 versus 2005/06 there has been a decline of 17% in the proportion of migrants from the former Eastern block, but an increase of 31% in the numbers of Polish workers applying for NINOs in the county. There have been significant year on year increases for all other Regions of origin too. Chart 2 below shows the shifting pattern by year. The pattern of migration by district can be found in Appendix 1, Chart 1.

Chart 2



Source: National Insurance Recording System (NIRS), May 2007

By comparison, of the 65 respondents to the Employee survey 53% were Polish and 8% were Slovak see Chart 2 in Appendix 1. There were, however, a higher proportion of responses from migrants from the Philippines to the Employee survey versus the NINo data (14% Employee survey versus 2% NINo data)

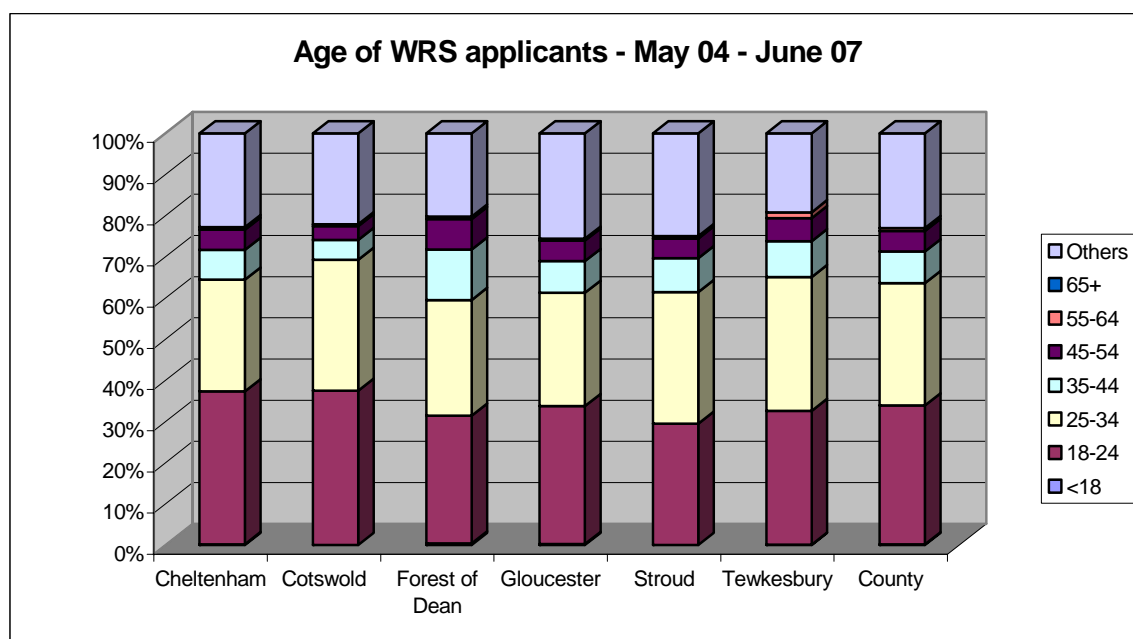
Other Demographic Characteristics of Key Migrant Groups

The demographic characteristics of the Eastern European/former Soviet state migrants have been captured in statistics compiled for the Worker Registration scheme (WRS). Comparison with data collected by the Employer and Employee surveys is useful in verifying the validity of the responses to the surveys as representative of the total migrant worker population.

Age

Chart 3 below illustrates the relative youth of migrant workers in the county; with 34% of all migrants aged under 34 and a further 14% aged 35-44. There is very little variation between districts. However, nationally over 76% of migrant workers are aged under 34 and 10% are aged 35-44 so Gloucestershire has attracted a higher proportion of more mature migrant workers than other regions of the UK (see Appendix 1, Table 2).

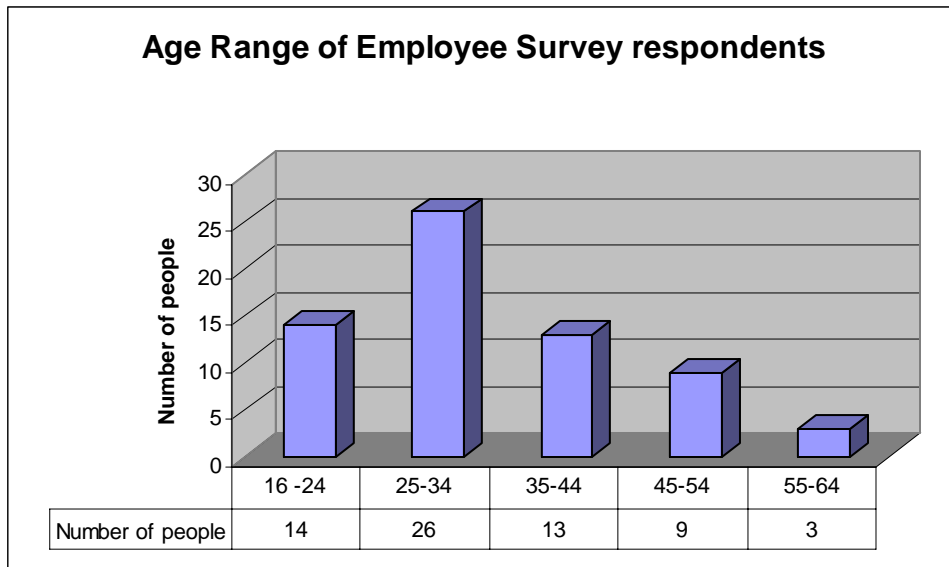
Chart 3



Source: Home Office Worker Registration Scheme data, August 2007

61.5% of respondents to the Employee survey were aged under 34, see Chart 4 overleaf. This pattern was similar for the 27 attendees at the focus groups, 55% of whom were under 34.

Chart 4

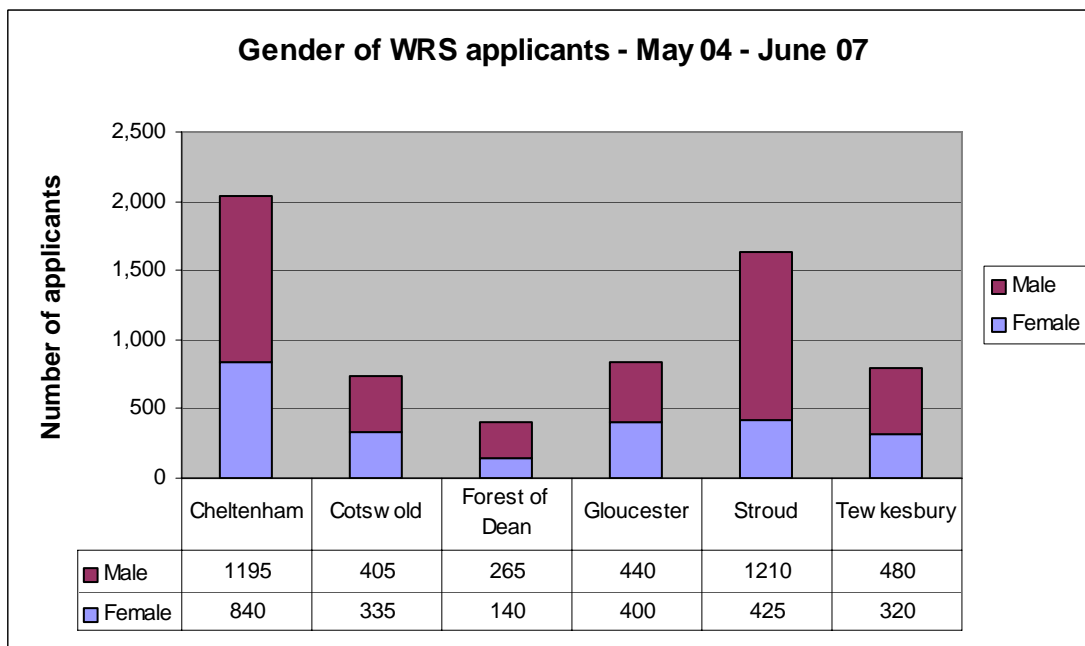


Source: GCC Employee survey, The Research Team, August 2007

Gender

More men than women registered to work via the WRS between May 04 and June 07. Overall 62% of all WRS applicants were male although there was a degree of variation between districts – in Stroud 74 % of WRS applicants were male and in Gloucester only 52% were male. See Chart 5 below. By comparison only 44% of respondents to the Employee Survey were men.

Chart 5

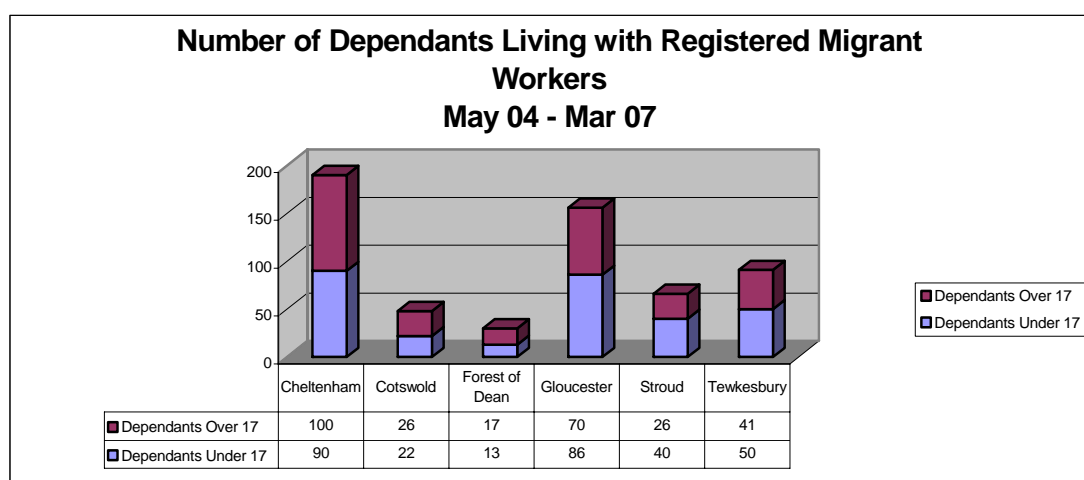


Source: Home Office Worker Registration Scheme data, August 2007

Dependants

The Home Office has made new information available this year on dependants living with WRS applicants. There was approximately 1 dependant declared for every 16 migrant workers who registered with the WRS between May 2004 and March 2007. A total of 7,864 migrants declared 581 dependants, 301 under 17 and 280 over 17. See Chart 6 below. However, the 51.6% of Eastern block migrants who declared that they intended to return home within 3 months are unlikely to have travelled to the UK with dependants. This would increase the ratio to 1 dependant for every 6.6 migrant workers.

Chart 6



Source: Home Office Worker Registration Scheme data, August 2007

By contrast there were 65 migrant worker responses to the Employee Survey and approximately 1 child dependant was declared for every 2.5 migrant workers. See Chart 7 below.

Chart 7

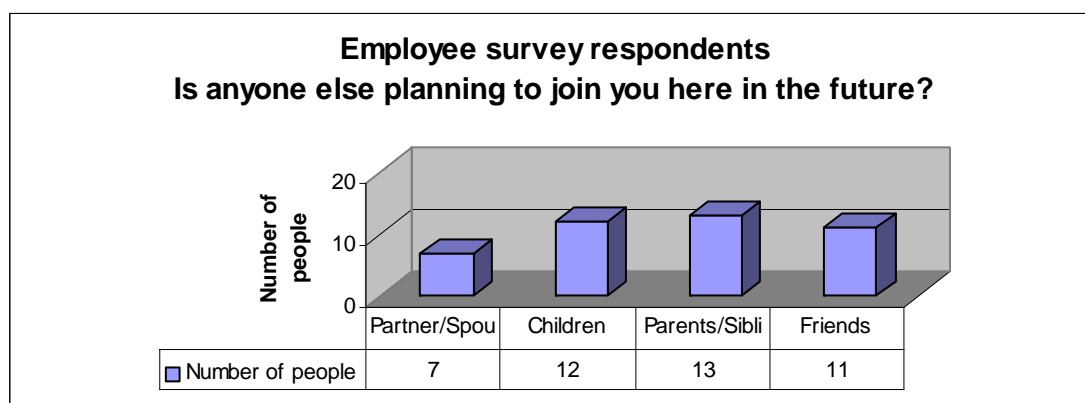


Source: GCC Employee survey, The Research Team, August 2007

Focus Group participants were asked the same question and 11% of them had children living with them. Of the 8 children living with their migrant worker parents, 2 had been born since arriving in the UK and one of the participants

was expecting another child. In addition, the Employee Survey respondents and the Focus Group participants were asked whether anyone else was planning to join them at some time in the future. Chart 8 below shows the responses to the Employee survey where a further 32 family members were expected to join the 65 migrant workers already here and a further 11 friends were also expected to come to the UK. Focus Group participants were also expecting several spouses and children to join them at some point.

Chart 8



Source: GCC Employee survey, The Research Team, August 2007

The higher proportion of dependants declared by respondents to the Employee survey versus the WRS data can probably be explained as a factor of the greater proportion of women who completed the Employee survey (56%) and who participated in the Focus Groups (58%) versus the proportion of women from the total population of migrant workers registered via WRS (38%). It is assumed that women are more likely than men to take dependant children with them when they move abroad to work. In addition, the workers who participated in the Employee survey and Focus Groups will be seen later in this report to be those who intend to be in the UK long-term and therefore are far more likely to bring dependants with them than migrants intending to work here only for a few months.

Using the ratio of 1 dependant for every 6.6 migrant workers, which was derived from the WRS data, it is possible to extrapolate a rough estimate of the total number of dependants by extending this ratio to all migrant workers registering in Gloucestershire since April 2003, less those who stated an intention to return home within 3 months. This calculation produces the following estimate:

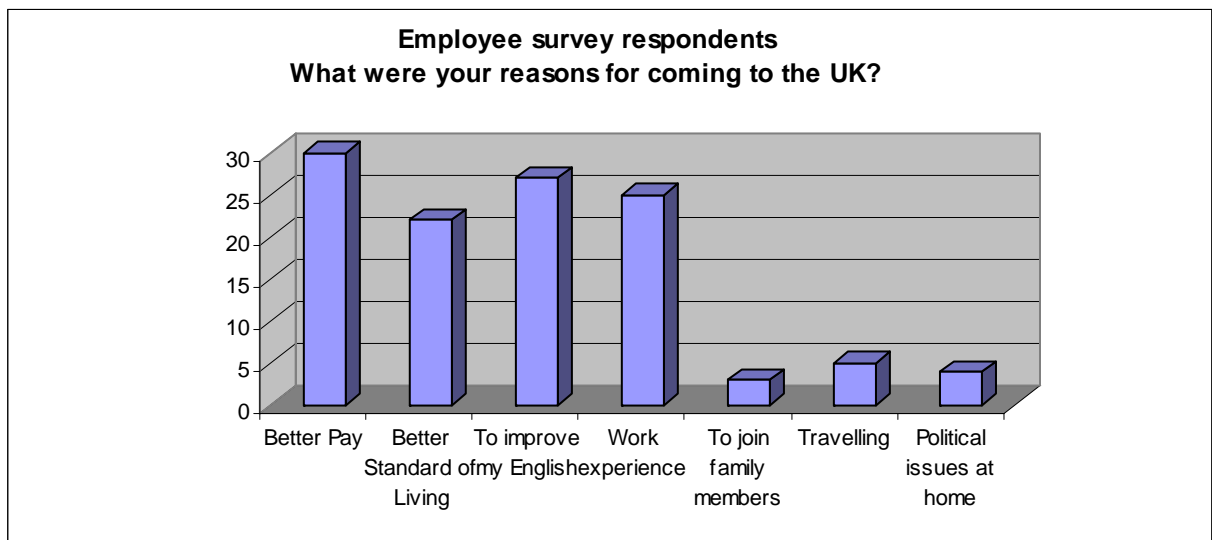
April 2003 – June 2007

Total Number of Migrant Workers:	15,763
Total less returnees after 3 months	11,705
Estimated Dependants:	1,774
Over 17	859
Under 17	915

Motivation for coming to the UK

The Employer survey, Employee survey and Focus Groups all asked questions to determine the key factors that encourage migrant workers to come to the UK and what their intentions were for the future. The overwhelming response was that the reasons for leaving their country of origin and coming to work in the UK were economic, although 'Improving their English' was a popular second choice - see Chart 9 below.

Chart 9

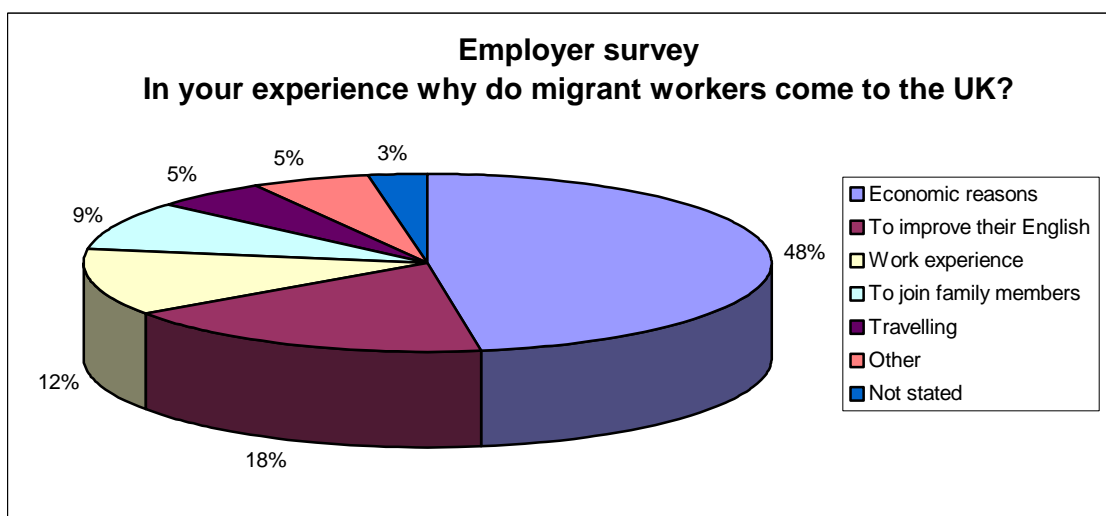


Source: GCC Employee survey, The Research Team, August 2007

One middle-aged participant at a Focus Group said that there was no reason to keep her in Poland as *“Only the dog is left there now”* - all her other close family and friends had come to the UK too.

Chart 10 below demonstrates that employers rate economic factors as the key reason for coming to the UK too.

Chart 10

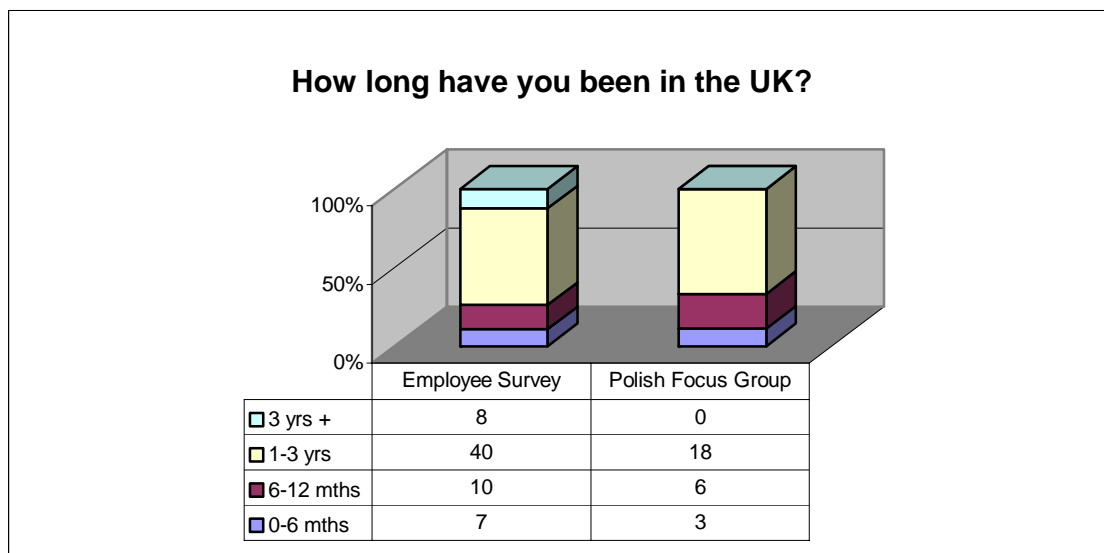


Source: GCC Employer Survey, The Research Team, June 2007

Length of Stay and Intention to Stay

The majority (63%) of migrant workers who completed the Employee survey or who attended a Focus Group had been in the UK for between 1 and 3 years with 9% having been here for longer. See Chart 11 below.

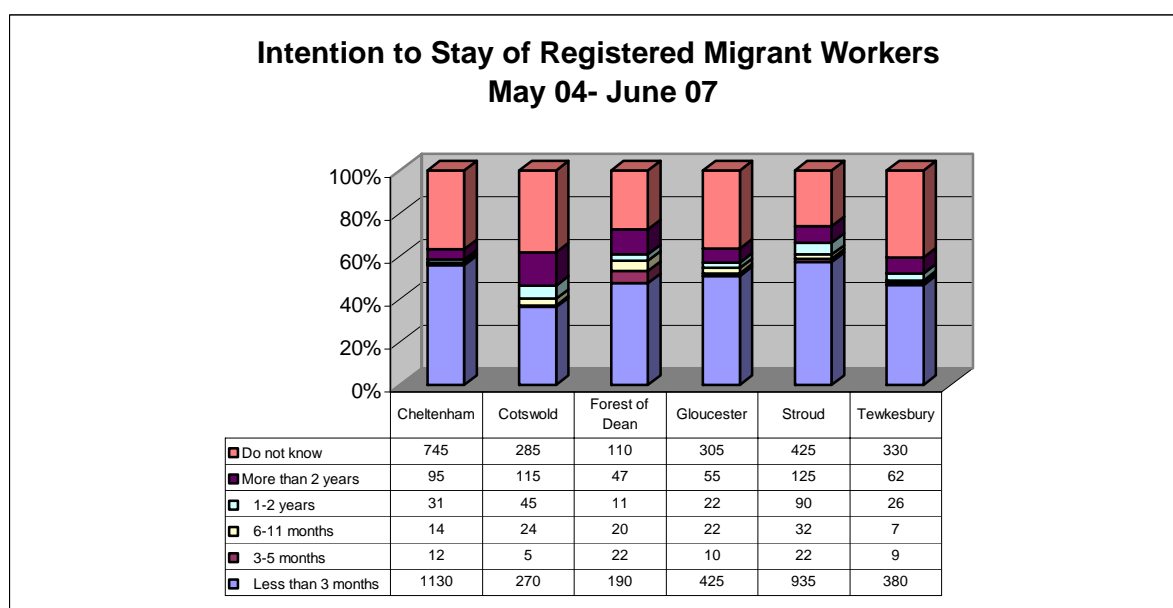
Chart 11



Source: GCC Employee survey and Polish Worker Focus Groups, The Research Team, August 2007

When asked what intentions they had with regard to staying in the UK or returning home there was a clear difference between responses given to immigration authorities on WRS applications and the responses to the Employee Survey/Focus Groups. On WRS application forms 51.6% of migrants intended to stay for less than 3 months and 34% 'Did not know', 6.6% intended to return home within 3 months to 2 years and only 7.7% declared any intention of staying for more than 2 years. See Chart 11 below.

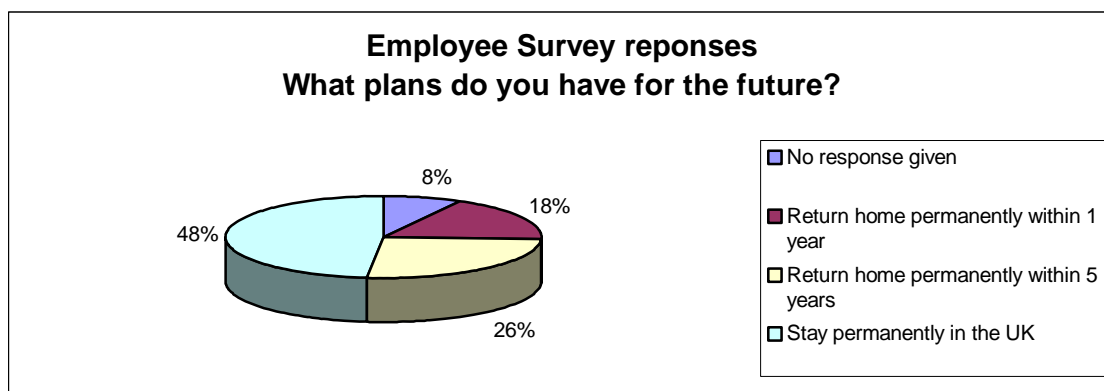
Chart 12



Source: Home Office Worker Registration Scheme data, August 2007

By contrast 74% of respondents to the Employer survey were planning to stay in the UK for more than a year and 48% planned to stay here permanently – see below.

Chart 13



Source: GCC Employee survey, The Research Team, August 2007

All the participants at the Focus Groups declared an intention to stay in the UK permanently.

There are a number of reasons why responses to the WRS questions differ to those in the GCC research. The first is that those workers who came to the UK intending to work for a short period of time and then return home are less likely to respond to the Employee survey or to participate in a Focus Group. The second is that a number of participants at the Focus Groups mentioned that they came here expecting to return home at some point but are now happy with their life here and intend to stay permanently. At present it is not possible to determine how many intended short-term migrants ultimately extend their stay in the UK or stay permanently. Lastly, there may be some reluctance amongst applicants to the WRS to declare an intention to stay long-term, since, wary of officialdom they may fear that this would prejudice their chances of being granted registration.

Migrant Workers – the Working Experience

Gloucestershire has a diverse working economy, ranging from agriculture and food processing to manufacturing, tourism and the service sector. Anecdotal reports of migrants working in agriculture, hotels, factories and bars as well as other studies of migrant workers in other parts of the UK (see Appendix 4) were useful in determining the sectors of the Gloucestershire economy that were most likely to employ migrant workers. The sample of employers to whom the Employer survey was directed was selected accordingly. See Appendix 2, Table 1 for a breakdown of the sample and details of the responses received.

706 employers responded to the survey, of which 564 did not employ migrant workers and 142 did. In total 953 migrant workers were employed by Employers who responded to the survey.

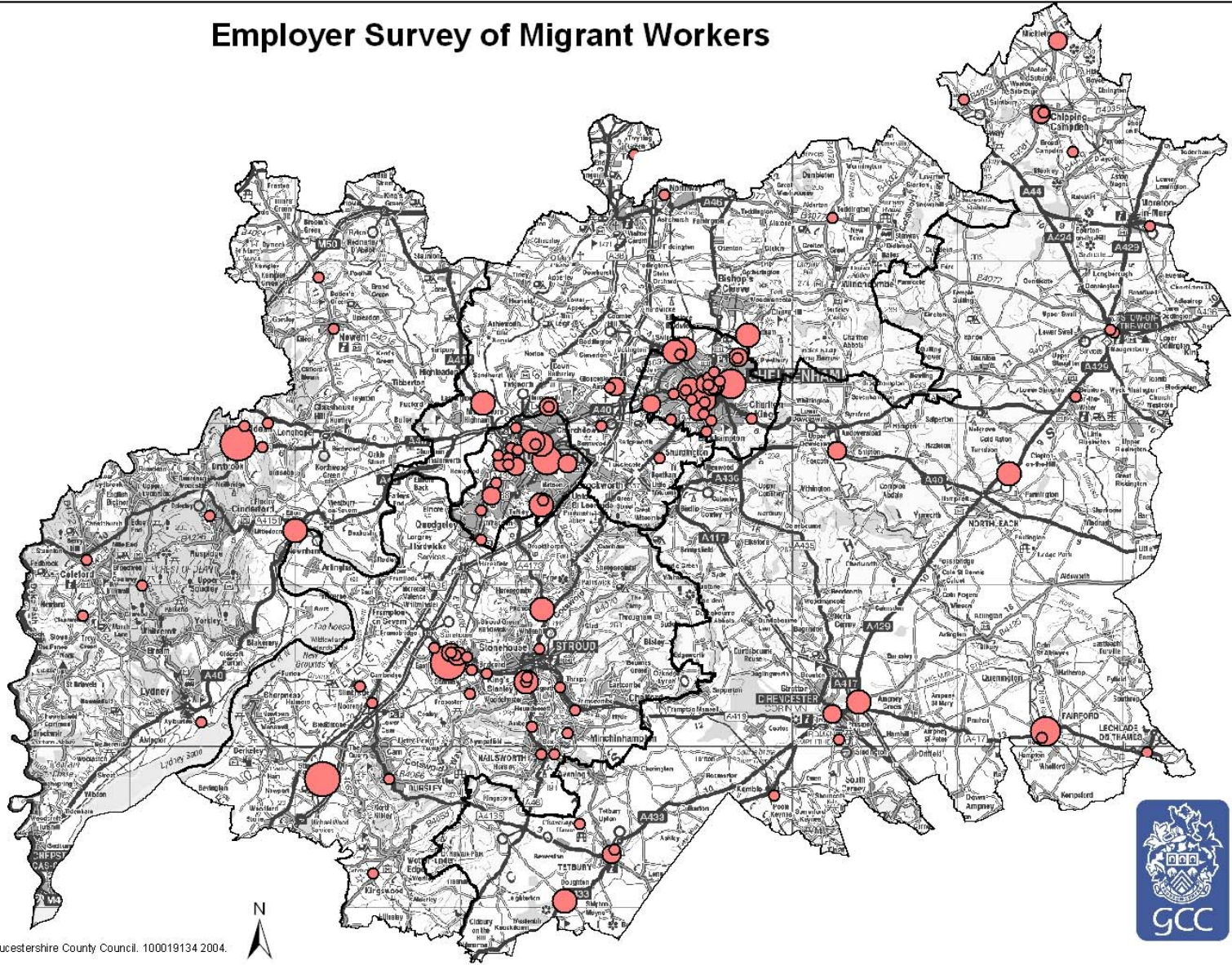
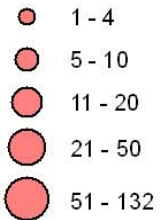
Map 1 on the following page shows the distribution of these migrant workers across the county and the density of the clusters in specific locations. There are obvious clusters in Gloucester and Cheltenham, as would be expected since they receive the greatest numbers of migrant workers according to official statistics. However, there are also sizeable clusters in Stroud and neighbouring villages and in a number of other small villages/hamlets.

Map 2 shows these clusters of migrant workers by region/country of origin, as indicated by their employers.

Map 1

Employer Survey of Migrant Workers

Migrant Workers
Number



(c) Crown Copyright. All rights reserved. Gloucestershire County Council. 100019134 2004.

Research Team SL: 17/110/07

SCALE: 1:335,000

This map is reproduced from (or based upon) the Ordnance Survey material with the permission of Ordnance Survey on behalf of the controller of Her Majesty's Stationery Office (c) Crown Copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. Gloucestershire County Council 100019134 2004.

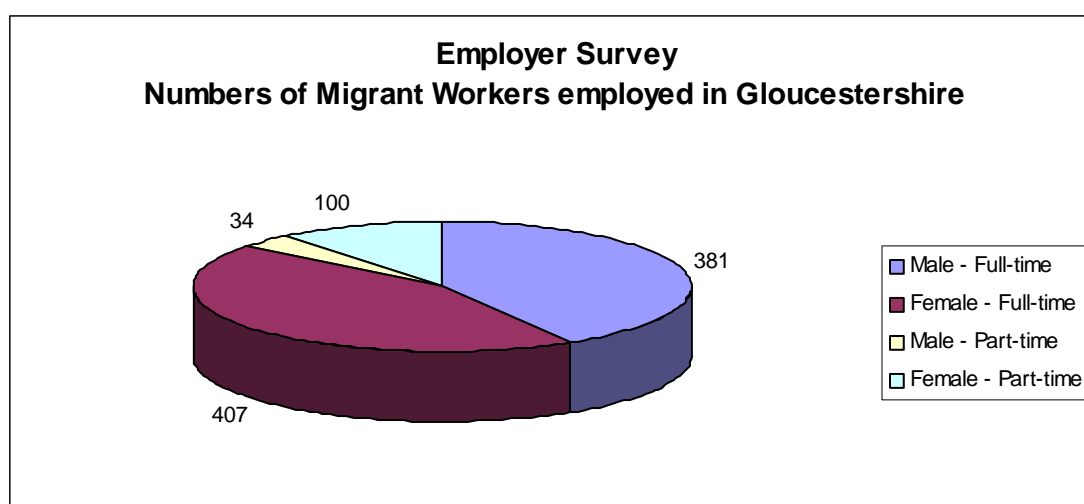
Country of Origin of Migrant Workers

The most commonly stated Country/Region of origin was the EC, with Poland singled out specifically by 22 Employers, although the employers who responded to this survey were also employing migrants from particular countries from right across the globe. See Chart 1 in Appendix 2.

Full Time v Part Time and Gender of Employees

The majority of migrant workers are employed full time and more women than men are employed (see Chart 14 below). However, this skew towards female employees could be explained by the relatively high response rate from Care Homes/Nursing Homes who tend to employ more female workers (Appendix 2, Table 1)

Chart 14

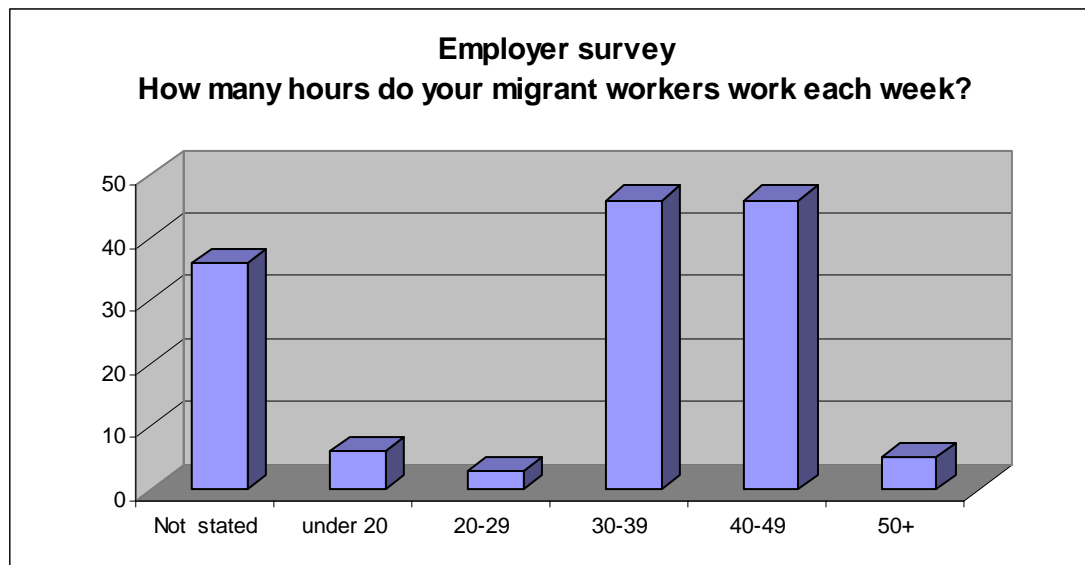


Source: GCC Employer Survey, The Research Team, June 2007

Hours of Work

A quarter of the employers who responded chose not to state how many hours their migrant workers worked each week but those that did respond indicated that 32% of migrant workers were working 30-39 hours per week and 32% were working 40-49 hours per week. See Chart 15 overleaf. This contrasts with data collected under the WRS scheme where 76% of workers recorded their hours of work as 35-40 and only 15% claimed to be working more than 40 hours per week (Appendix 2 Table 2).

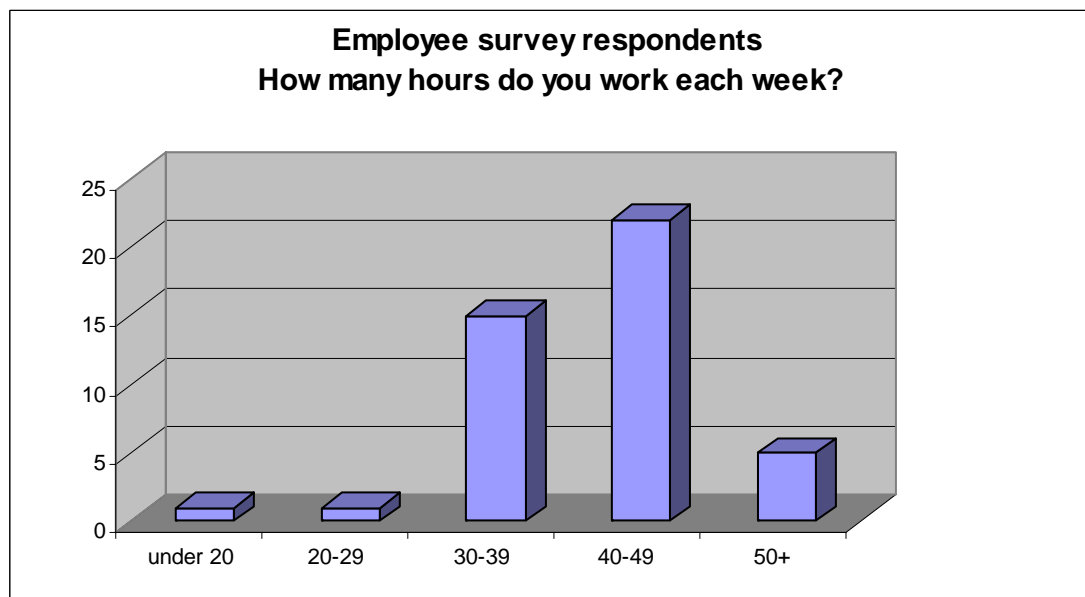
Chart 15



Source: GCC Employer Survey, The Research Team, June 2007

More than 60% of the migrants who responded to the Employee Survey stated that they worked over 40 hours a week. Participants at the Focus Groups explained that because their wages are relatively low and accommodation relatively expensive they have to work longer hours to be able to afford their accommodation or to be able to send any surplus home.

Chart 16



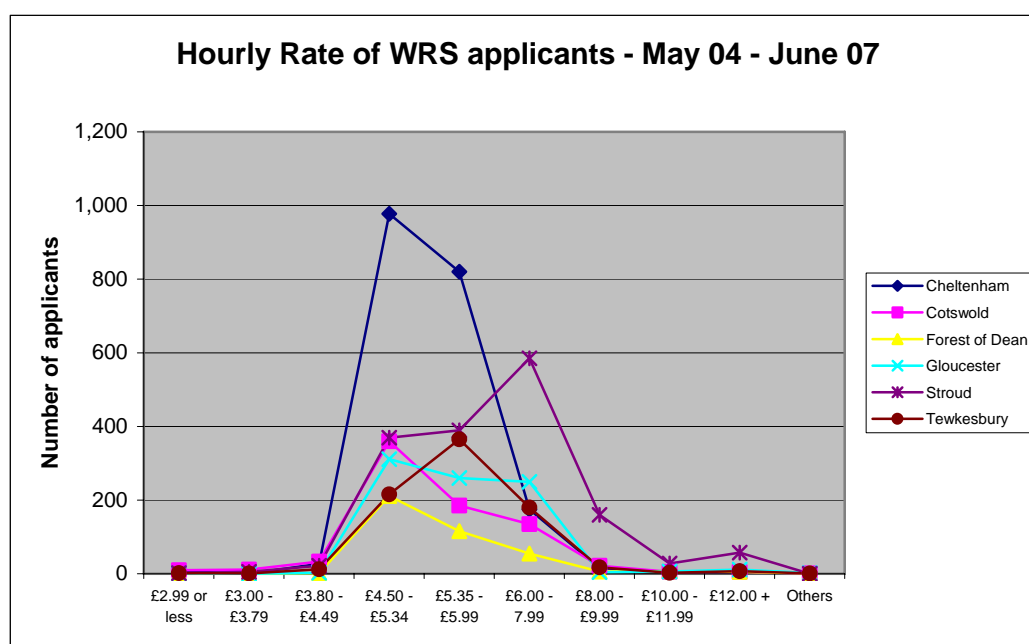
Source: GCC Employee survey, The Research Team, August 2007

There are anecdotal stories of exploitation of workers by unscrupulous employers that can be difficult to corroborate. However, the Citizens Advice Bureau in Cirencester reported to the Research Team that they were aware of instances of such exploitation, with workers being expected to work very long hours for low wages. (See Appendix 3). Such employers are unlikely to want to take part in Local Authority Surveys!

Rate of Pay

At the time that the surveys were carried out the minimum wage was £5.35 per hour. 40% of migrant workers who registered in Gloucestershire under the WRS between May 2004 and June 2007 earned less than £5.35 per hour and a further 33% earned between £5.35 and £5.99 per hour (Chart 17 below and Appendix 2 Table 3). Nationally over 50% of workers who registered with the WRS earned less than £5.35 so this would imply that Gloucestershire workers are slightly better paid than in other parts of the UK.

Chart 17

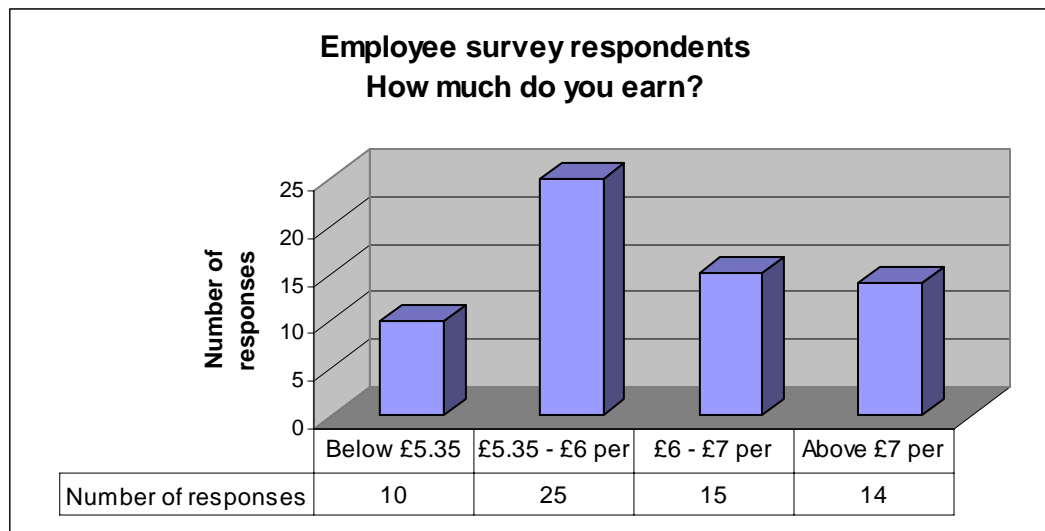


Source: Home Office Worker Registration Scheme data, August 2007

The Migrant Workers and Employers who responded to the two GCC surveys also indicated that wages in their places of work are generally better than official statistics imply for the County. However, this result should be viewed cautiously since there was a poor response rate to the Employer Survey from the agricultural sector (where wages are more likely to be low) and there has been limited success to date in reaching migrant workers in the agricultural sector via the Employee Survey.

Chart 18 overleaf shows the wages per hour of respondents to the Employee Survey. Only 16% earned less than the minimum wage. The average wage per hour that can be derived from their responses is £6.33. This is comparable with the information supplied by Employers - the average wage per hour derived from their responses was £6.21.

Chart 18

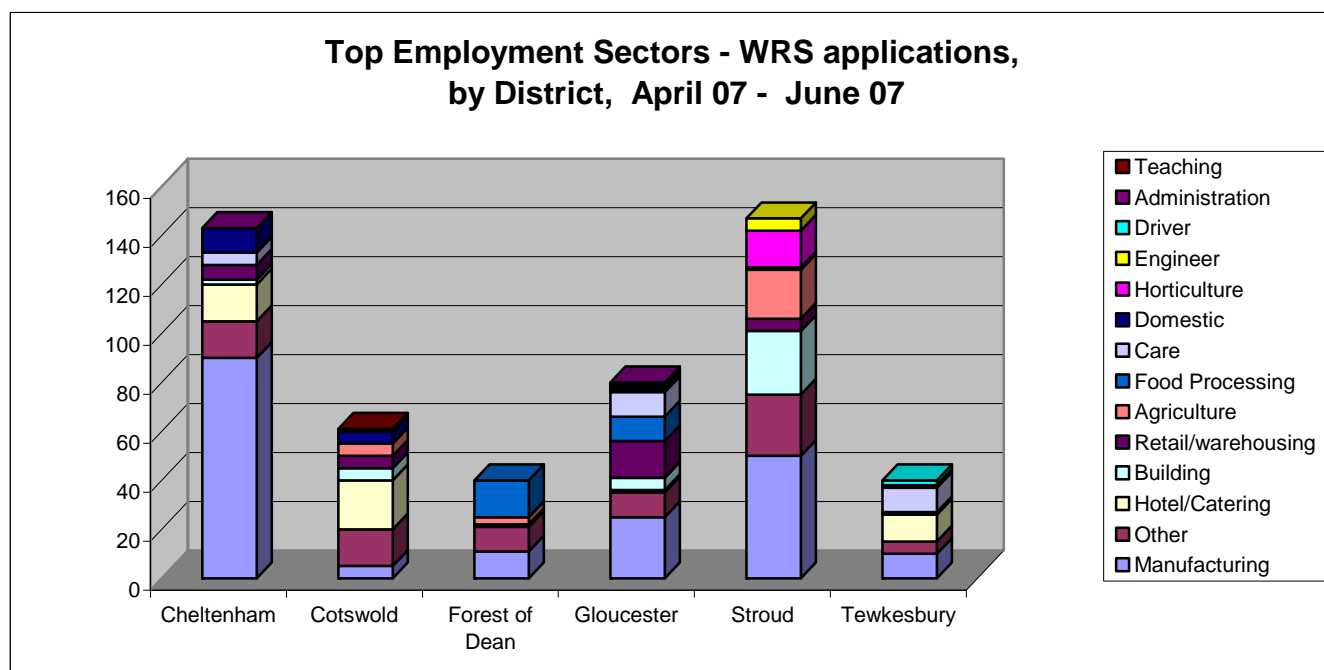


Source: GCC Employee survey, The Research Team, August 2007

Top Employment Sectors

There are a wide variety of economic sectors represented in the Top occupations of migrant workers, which reflects the diversity of the economy of the County and the variances in the economies of the districts. Chart 19 below shows the employment pattern by district for the most recent time period available (April to June 2007) for applications under the WRS.

Chart 19

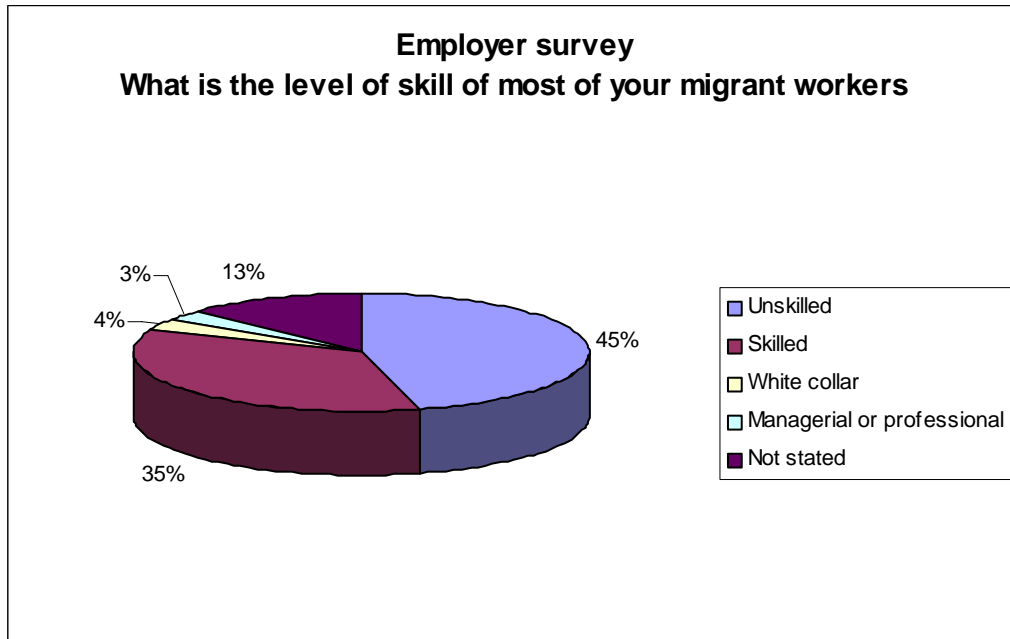


Source: Home Office Worker Registration Scheme data, August 2007

Skills and Qualifications

The Employer Survey asked employers to state the level of skill of most of their migrant workers. The responses show that 45 % are Unskilled and 35% are Skilled. Only 2.8% are Managerial or professional, however 12.7% did not answer this question.

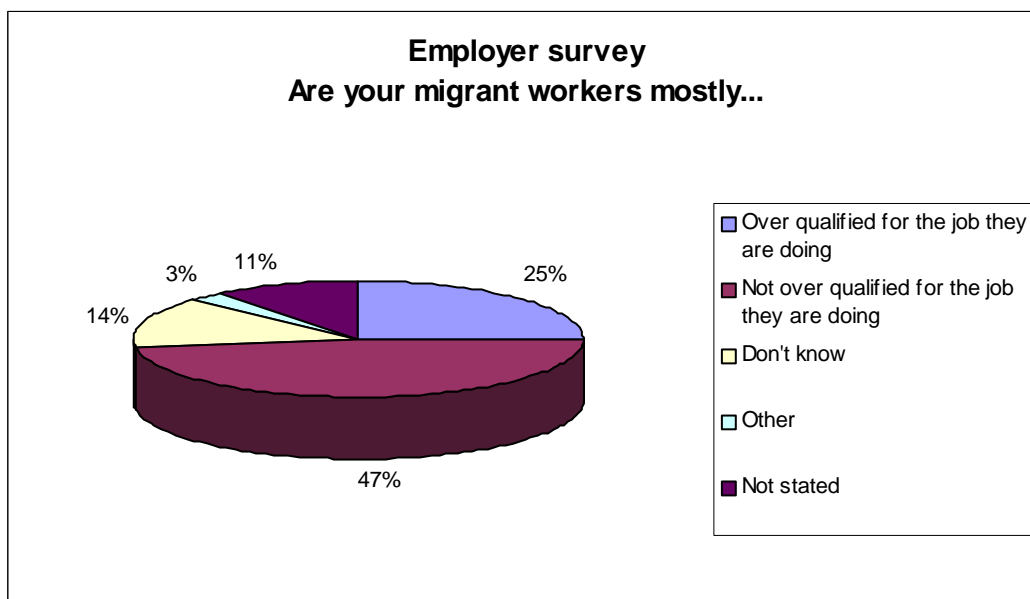
Chart 20



Source: GCC Employer Survey, The Research Team, June 2007

A quarter of employers also stated that their migrant workers were mostly overqualified for the job that they were doing, although nearly half answered that this was not the case. When employees were asked a similar question 36% stated that they were overqualified for the job.

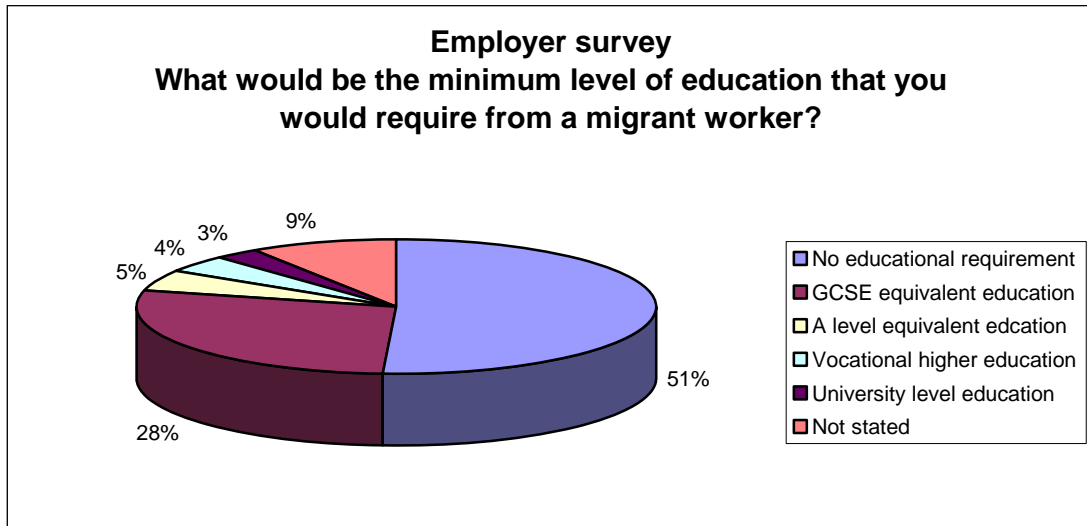
Chart 21



Source: GCC Employer Survey, The Research Team, June 2007

Very few employers required a minimum level of education from their migrant workers.

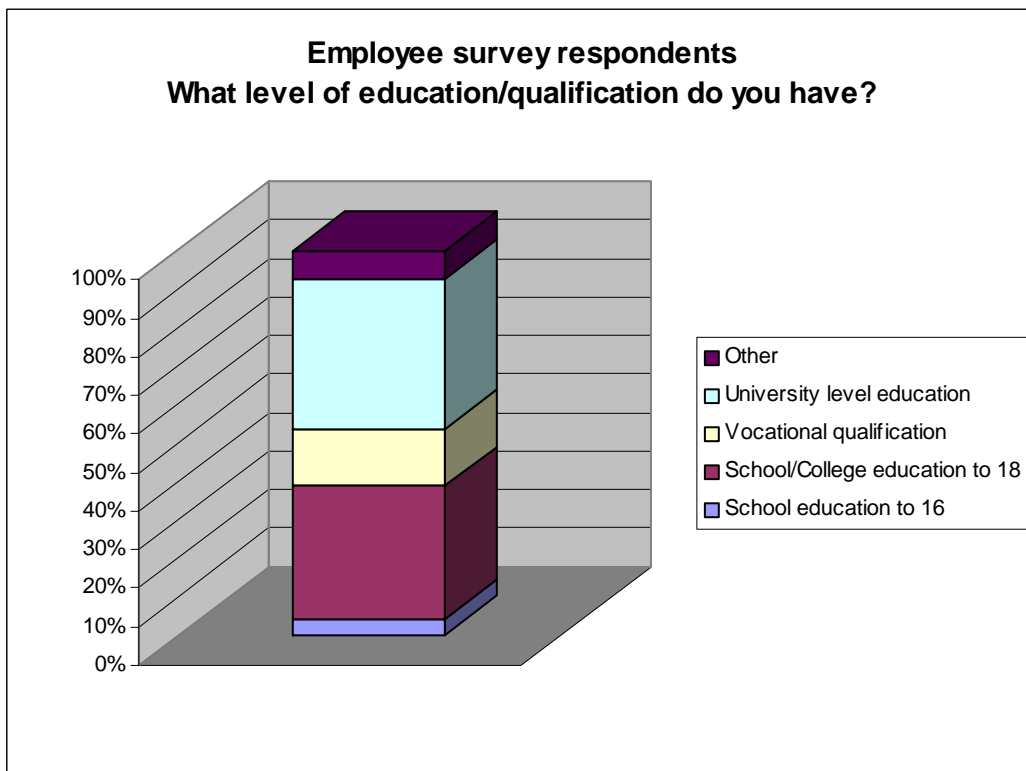
Chart 22



Source: GCC Employer Survey, The Research Team, June 2007

However, respondents to the employee survey were overwhelmingly qualified in some way. See Chart 23 below. The same was true of participants at the Focus Groups.

Chart 23



Source: GCC Employee survey, The Research Team, August 2007

This area was explored in more depth during Focus Group discussions. A question was asked about the usefulness of qualifications when seeking work

in the UK. At one session it was noted that all the participants laughed when asked this question!

Typical responses were:

'The language barrier means that I can't explain my qualifications to potential employers'

'Systems are different e.g.: Tax/finance so that I can't use my qualifications even if they are acknowledged'

'I'm a trained Nurse in Poland but I am unable to translate my qualifications to work in an English hospital so I've ended up working as a Care Assistant'

'NARIC (National Recognition Information Centre) not very helpful – I can't work in the UK as a plumber as my qualification is not recognised.'

There was consensus in the Focus Groups that improving their standard of English and obtaining recognition of qualifications were key to working at the level at which they were trained/qualified.

Employees were asked via the survey whether they would be willing to pay for additional training in English themselves and half of those people who responded to the question said that they would.

When asked the same question during the Focus Groups all the participants said that they would pay for English lessons but had issues about how they could afford lessons or find the time for them. Typical responses were:

I work such long hours that there isn't enough time to attend courses

Shift work makes it difficult to attend courses

GLOSCAT has no places on its courses

It is expensive

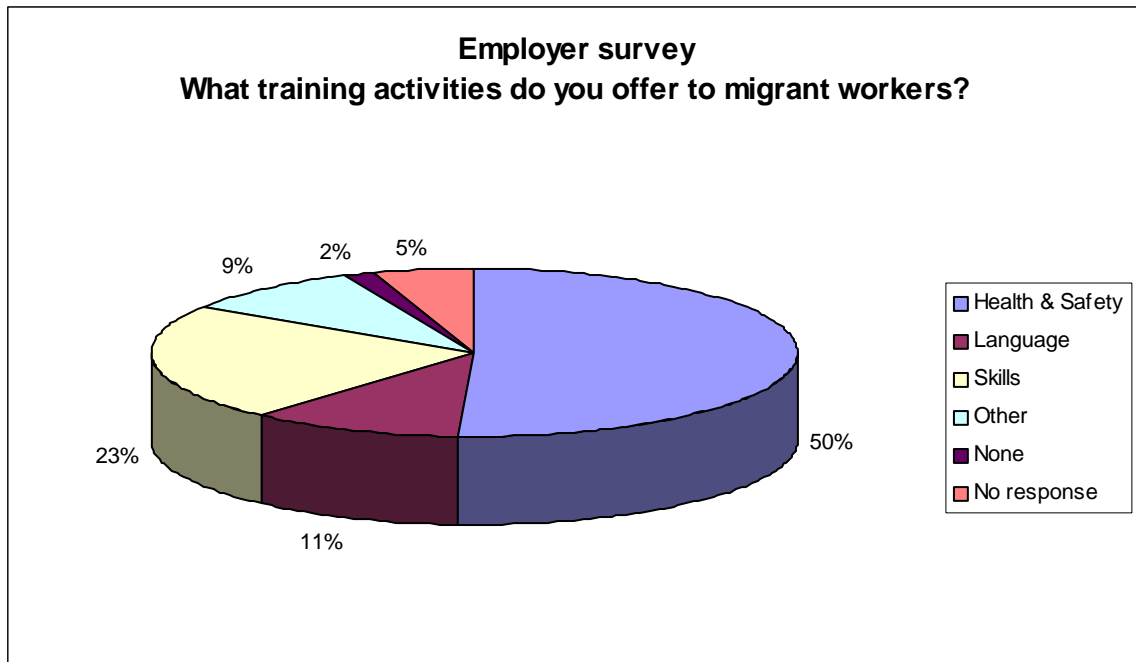
The lessons at GLOSCAT are often poor quality and not pitched at the right level.

Gloucestershire University training is good but it is expensive.

All Focus Group participants agreed that English lessons delivered at their place or work would be ideal with time such an issue. It was also felt that the training would need to be pitched at a variety of levels as ability does vary greatly within the community.

All Employers were asked what training they offered to migrant workers and their responses are shown in Chart 24 overleaf. The responses from employees were consistent with the employer's answers.

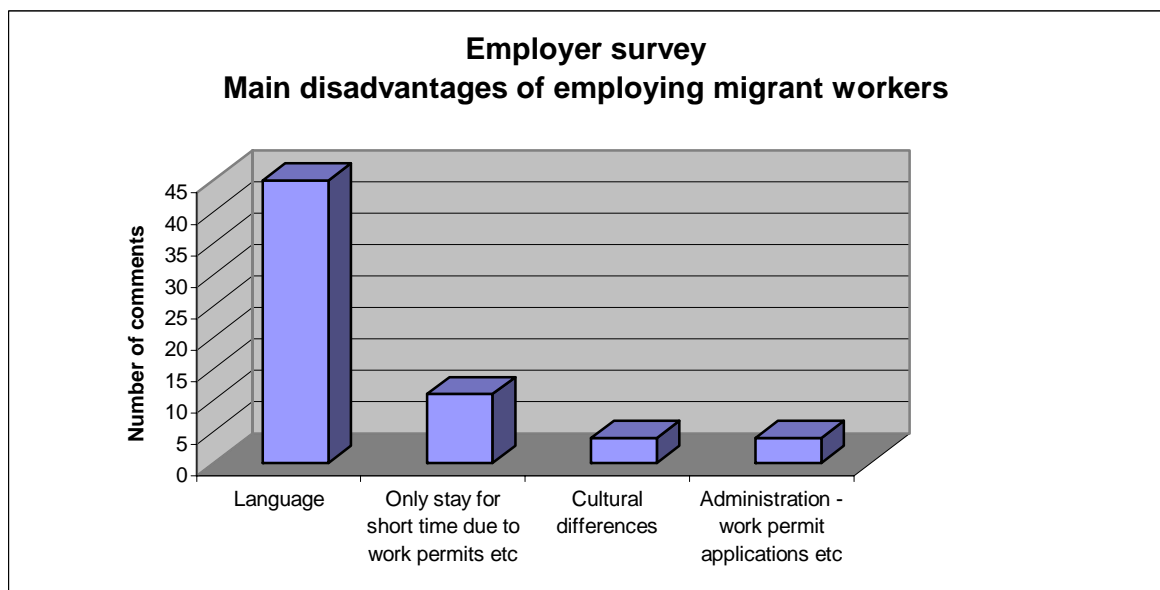
Chart 24



Source: GCC Employer Survey, The Research Team, June 2007

Employers also found the language barrier a problem. They had overcome this in a variety of ways from offering English lessons to workers, using bilingual staff to translate, producing a staff handbook in Polish and even employing an English speaking Polish welfare officer to support the workers throughout their contracts. However, language was sited as one of the main disadvantages of employing migrant workers. See Chart 25 below.

Chart 25

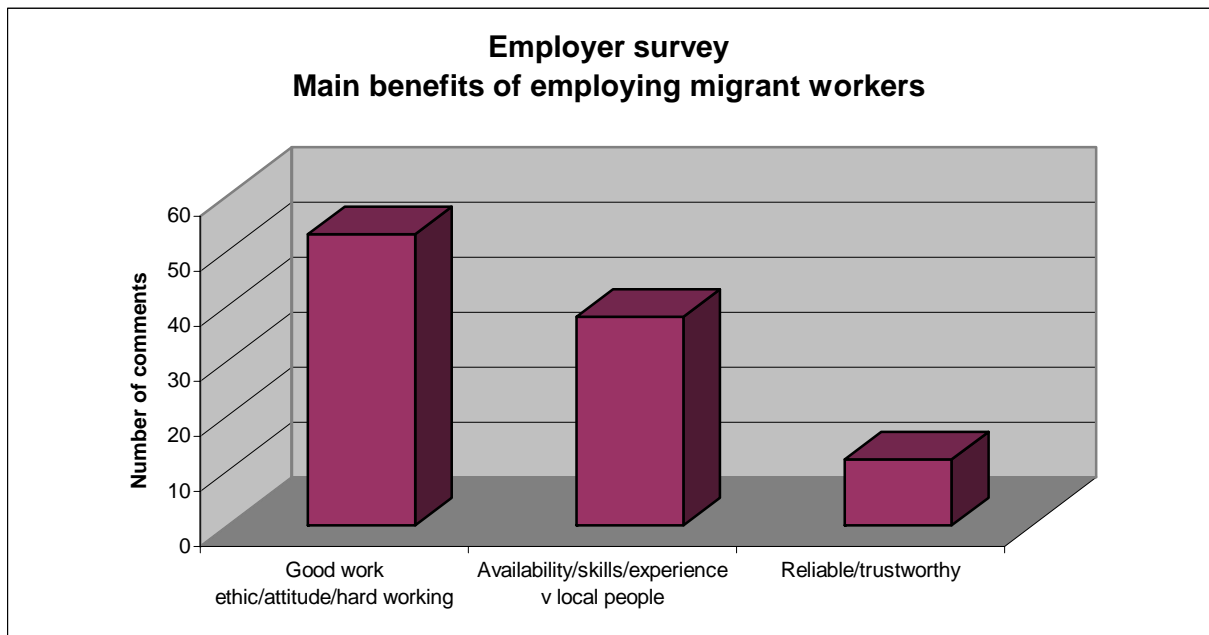


Source: GCC Employer Survey, The Research Team, June 2007

Business Benefits

Employers were asked 'What are the main benefits of employing Migrant workers?' This question elicited over 100 responses and virtually all of them were highly complimentary of the work ethic/attitude to work of the migrant workers that they employed – see Chart 26 below.

Chart 26



Source: GCC Employer Survey, The Research Team, June 2007

A selection of typical responses were

Hardworking and committed to the role. They tend to be reliable, do not take time off sick and are more flexible about non-sociable working hours

In our industry there are very few English/British HGV drivers that are willing to be away from their homes. This is not a problem with our Polish drivers

Attitude to work, pleasant and smiling, very helpful and generally grateful for the job

Our migrant workers have excellent work ethic and produce quality results

Skilled people who are filling vacancies, which would otherwise be difficult in a low unemployment area.

There is a shortage of good care staff in Gloucestershire

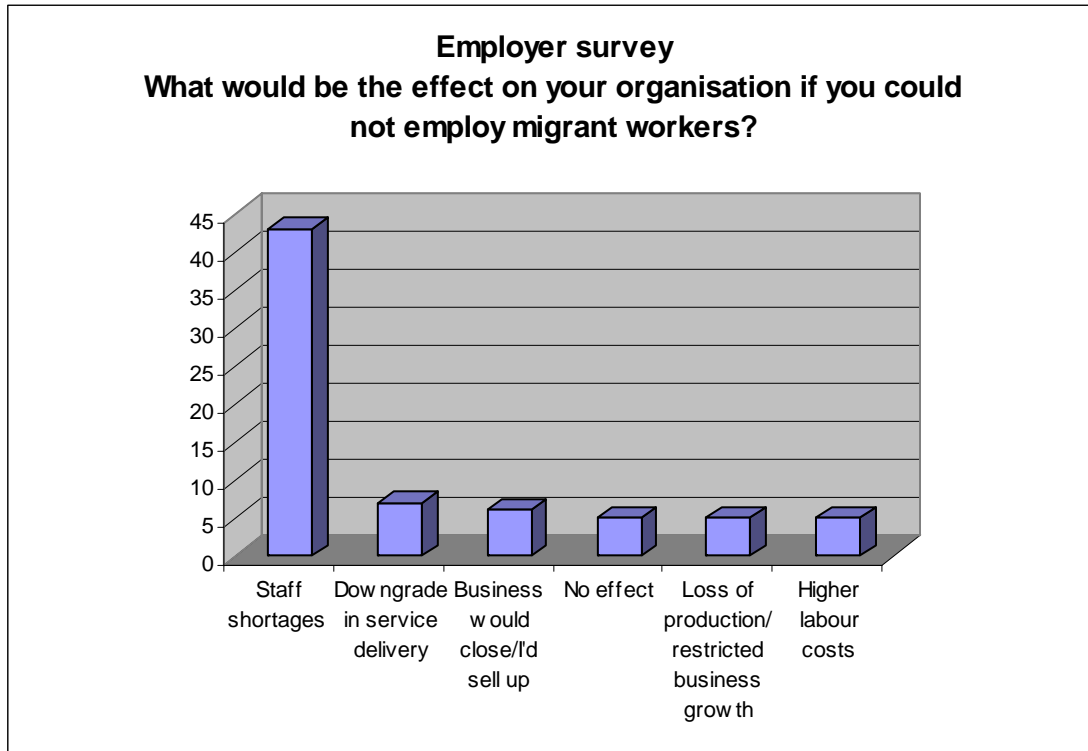
They are hard working especially on busy periods (Friday & Saturday nights)

They want to work!

Very hard working and punctual, they take pride in their work.

Employers were then asked what the impact would be on their business if they could not employ migrant workers. Chart 27 summarises their responses and it is obvious that staff shortages would be the key issue. Of 88 responses to this question only 2 implied that it would have little/no impact and many employers would have serious concerns for their businesses if they could no longer recruit migrant workers,

Chart 27



Source: GCC Employer Survey, The Research Team, June 2007

Accommodation

No information on accommodation is collected for government statistics so there was a particular emphasis in this research on finding out about where migrant workers live, what they pay for accommodation and how it is organised. Employers were asked whether they provided or organised accommodation for their migrant workers. The majority did not and stated that the worker would organise his or her own accommodation - see Q 22 below

Q 22. Do you organise/provide accommodation for migrant workers?	Number of responses	% of firms
Yes	52	36.6%
No	83	58.5%
No response	7	4.9%

Source: GCC Employer Survey, The Research Team, June 2007

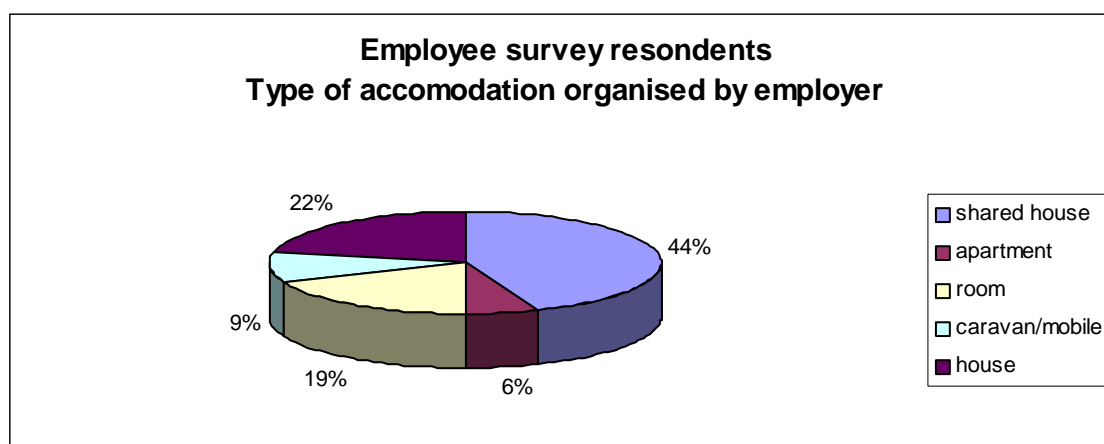
However 36.6% of employers who responded did provide accommodation for their workers and the table of responses for Q22a below shows that this is usually in the form of a room on/within the premises or a room or house share with other migrant workers. The large percentage of room/house on/within the premises in this research is probably indicative of type of employment, since the Care sector and Hotels/pubs where this is prevalent accounted for 37 % of all responses from firms who do employ migrant workers. The responses from the Agricultural and Horticultural sectors indicated a preference for caravans/mobile homes on the premises, suggesting that had there been more responses from these sectors this form of accommodation would have featured more frequently.

22a. Type of accommodation organised for employees	Number of responses.	% of firms who organise accommodation
Room within premises	21	40.4%
Room or house share with other migrant workers off premises	16	30.8%
Shared room within premises	13	25.0%
House off premises	12	23.1%
Shared house on premises	10	19.2%
Caravan/mobile home on premises	6	11.5%
Apartment off premises	6	11.5%
Apartment within premises	5	9.6%
Caravan/mobile home off premises	2	3.8%

Source: GCC Employer Survey, The Research Team, June 2007

Around half of the respondents to the employee survey were living in accommodation organised by their employer and this was predominantly in the form of rooms and shared houses see Chart 28 below.

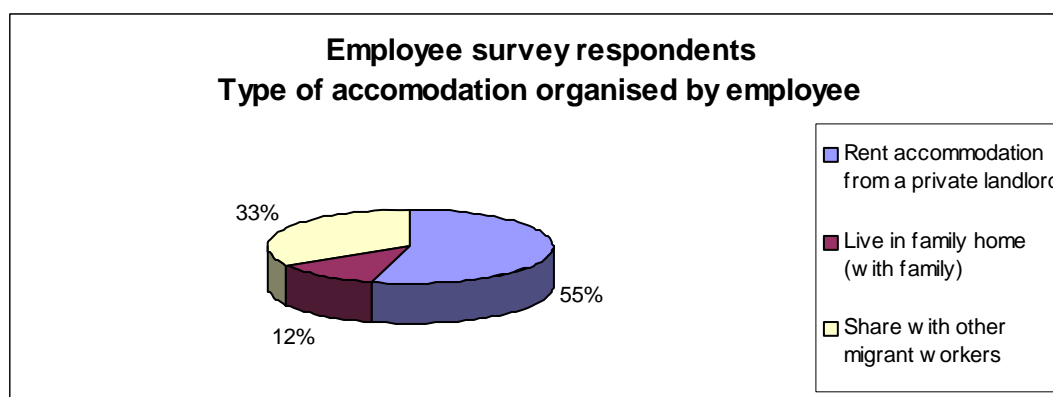
Chart 28



Source: GCC Employee survey, The Research Team, August 2007

Those employees who had organised their own accommodation tended to live in the private rented sector, share with other migrant workers or live with their families (Chart 29 overleaf)

Chart 29



Source: GCC Employee survey, The Research Team, August 2007

Rent

Nearly 80% of those employees in accommodation provided/organised by their employer have the cost of their accommodation deducted from their wages.

Q23. How much do you charge for your accommodation? Or How much do you pay for your accommodation?	Room per week	Room per month	Caravan per week	Shared House/Apartment per week	House/Apartment per month	House/Apartment - deposit
Average charge to employees	38.77	238.33	29.53	54.01	266.25	115.0
Average cost to employee	38.09	226.67			470.56	685.17

Source: GCC Employer Survey & Employee Survey, The Research Team, June 2007

The average cost of accommodation charged by employers is shown in the responses to Q23 above. Employees were also asked how much their accommodation cost. The response for rented rooms are very similar in both surveys, however employees claimed a much higher cost paid each month for houses/apartments and a significantly larger deposit required. This discrepancy is almost certainly due to employees who are renting in the private sector having to pay commercial 'going rates' and deposits.

The Migrant Worker's perspective on accommodation

Participants at the Focus Groups lived mostly close to the centre of Gloucester or Cheltenham and only 6 of the 27 participants lived in the suburbs of either city.

When asked whether they 'liked where they were living' they interpreted this as a question about the area and a sample of the responses are shown here.

Cheltenham residents liked living there although thought it was expensive - especially winter heating costs

Gloucester City Centre very messy & noisy – rats near and in Asda car park

Seagulls!! – mess & noise everywhere in Gloucester.

Gloucester needs more green areas, parks, places for children

Gloucester dangerous at night.

Happy with public transport

All the participants, bar one (accommodation came with job), had organised and found their own accommodation via adverts in newspapers or on the internet, word of mouth, letting agencies or family.

In line with their intentions to stay in the UK permanently the majority of the participants stated that they would ultimately like to own their own homes here. Only 4 out of 27 said that they were happy to stay in their present accommodation long-term.

There was quite a variation in levels of satisfaction with their accommodation. One participant commented:

'A Home is just a dream at the moment as I share a house in Brook Street in Gloucester with 10 other people and it is not clean'

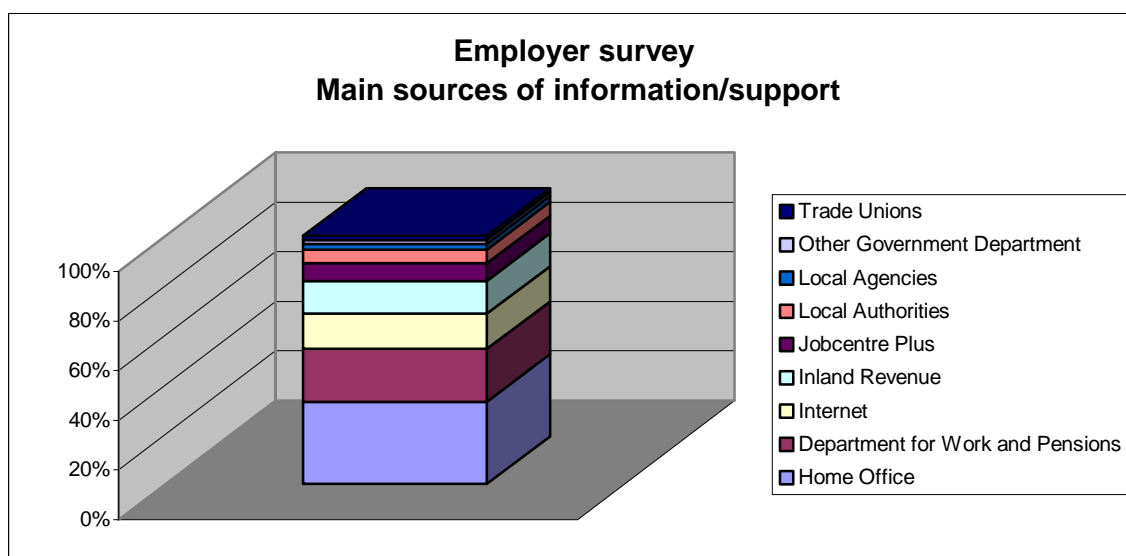
Accommodation in the UK is perceived to be different, and in most instances better than in Poland. A participant commented that her accommodation was bigger in Poland, but it was in a high-rise building with over 100 homes. Now she lives in a small house with a garden, which is better. One couple felt that it was better over here because they can make enough money to live on their own, without parents.

The majority of participants share their accommodation either with family/partner or with other migrant workers, as it is too expensive to rent alone. Most say that they have been treated fairly by landlords and agents. There were a few comments that certain agencies discriminated against Poles but others had found that agents were happy to recommend Poles as reliable tenants.

Access to Services

Approximately half of the Employers surveyed had needed to seek information or advice in relation to employing migrant workers. Chart 30 and the data table for Q28a overleaf show their main sources of information. Unsurprisingly the Home Office and Department for Work and Pensions were mentioned most frequently but the Internet and Jobcentre plus are also important information providers. Nearly 11% of mentions were for Local Authorities. Of those employers that had sought information, 89% responded that it had been easy/very easy to find the information that they needed.

Chart 30



28a. If yes, what were your main sources of information?	Number of mentions	%of all mentions
Home Office	42	65.6%
Department for Work and Pensions	27	42.2%
Internet	18	28.1%
Inland Revenue	17	26.6%
Jobcentre Plus	9	14.1%
Local Authorities	7	10.9%
Local Agencies	3	4.7%
Other Government Department	2	3.1%
Trade Unions	2	3.1%

Source: GCC Employer Survey & Employee Survey, The Research Team, June 2007

Employers were also asked whether they offered migrant workers any help or advice. Their responses are summarised in the table overleaf and demonstrate that employers have a very important role in helping migrant workers access a wide variety of services, both public and commercial.

31. Do you offer migrant workers help and/or advice with the following...	Number of mentions	% of firms
Registering for work - WRS NINo	66	22.4%
Not stated	59	20.1%
Accessing Healthcare	56	19.0%
Accessing public services / emergency services	42	14.3%
Finding accommodation	33	11.2%
Accessing Education services	30	10.2%
Other - e.g.: opening bank accounts, claiming child benefit	8	2.7%

Source: GCC Employer Survey & Employee Survey, The Research Team, June 2007

When asked whether they had asked for information or support since arriving in the UK, 67% of migrant workers responded 'Yes'. They were then asked to list their main sources and these are detailed in the table for Q21 below.

Q21. If Yes, what were your main sources of information/support?	Number of mentions	% of all mentions
Friends/Family	28	18.42%
Jobcentre Plus	19	12.50%
Doctor	19	12.50%
Internet	17	11.18%
Hospital	13	8.55%
Inland Revenue	11	7.24%
Church	9	5.92%
CAB	6	3.95%
Community Group	6	3.95%
Government Departments	5	3.29%
NARIC	4	2.63%
Gloucester Race Equality Council	4	2.63%
Local Authorities	3	1.97%
Dentist	3	1.97%
Police	3	1.97%
The Law Centre	2	1.32%
Total Responses	152	100.00%

Source: GCC Employee survey, The Research Team, August 2007

Friends/family were the most frequent source of help, closely followed by Jobcentre Plus and the Internet. 12.5% of migrants had sought advice from a Doctor and 8.55% had been to a hospital. Most thought that it was relatively easy to find the help that they needed.

Focus Group participants were asked the same questions and were able to elaborate. All knew where their local hospital was and all knew to go to a GP with medical issues, in the first instance. Those who had children were already registered with a GP.

They said that using the Internet was the easiest method for finding things out but that very little information is usually available anywhere in Polish, which is

difficult when their English is very limited. GP's surgeries were mentioned as a specific problem, although some participants felt that this had improved.

English friends/neighbours/work colleagues were also mentioned as a source of advice or support

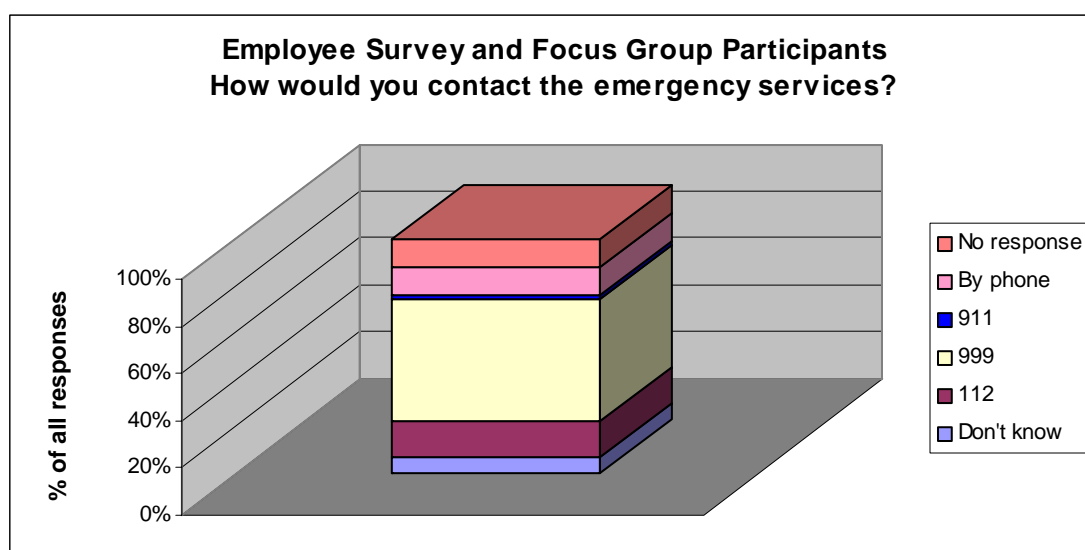
There was a genuine sense at the Focus Groups that the workers did want to communicate in English but are often not able to do so when they first arrive and would welcome more information in Polish to help them settle in. One Cheltenham resident mentioned that whilst they could find leaflets in Turkish and Chinese (sic) at the Cheltenham Borough Council Offices there was nothing available in Polish.

However, it should be noted that all the Focus Group participants were aware of Gloucestershire County Council and their own district councils as they had all attended a 'Welcome to Gloucestershire' workshop organised by the Equalities Team. This would perhaps have been different had the participants been drawn from less accessible rural areas.

Ostoja, the community organisation set up by Polish migrants operates a Polish Advice Service to the community and will help translate for people if they are having difficulty with official communication. However, it was mentioned on several occasions that workers had experienced problems with organisations such as the Inland Revenue and the Council (re Community Charge) which had not permitted Ostoja to translate or speak on their behalf but had not provided an alternative translation service.

The Employee survey and the Focus Groups asked migrant workers 'How you would contact the emergency services?'

Chart 31



Source: GCC Employee survey and Polish Worker Focus Groups, The Research Team, August 2007

There was a degree of ambiguity in the responses i.e.: 10 respondents to the Employer survey (12% of all responses) answered 'By Phone' and a further 10 did not answer the question, however over 50% did give the answer '999' and a further 15% gave the answer as '112'. The Focus Group participants did

comment that it was all very well knowing who to call but there was still the problem of making yourself understood when your English is limited.

Expectations of Migrant Workers

Focus Group participants were asked whether the experience of living and working in the UK was what they had expected. A number of negative points were raised: They had not expected to have to share accommodation with others and many had not expected to find themselves working in jobs for which they were over-qualified and which were physically hard.

However, there was a real consensus that they appreciate the opportunity they have here, regardless of any problems:

You can find work easily, with or without qualifications

People are well treated

Information is clear

Most places are safe

The law is easy to follow

You have security in employment, with clear contracts

English people are kind.

The general view was effectively summarised by one gentleman as:

'We wouldn't still be here if we were really unhappy'

Implications and Recommendations for Local Authorities and Public Services

Population

The population of Gloucestershire has been augmented by up to 16,000, young people over and above the population estimates derived annually by the Office for National Statistics. This represents an approximate increase in population of over 2.7% in 4 years. Central government allocations of funds to local authorities does not currently recognise the additional burden of these migrants on local services.

The migrants are largely from Eastern Europe, specifically Poland.

A number have travelled here with dependants (young and older) but those migrants who are currently single and who choose to stay in the UK permanently are very likely to settle into long-term relationships and probably have children of their own in the relatively near future.

This has significant implications as follows:

Housing

Many migrants start out in the UK in accommodation provided by their employers or in house shares with other migrants. This has short-term implications for the monitoring of Housing In Multiple Occupation.

However, those migrants who intend to stay long-term are likely to want to have homes of their own eventually, either privately rented or owned. The assessment of housing needs for the county should account for this, if it does not do so already.

Health and Care Services

Migrant workers tend to be young, single and healthy and therefore have limited contact with health services when they first arrive. However, this will inevitably change as the migrants settle here permanently.

The current trend in migration has significant implications for maternity services, at a time when the birth rate for the core population of the county has been declining and maternity services have been rationalised. The birth rate in Gloucestershire was 10.4 live births per 1,000 residents in 2005 versus 12.1 per 1,000 residents for England and Wales as a whole². In Poland, a predominantly catholic country, the birth rate for 2007 has been estimated at 12.8 live births per 1,000 residents³. Nationally 21.9% of all births in 2006 were to women born outside of the UK (the figure was 53% in London!)⁴ Could maternity services in the county cope if the birth rate began to increase significantly and rapidly?

² **Source:** Population Monitor – Gloucestershire 2005, The Research Team, January 2007

³ **Source:** Central Statistical Office for the Republic of Poland

⁴ **Source:** Institute of Community Cohesion. September 2007

In addition, should older family members later seek to join the younger migrants there will be an additional burden placed upon services for the elderly.

Education

Children who arrive 'unannounced' during the school year with little or no ability to speak English have an immediate impact upon schools. Provision has to be made for the extra support that the schools and children require in such circumstances.

The number and size of schools is planned based upon the projected population statistics. If the number of children projected to require educating in the County has been underestimated, because the children of migrant workers are not included in current figures, then this will have a significant impact upon school planning in the medium to longer term.

Other regions have also found that, where the choice is available, Polish parents will choose to send their children to Catholic schools.

Many migrant workers also need support in learning English, but feedback from the surveys and Focus Groups indicate that there is currently only limited provision at the right price, in the right locations and at suitable times. ESOL lessons could be held in local community locations, such as libraries, at weekends and evenings (see Crewe & Nantwich Case study Appendix 3)

The Minister for Further Education announced this week that the government is to introduce a new language qualification that will provide a fast-track for migrants to learn the basics in English such as how to call the emergency services, the contents of a first aid box and opening a bank account. It will reportedly cost employers or migrant workers £330 (with the government subsidising a further £550. This may be worthy of investigation as an opportunity to extend existing adult learning opportunities.

Emergency services

Whilst many migrant workers surveyed did know how to contact the Emergency services there were quite a number who did not and all were concerned about making themselves understood if they did get through. The Emergency Services may wish to consider a publicity campaign to ensure that all Gloucestershire residents do know how to contact them.

If a translation service does not currently exist the Emergency services could consider having translators available to deal with 999/112 calls where the caller cannot speak English.

Business

Businesses were generally positive about the advice and information that was available to them to handle the issues of employing migrant workers. However, the majority acknowledged the language barrier as a problem and quite a few had contributed or paid for their workers to have English lessons.

A joint initiative between local employers and language skills providers could be beneficial in helping overcome many of the language barriers.

Local Authorities

The most obvious impact upon Councils is the cost of providing services to an additional population who are not counted in the Official Statistics used by central government when allocating funds. At present these additional costs are managed within existing budgets but these may not be adequate if the pattern of migration continues, and there is no evidence to suggest that it will not.

Community Cohesion

Local Authorities can also have a key role in facilitating and leading initiatives that strengthen community cohesions. The IDeA published a report in August this year that detailed a number of case studies of local initiatives that could be directly relevant to Gloucestershire. A brief synopsis can be found in Appendix 3. but examples of the types of initiatives that could be adopted in Gloucestershire are summarised here.

1. A welcome pack including information about housing & tenancies, local health services & entitlements, education and ESOL courses, banking, refuse and recycling, leisure facilities, reporting racism and anti-social behaviour and police services. Distributed via GP surgeries, schools, churches, employers and online
2. An information seminar for councillors to increase their knowledge and strengthen their roles as community leaders
3. A seminar with employers of migrant workers to share information and find out how the council could support employers and their workers and how better links between the council and employers could benefit the wider community, including managing any extra demand on services

All of the above implications and recommendations will require local agencies to work closely together. The Audit Commission published its Crossing Borders report in January 2007, which included a useful summary of the characteristics of the most successful multi-agency approaches:

- *There is senior-level support from officers and councillors. Authorities approach change positively, recognising the need to manage some aspects of change, but not treating migrant workers as a problem.*
- *Public bodies find ways of engaging with migrant worker groups and individuals, involving them in developing responses. Where there are no existing community groups that can act as centres for newcomers, community development work is seen as a priority to establish these and promote self-help.*
- *Relevant local employers and employment agencies are also involved.*
- *A planned response is agreed and coordinated between agencies.*

- *There is a focus on improving inadequate standards in employment and housing, using formal and informal enforcement action.*
- *The concerns of local people are recognised and tensions addressed as part of wider local work on community cohesion. Emerging tensions are monitored and joint contingency plans maintained in case they escalate.*
- *There is a focus on improving communication. This includes working with local media and addressing language issues, including translation, interpretation and English teaching.*
- *Migrant workers are recognised as another diverse group of local residents, needing specific new arrival strategies and adaptation to relevant services as necessary.*
- *While task groups and specific projects are often appropriate initially, responsibility is mainstreamed as soon as practicable through existing service delivery and partnership arrangements. In urban areas where migration for work is not new, responses to recent increases and changes are mainly managed in this way.*

Appendix 1, Table 1

National Insurance Applications 2006/07		Top 80 % of National Insurance Number Applications 2006/07														Remaining 20% of INios
Local Authority Area	All	Poland	Slovak Rep	India	South Africa	Czech Rep	Portugal	Australia	France	Germany	China Peoples Rep	Philippines	USA	Hungary	New Zealand	Others
All UK	713,450	222,760	28,840	49,330	16,920	11,750	10,890	24,400	20,230	15,240	13,150	9,100	10,660	10,880	8,530	187,290
South West	41,710	17,560	2,080	1,920	950	980	900	910	910	870	860	910	460	680	400	8,010
Gloucestershire	4,390	1,950	310	220	160	120	120	90	90	90	90	90	80	60	60	860
Cheltenham	1,440	710	60	60	40	20	20	30	50	30	40	20	30	20	10	300
Cotswold	610	200	50	30	40	20	10	20	20	10	20	20	20	20	20	110
Forest of Dean	250	110	10	10	10	0	0	10	0	0	10	10	0	0	10	70
Gloucester	1,260	560	120	90	40	60	60	10	10	10	10	20	10	10	0	250
Stroud	460	200	30	10	20	20	20	10	10	30	0	10	10	0	10	80
Tewkesbury	370	170	40	20	10	0	10	10	0	10	10	10	10	10	10	50
% of all Gloucestershire NINO applications	100.00%	44.42%	7.06%	5.01%	3.64%	2.73%	2.73%	2.05%	2.05%	2.05%	2.05%	2.05%	1.82%	1.37%	1.37%	19.59%
% of all UK NINO applications	0.62%	0.88%	1.07%	0.45%	0.95%	1.02%	1.10%	0.37%	0.44%	0.59%	0.68%	0.99%	0.75%	0.55%	0.70%	0.46%
% of all South West NINO applications	10.53%	11.10%	14.90%	11.46%	16.84%	12.24%	13.33%	9.89%	9.89%	10.34%	10.47%	9.89%	17.39%	8.82%	15.00%	10.74%

Source: National Insurance Recording System (NIRS), May 2007

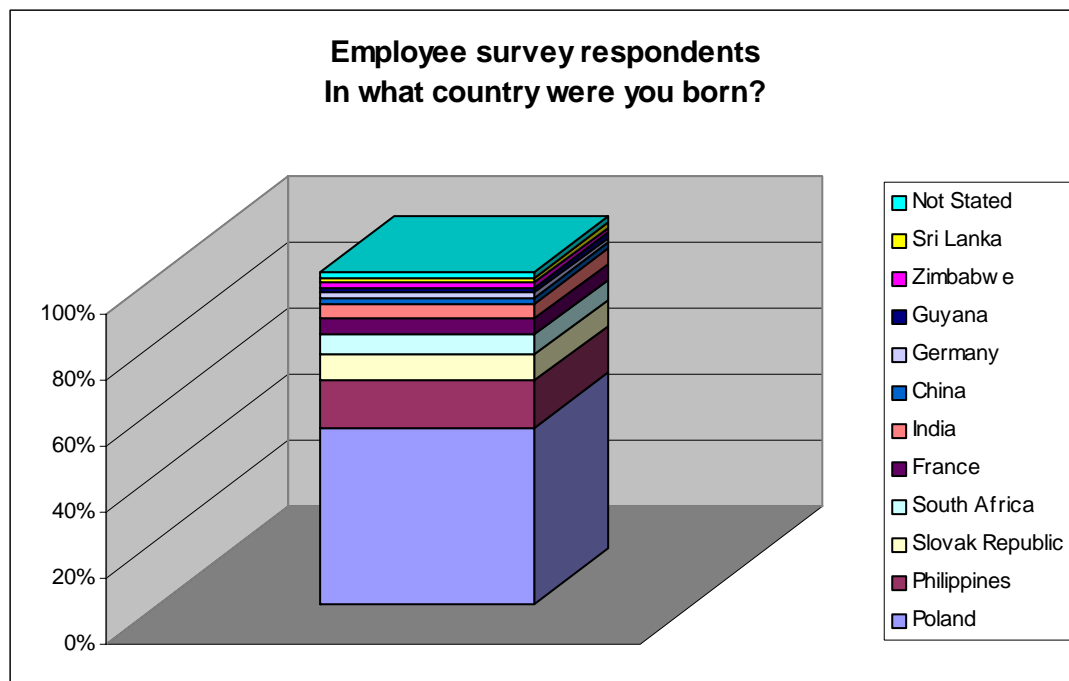
Table 2

Approved Worker Registration Applications by Government Office Region and Age (May 2004- June 2007)

Region	May 04 - June 07								
	<18	18-24	25-34	35-44	45-54	55-64	65+	Others	Total
London	165	37,610	44,900	8,320	4,610	670	14	6,105	102,394
South East	235	36,400	31,750	7,480	4,310	610	13	4,240	85,038
East of England	255	32,215	26,825	8,255	5,020	685	9	5,255	78,519
East Midlands	195	26,320	22,070	7,650	4,655	640	8	4,600	66,138
Yorkshire and The Humber	200	22,110	18,655	5,655	3,165	380	7	4,680	54,852
South West	165	21,895	18,600	4,575	2,855	415	7	6,170	54,682
North West	135	22,145	19,090	5,500	3,275	395	2	4,010	54,552
West Midlands	131	21,800	18,420	5,125	2,890	340	6	1,530	50,242
Scotland	180	20,165	16,385	4,535	2,841	445	6	5	44,562
N Ireland	105	8,860	9,540	3,240	1,840	215	0	1,945	25,745
Wales	62	8,350	7,345	2,195	1,440	200	3	3,380	22,975
North East	13	2,600	2,735	1,060	680	95	1	550	7,734
Not Stated	10	1,493	1,455	443	256	36	0	3,605	7,298
Total	1,851	261,963	237,770	64,033	37,837	5,126	76	46,075	654,731
% of total	0.28%	40.01%	36.32%	9.78%	5.78%	0.78%	0.01%	7.04%	100.00%

Source: Home Office Worker Registration Scheme data, August 2007

Chart 1



Source: GCC Employee Survey, The Research Team, June 2007

Appendix 2

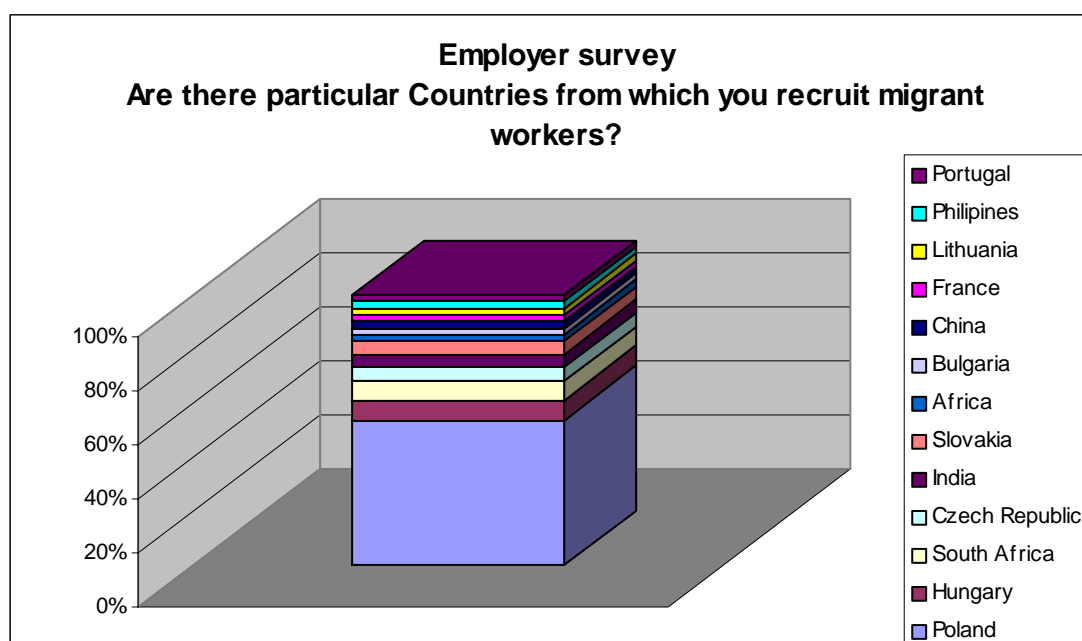
Table 1

Employer Survey June 2007 – Sample Breakdown and Response Rate

Employment Sector	Number of Questionnaires sent	Firms who responded who do not employ migrant workers	Firms who responded who do employ migrant workers	Firms who do employ migrant workers as % of all firms surveyed	All Firms who responded	Firms who responded as % of all firms surveyed	Firms employing migrant workers as % of all responses
Industrial	1,635		18	1.10%			2.55%
Restaurants/Cafes/Bars/Pubs	682		4	0.59%			0.57%
Agriculture	313		4	1.28%			0.57%
Care/Nursing Home	285		32	11.23%			4.53%
Visitor Attraction	214		3	1.40%			0.42%
Construction	200		0	0.00%			0.00%
Hotel	187		17	9.09%			2.41%
Supermarket	36		1	2.78%			0.14%
Service Contractor	26		1	3.85%			0.14%
Employment Agencies	18		1	5.56%			0.14%
Horticulture	17		2	11.76%			0.28%
Food Production	3		1	33.33%			0.14%
Travel	3		1	33.33%			0.14%
Unknown	0		57	n/a			8.07%
Total Responses	3,619	564	142	3.92%	706	19.51%	20.11%

Source: GCC Employer Survey, The Research Team, June 2007. Addresses obtained from GCC Tourism, Land Use register, Yell.com, Construction Skills, GUIDE information.

Chart 1



Source: GCC Employer Survey, The Research Team, June 2007

Table 2

Worker Registration Scheme – Hours Worked

Local Authority	May 04 - June 07								Total
	<10	10-15	16-21	22-29	30-34	35-40	40+	Unknown	
Cheltenham	6	46	50	65	100	1,660	100	-	2,027
Cotswold	5	12	8	10	25	440	240	1	741
Forest of Dean	1	1	2	2	4	280	110	-	400
Gloucester	3	27	37	35	58	545	135	-	840
Stroud	2	8	4	21	18	1,330	255	-	1,638
Tewkesbury	1	8	10	14	18	630	121	-	802
Total Gloucestershire	18	102	111	147	223	4,885	961	1	6,448
% Total	0.28%	1.58%	1.72%	2.28%	3.46%	75.76%	14.90%	0.02%	100.00%

Source: Home Office Worker Registration Scheme data, August 2007

Table 3

Worker Registration Scheme – Hourly Rate

Local Authority	May 04 - June 07										Total
	£2.99 or less	£3.00 - £3.79	£3.80 - £4.49	£4.50 - £5.34	£5.35 - £5.99	£6.00 - 7.99	£8.00 - £9.99	£10.00 - £11.99	£12.00 +	Others	
Cheltenham	7	0	27	977	820	175	16	4	7	0	2,033
Cotswold	10	11	33	360	185	135	22	5	5	1	767
Forest of Dean	1	0	2	211	116	55	6	7	5	1	404
Gloucester	1	0	3	311	260	250	4	6	11	2	848
Stroud	2	5	22	370	390	585	160	28	57	0	1,619
Tewkesbury	2	1	12	216	365	180	17	3	7	1	804
Total Gloucestershire	23	17	99	2,445	2,136	1,380	225	53	92	5	6,475
% of totals	0.36%	0.26%	1.53%	37.76%	32.99%	21.31%	3.47%	0.82%	1.42%	0.08%	100.00%

Appendix 3: Case Studies

1. Report from Cirencester Citizens Advice Bureau – September 2007

2 cases where migrant workers applied through an agency for hotel/pub work and were placed in a local pub with accommodation provided. The agency gave them an outline of the job with hours around 48 per week and minimum wages. They were promised a contract from the hotel/pub on arrival. In actual fact both employees asked continually to see this contract, which did not seem available. This contract explained that their hours would balance out over 11 weeks to about 48 per week. Neither employee could last this length of time. Accommodation was offered in a house in the village belonging to the pub and £60 per week was deducted from wages.

Both these young people complained of the following things - working very long hours (often 55 a week), not being paid for the first 2 weeks as this money is held back, often not being paid until after 6 weeks so it was very difficult to manage with no money for 6 weeks, difficulty in obtaining money at the end as the owner would not get the cheque made up and seemed to resent the fact that staff were leaving after only a few weeks, some inaccuracies in the final calculations - one client had money deducted because owner had to supply P45 and do wages by hand. Another client had money deducted for some cleaning of her room and electricity which she disputed.

The main worry seems to be the payments for accommodation and once this calculation is done according to the Minimum Wage accommodation offset rule - then these clients are being paid well less than the minimum wage.

Correspondence took place with the pub over the first client - a French girl who considered that she was owed £300. The Cab failed to get this money for her. The second client from Romania made a complaint to the National Minimum Wage Helpline who promised that DTI inspectors would go in. This took 5 weeks and by then the girl had had enough and returned home. This procedure is too slow for migrant workers who are very unhappy and have left the employment. They cannot stay around without accommodation so tend to go home as happened in these cases.

2. Crewe & Nantwich Case Study⁵

Crewe & Nantwich Borough experienced population growth of 2.5% from 2004 to 2007; driven by Eastern European migrants (mostly Polish). Local concerns arose because:

- Migrant workers not fully aware of their rights and who to contact for help
- Legal requirements and common practices can be very different e.g.: taxing and insuring cars, safe driving.
- Local antagonisms from small conflicts and misunderstandings such as when and how to put out your rubbish.
- Myths prevalent e.g.: migrants confused with asylum seekers and refugees, migrants taking 'our jobs', get preferred treatment for housing.

A Project Team was set up to co-ordinate a cooperative approach by the statutory, voluntary and community agencies. A Polish national was involved as a key-worker. The Project organised:

- A weekly programme of Drop-in advice/assistance – up to 15 sessions in 6 locations.
- A programme of ESOL family learning delivered by Polish Teachers in convenient community locations such as libraries at weekends and in the evening.
- A cyber café facility for migrants to use to find the information they required and to maintain contact with homeland
- A website which is a source of local and national information.

⁵ Migrant Workers in the Borough of Crewe & Nantwich. A HM Treasury supported Invest to Save Budget Project 2006-2009

3. Case Studies From 'New European Migration' IDeA, August 2007

West Lancashire District Council

Local research supported development of a welcome pack, which included information about housing, refuse and recycling, leisure facilities, reporting racism and anti-social behaviour and local health and police services.

Draft copies of the packs were sent to major migrant employers in the area before they were finalized to ensure that all the necessary information had been covered. After this consultation the packs were printed in English, Portuguese and Polish and 1,000 copies were distributed to employers, churches, schools and GPs' surgeries. It is also available online.

Selby Together Forum

The Selby Together Forum is a public and private sector partnership between organisations that are involved with migrant workers. Initial work focused around production of a welcome pack covering issues such as housing and tenancies, health and entitlements, education and English for Speakers of Other Languages (ESOL) courses, the emergency services and banking.

The Selby Together Welcome Pack is produced in a loose-leaf form to save costs in production as well as upkeep. New updates are distributed to holders of the packs every six months. This flexible approach also means that it can be tailored with more local information. For example, local parish councils can put in accurate refuse collection information as this varies across the Selby area.

The welcome pack has helped the Polish community to access practical information and brought together employers, schools, landlords and other service providers, resulting in more integrated service provision in the area.

West Wiltshire District Council

West Wiltshire District Council's (WWDC) chief executive, leader and chairman took key and active roles to ensure that new migrant workers settled effectively into the local community.

The chief executive requested an information seminar for councillors to increase their knowledge and strengthen their roles as community leaders. The evening was chaired by the council chairman and was run along the lines of a 'Question Time' session. Presentations were given by Wiltshire Police, the South West TUC (giving a regional overview), West Wiltshire Wide CAB and local employer, Lyons Seafoods. The evening was a success with attendees finding it valuable and informative.

The chief executive invited employers of migrant workers to share information and find out how the council could support employers and their workers. The meeting also discussed how better links between the council and employers could benefit the wider community, including managing any extra demand on services. The leader and chairman also attended this discussion. The meeting was held after a Chamber of Commerce business breakfast and followed up with a questionnaire.

A positive response to this showed employers' keen interest in helping to develop further work and share information to provide accurate local data and support community cohesion. This will be followed up with another meeting, which may result in an employers' sub-group of the West and North Wiltshire Migrant Workers' Forum.

Appendix 4: References

Emerging Communities Report, White City Community Project in partnership with GARAS, GACA, Ostoja and the Portuguese Speakers Group, July 2007

Crossing Borders, Audit Commission, 2007

The Reception and Integration of New Migrant Communities, Institute for Public Policy Research/Commission for Racial Equality 2007

Migrants, Integration and Local Neighbourhoods: Fresh Evidence from Three New Studies, Joseph Rowntree Foundation, 2007.

Supporting Migrant Workers in Rural Areas, A Guide to Citizens' Advice Bureaux Initiatives, Citizens' Advice, 2005.