

The Extent, Size and Characteristics of the Migrant Workforce in the Vale of Evesham

Final Report

Prepared by:

Susan Lanz
Rob Gullen



Unit 28, Imex Business Centre
Oxleasow Road
Redditch
Worcestershire
B98 0RE

Tel: 01527 830528
www.merciaresearch.co.uk

1. Contents

	Page
Acknowledgements	3
Executive Summary	4
Project Aims and Objectives	7
Methodology	8
Findings	10
Recommendations	46
Annex 1 – Topic guides for interviews	48
Annex 2 – Matrix of answers from employers to key question topics	55
Annex 3 – Workers Registration Scheme ‘Other Occupations’	62

2. Acknowledgements

Mercia Research and Strategy would like to thank all those people who participated in the interviews held as part of this project. Their contributions have been invaluable in helping Mercia undertake this project and in developing the conclusions and recommendations.

3. Executive Summary

Key Messages & Findings

- The term 'migrant worker' needs clear and careful definition. A migrant worker is, mostly, defined as an overseas national who has a legal right to work in the UK. However, sometimes the term is used to refer to asylum seekers or refugees, or a British Citizen that is migrating into an area to obtain work.
- The majority of migrant workers that live and work in or near the Evesham town area are overseas nationals, predominantly from the Eastern European Accession countries (mainly Polish), that since May 2004 have had a legal right to live and work in the UK. Frequently, these migrants come to the area specifically to work for a defined period of time, usually one or two years, as it is economically beneficial compared to pay rates available in their native countries. This group of migrant workers have a relatively young age profile and are generally single and without dependents.
- A smaller identifiable group are those migrants who come into the locality on a daily basis but who live in neighbouring conurbations such as Birmingham. These migrant workers are likely to be British nationals, often of Asian ethnicity, and have a much older age profile.
- The available evidence suggests that there are very few asylum seekers or refugees living within the Wychavon district area, with no asylum seekers being currently recorded as living in National Asylum Support Service (NASS) accommodation within the local authority district. The research also did not uncover any obvious group of illegal immigrants working within the study area.
- There is a general paucity of accurate data that can be drawn on to understand migration flows, levels and characteristics. Most publicly available data sources do not provide evidence at the local geography required i.e. the Vale of Evesham or even the Wychavon district area.
- Using the available data sources plus the qualitative evidence provided by agricultural and food processing employers interviewed, the report authors' best estimate of the local migrant worker population, within the agriculture and food processing sector, is:
 - 2,000-2,400 long term casual migrant workers that are directly employed in the local agriculture and food processing sectors and who live in or near Evesham;
 - 400-550 short-term (daily) employed migrant workers who are employed via agencies and who live in neighbouring conurbations i.e. Birmingham.

- Local agriculture and food processing employers are proactively targeting the recruitment of Eastern European and South African workers to work in the jobs they are unable to fill using the local or UK resident workforce. This has resulted in a noticeable rise in the local migrant worker population. This influx is supporting the local economy by filling occupations with labour shortages, and by providing additional local consumers.
- National and local evidence from the Workers Registration Scheme (WRS) shows that A8 (Eastern European) migrant workers are working in a diverse number of industrial sectors and occupational areas, not just the agricultural and food processing sector. Within Wychavon 29% of those registered under the WRS are either employed in agricultural activities, 21% in the hospitality & catering sector, with 18% employed in administration, business and managerial services.
- If the influx of migrant workers working and living in the area continues to rise at a similar pace to that seen over the last two years, it is likely to put further pressure on the available housing stock in and around Evesham. This may result in either a shortage for the migrant workers and/or the local population. At the current time the housing stock appears to be sufficient to meet the increased demand, in part due to the fact that employers have increased the available stock through supplying caravans, mobile homes and the creation of HMOs¹ to house their workers.
- Eastern European and other overseas migrant workers are, in the main, highly educated and/or skilled and are motivated to improve their employment situation during the time they remain in the UK, many of whom are recent graduates. Currently, the majority are employed as pickers and packers within the locality. However, over time, as language barriers are removed, this picture may change as these workers move between employers, seeking better paid and more highly skilled work.
- The influx of migrant workers has resulted in a big expansion of ESOL² provision over the last year. Data from Evesham Further Education College shows that take-up of ESOL courses now stands at over 300 learners compared to only 20-30 learners in the first six months of 2004.
- Employers interviewed appear to be employing causal migrant workers in accordance with employment legislation, whether this is through direct employment or via an agency ('gangmaster'). Agricultural and food processing employers are regularly audited by their customers, i.e. supermarkets, to ensure compliance with standards and therefore can not afford to be in breach of legislation or trading requirements, due to the importance of these contracts to their business. Employer and other service

¹ Homes of Multiple Occupation

² English for Speakers of Other Languages

provider interviews, e.g. Citizen's Advice Bureau, uncovered little evidence of exploitative employment practices, with pay levels received by migrants meeting minimum pay legislation requirements. Many employers are also assisting employees with their food and other shopping needs by providing minibuses into Evesham town centre.

- The influx of migrant workers has also impacted on local healthcare providers. The Minor Injuries Unit (MIU) at Evesham's community hospital is seeing an increasing number of migrant workers, many of whom (approximately 50%) are not registered with a GP. Unregistered migrant workers who require immediate or follow up care from a GP have to be referred by the MIU to the 'out of towners' local scheme run between the general practices thereby putting an increasing strain on this scheme.
- Generally, migrant workers are infrequent users of health care as they are young and healthy, they generally access healthcare because of an accident or as a result of an illness that requires a doctor's note.
- Healthcare providers felt that migrant workers often go back to work too early, sometimes aggravating or infecting a wound or injury thereby prolonging their healthcare treatment unnecessarily. There may also be some other health or food safety issues given the nature of their employment in the agriculture, food processing and hospitality sectors. Furthermore, additional resources are also used by healthcare providers in caring for those who aggravate the injury by returning to quickly to work.
- Employers, and the labour agencies they use, do not seem to be doing much in terms of providing occupational healthcare or providing information on healthcare access to overseas employees new to the area. Awareness and understanding amongst migrant workers is ad hoc, and passed on by word of mouth. This may result in low registration levels and also some practices getting a higher share of overseas registrations than others, as those who are registered will sign-post friends or colleagues to the same practice.

4. Project Aims and Objectives

Wychavon District Council, with support from the Worcestershire Diocese, originally commissioned Mercia Research & Strategy to undertake a small scale project to ascertain the size of the migrant workforce working primarily in the agriculture and food processing sector and who may also be living in the Vale of Evesham, as well as providing supporting information regarding their housing, travel patterns, employment terms, and overall contribution to the economy.

In particular, Mercia Research and Strategy was tasked with understanding the following:

- The size of the migrant workforce operating within the Vale of Evesham;
- The migrant workforce travel to work patterns, including inward and outward travel patterns;
- The type of accommodation used by migrant workers in the area;
- The types and contractual terms that migrants are employed on.

Subsequently, Wychavon District Council in conjunction with the South Worcestershire Primary Health Care Trust later requested an additional small scale piece of research to review the current impacts of migrant workers on primary healthcare in Evesham. In particular the research was to focus on understanding:

- Impact and awareness of migrant worker cultural issues;
- The level and type of migrant worker registration with local general practitioners i.e. whether as a fully registered patient or as a temporary resident;
- The level and type of usage by migrant workers of the Minor Injuries Unit (MIU) and Out of Hours (OOH) services operated by the local general practices.
- Level and type of contact with daily migrant workers who are locally employed indirectly via gangmasters;
- The specific healthcare issues migrant workers have, and;
- The resource implications these have for primary care providers in order to meet these needs.

5. Methodology

The findings of this report have been drawn from a combination of primary interviews with key stakeholders locally, together with a range of secondary data and information obtained from local, regional, and national sources.

Primary Evidence

Mercia Research and Strategy's team conducted face-to-face qualitative interviews with 17 key stakeholders. The interviewees included both direct employers of migrant workers, an employment agency supplying casual workers to a local employer within the Vale of Evesham, as well as a range of service providers who engage with migrant workers. Details of the subject areas covered with interviewees can be found in Annex 1.

A breakdown of the main interviews conducted is provided below:

Local agriculture and food processing employers – the project team interviewed five local employers who use migrant workers within their workforce. The interviewees were asked a range of questions about the reasons why they were using migrant workers; how they source these workers, what their employment terms are i.e. directly employed or through an employment agency, whether they provide accommodation, as well as typical hours worked and pay received by migrant workers.

Employment Agency – the project team interviewed one employment agency that has a close working relationship supplying casual labour to a local agricultural employer.

Wychavon District Council Departments – evidence was sought from a number of the District Council's own departments. Interviews were conducted with council officers who are responsible for local economic development, as well as those involved in the Council's housing and community strategies.

JobcentrePlus - the Wychavon Business Manager for JobcentrePlus provided information as to the extent and nature of the Jobcentre's role both as a service provider to local employers and to migrant workers individually.

Evesham Citizens' Advice Bureau – the manager of the local CAB provided further insight into the sorts of problems migrant workers may face locally and about the range of support services that the organisation is able to provide or direct people towards.

Local FE Colleges – at Evesham College, the person responsible for ESOL provision was interviewed. At Pershore College, the person interviewed

was responsible for overseeing the Worcestershire Rural Hub project that brings farmers together to understand the collective issues they face and then plans collective solutions to these.

Migrant Worker ESOL Students – A number of students studying English for Speakers of Other Languages courses at Evesham College main site and at their open access centre in Evesham town centre were interviewed as to who their employer was, their employment terms, motivation for working in the area, and what their housing and social situation was.

Minor Injuries Unit and a Local General Practice – The sister in charge of the MIU and the assistant practice manager at a local general doctor's practice that has become established as a practice that is used by migrant workers were interviewed.

Secondary Evidence

A large quantity of relevant secondary evidence relating to the study's objectives was collected and analysed as part of this research project. This evidence came from both national sources, including published information available from the Home Office and the Office of National Statistics, together with information provided by West Norfolk and Wychavon District Councils, along with a range of other relevant reports undertaken by such bodies as the Trade Union Congress, House of Commons Environment, Food and Rural Affairs Committee and Birmingham University in conjunction with NIACE.

6. Findings

a. The scale and nature of migrant workers operating in the Vale of Evesham

This section of the report looks at the range of secondary data sources available that can provide a base understanding about the size and characteristics of the migrant workforce population within the UK, the West Midlands region and, to an extent, within the Wychavon district area. Estimates of the size of the local migrant workforce focusing specifically within the Vale of Evesham are provided using information obtained through the employer and other partner interviews. Findings relating to migrant workers' employment and housing profiles are presented under section b, whilst information on their skills and economic contribution will be presented under section c.

Defining the Migrant Workforce in the Vale of Evesham

It is first important to define what is meant by the term 'migrant worker'. Often the word 'migrant' focuses on those whom are asylum seekers, refugees and illegal immigrants. However, much of the evidence presented in this report will focus on those individuals who are economic migrants.

These economic migrants are foreign nationals who have a legal right to work in the UK, with many having only recently, i.e. within the last 6 months to a year, arrived into the country, or the locality. This group of migrant workers generally live (some in tied accommodation) and work locally within the Wychavon district area, particularly the Vale of Evesham, for a period of time, approximately ranging from 6 months to 3+ years, after which many return to their native country. They generally come into the area with jobs already arranged.

Qualitative interviews with employers and other stakeholders, ESOL college data and direct interviews with ESOL learners provides evidence that the majority of the growers and packers casual workforce are migrant workers who fall into this category, with most being of Eastern European origin, and in particular from Poland. Also from employer interviews, a significant number of South African migrant workers also appear to be working within the Vale of Evesham Area.

The second and smaller group of migrant workers this report will focus on are those who are travelling into and out of the Wychavon district area, often to the Vale of Evesham on a daily basis. These migrant workers may be either foreign nationals or British citizens (mostly of Asian origin) that are migrating into the area to work on a very short term, casual basis within the agriculture or food processing sector, but who generally live outside of the area. Anecdotally, they appear to reside mainly in Birmingham, Wolverhampton, Leicester and their environs. Most of this group of migrant workers are employed through employment agencies i.e. 'gangmasters'.

The Gangmasters (Licensing) Act 2004 defines a gangmaster as “ anyone employing, supplying and/or supervising a worker to do work in agricultural and horticultural work, shellfish gathering and the processing or packaging of any products derived from these industries/sector” .

Some data will also be presented on the possible number of those who are asylum seekers or refugees resident within the Wychavon district area but the available evidence shows that this group of ‘migrants’ is extremely small within the locality and did not feature in the qualitative data gained through employer and other stakeholder interviews.

Scale of Labour Migration into the UK

- **Entry Routes for Non Europeans**

There is currently a range of different ways to enter the UK from outside of the EU, not all are for economic purposes i.e. employment. There are also entry routes for those who come to UK for a period of time, or permanently, who wish to visit, study, holiday, or for other reasons such as family reunion or for humanitarian protection. The UK has in the last few years introduced a number of new UK immigration, naturalization, UK visa, and work permit and UK working visa categories. Including the Highly Skilled Migrant Programme (HSMP) introduced in January 2002, which is a points based skilled immigration and the new low skilled UK work permit category called the Sectors Based Scheme (SBS). This sector-based work permit scheme was introduced to address various skills and labour shortage areas the Government had identified within the UK economy and currently covers Catering and Food Manufacturing industries. The SBS for the hospitality sector ended in the summer 2005. There are also likely to be further UK immigration changes, for example, the recently proposed single points based tiered migration system.

Most of the temporary worker schemes for non-EU workers remain focussed on bringing in highly skilled workers; low skilled migration routes for non-EU workers remain more limited. A significant government policy issue is whether and how to provide further entry routes for low-skilled worker outside of the EU, to both meet national employment demand in low skilled occupations and to reduce those entering the UK illegally. There is also an assumption that some asylum seekers are migrating for economic rather than protection reasons, although they can not work whilst their applications are being determined.

- **European Union (EU) and NON-EU Migration Flows**

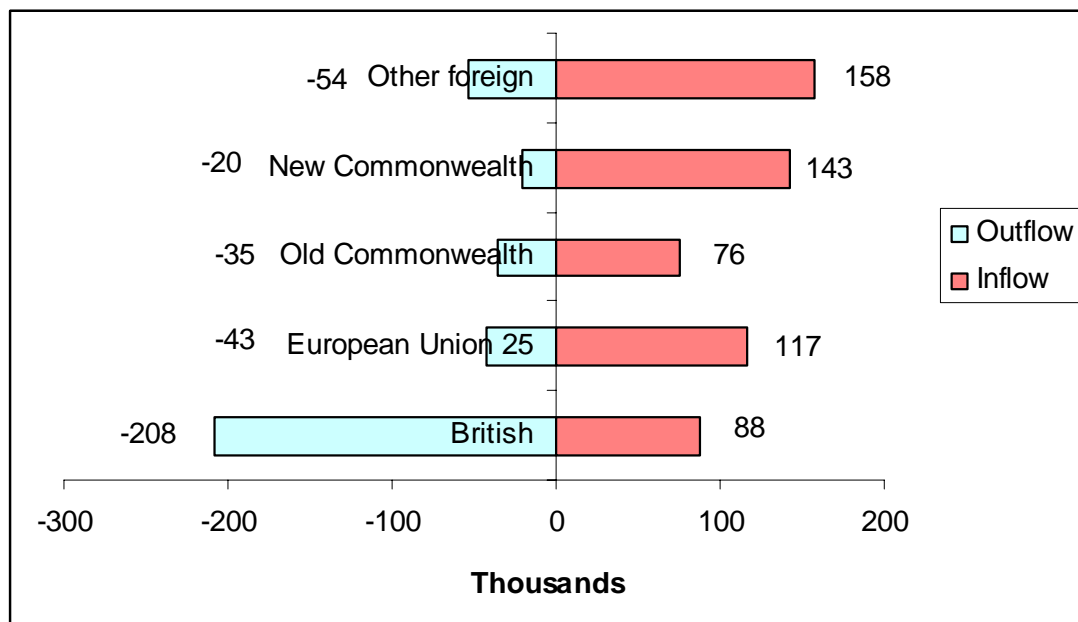
Compared to many other OECD countries the UK has a low proportion of its population that is foreign born at 8.3%³ compared to; Australia 23%, New Zealand 19.5%, Canada 19.3%, Germany 12.5%, USA 12.3% and France 10%.

³ Census 2001

However, recent years have seen an increase in net inward migration to the UK. According to ONS data⁴ from 1995 to 2004 each year's data shows a net inflow of people. The net inflow has increased significantly in the last two years to stand at an estimated net migration inflow of 223,000 in 2004, 72,000 higher than the previous year. Within this an estimated 74,000 more European Union 25 citizens migrated to the UK than left in 2004, and of this net inflow an estimated 48,000 were citizens from the 10 countries that joined the European Union in 2004 i.e. the Eastern European Accession countries plus Malta and Cyprus.

The latest total international migration (TIM) data also shows record high net inflows of Old Commonwealth citizens (41,000) and New Commonwealth citizens (123,000) in 2004.

Figure 1. Total International Migration Estimates by Citizenship, 2004



Source: ONS, Total International Migration Estimates: 2004

Current trends in net inward migration seem set to continue. The recent expansion of the EU, and due to the UK's decision to allow free movement of labour from the Central and Eastern European accession countries, has opened up net migrant inflows from these countries. The EU is also to further expand from January 2007 with the inclusion of Bulgaria and Romania. Detailed discussion and evidence about the scale, trends and impacts of recent EU expansion can be found in a research report carried out by the DWP entitled, 'The impact of free movement of workers from Central and Eastern Europe on the UK labour market: early evidence', 2005.

⁴ ONS News Release 25 October 2005 - Total International Migration Estimates, these are derived from a number of sources but the principal source is the International Passenger Survey (IPS) which is a survey and based on respondents intended length of stay.

Survey evidence also points to increasing employer demand for migrant workers. Recent research carried out by the Chartered Institute of Personnel and Development (CIPD)⁵ reveal that more than a quarter of the 1,300 UK organisations they surveyed are planning to recruit migrant workers, including one in three public sector organisations, and 40% of organisations employing more than 500 people.

Employers reasons for recruiting migrant workers are in the main to ease skills shortages and recruitment difficulties, 59% reported it was to find experienced recruits, and not as a way to gain access to cheap labour i.e. replace UK labour with overseas at a lower wage rate. The single largest occupational area employers are seeking to recruit migrants in is 'professionals' at 48% of respondents. Employers also expect migrant workers' standard of English to be good or very good, but a lower percentage employers' rate the ability of migrant workers to work at the level required for spoken and written English.

Further evidence of demand for migrant labour comes from bodies such as the Royal Institute of Chartered Surveyors (RICS), who states that migrant workers are being recruited to compensate for labour and skills shortages in the UK⁶. The construction industry recruits carpenters, bricklayers, plasterers and electricians from Poland, Slovakia and the Czech Republic to 'plug the UK skills gap'. The Construction Industry Training Board (CITB) also estimates that 83,000 workers are required annually by the industry and many of these workers, skilled and unskilled, will come from outside the UK. Such workers are acknowledged to be 'value for money' but, it is reported, a group of construction workers on a building project from the same country may include only one who can speak English and that is resulting in costly mistakes and breaches in safety. The provision of basic, intermediate and advanced English lessons has therefore been urged on the industry by the RICS⁷.

The Size and Characteristics of the Migrant Workforce

National Secondary data sources

- **Migrant Workers**

Census of Population 2001

The Wychavon district area has a comparatively small Black and Minority Ethnic (BME) population at 1.2% (i.e. 1,352 people) of the total population, this compares to 11.3% within the West Midlands region and 9.1% within England as a whole. A further 1.4% (1,548 people) of the population classed themselves as 'White -other'. Therefore, this gives an approximate figure of 3,000 people that

⁵ CIPD Labour Market Outlook, 18.5.05

⁶ Website Article, 19 April 2005

⁷ Website Article, 5 May 2004

are either BME or 'White- other' who were living in the Wychavon district area at the time of the Census.

The Census of Population 2001 asked people what their usual address was one year ago to determine both the level of migration of people living within the UK, and those migrating into a locality from outside of the UK. Census migration inflow data for the Wychavon district area (Table 1) shows that at the time of the Census (April 01) 423 people had previously lived outside of the UK one year ago. This migration inflow figure may also include British as well as foreign nationals i.e. returning emigrants.

Table 1. Migration Inflow - Lived elsewhere outside the UK

	Wychavon District Council	%
Males	205	48.5
Females	218	51.5
Aged 18-19	31	7.3
Aged 20-24	119	28.1
Aged 25-29	57	13.4
Aged 30-44	99	23.4
Aged 45-59	55	13.0
Aged 60-64	7	1.7
Aged 65+	4	1.0
All People	423	100

Source: ONS, Census 2001

Another possible measure, using Census data, of the number of migrants within the Wychavon district area are those people who reside in the area but who are non-UK born (Table 2). Clearly, this is likely to include people who have resided in the UK for many years and who have not recently migrated to the area for employment reasons. This migrant measure gives a total of 3,302 non-UK born people living within the Wychavon district area at the time of the Census of Population.

Table 2. All People by Country of Birth (Non UK)

Non UK Born	Wychavon	% of total population
Europe - EU countries	974	0.9
Europe - Eastern European	300	0.3
Africa	617	0.5
Asia	768	0.7
North America	370	0.3
Oceania	211	0.2
Other	62	0.1
Total	3,302	2.9
All People (total population)	112,980	100

Source: ONS, Census 2001

However, Census data can not be simply be equated to the number of migrant workers that exist within the area as many of those non-UK born will have been resident in the UK or in the locality for a number of years or now be UK citizens. The Census was also conducted in 2001, a number of years before the expansion of the European Community to include the Accession countries, which occurred in May 2004.

Annual Population Survey (APS)

Another data source that can provide an understanding of possible inward migration levels in an area is the annual populations survey (APS). Latest data (April 04 – March 05) gives a total estimate of 3,700 for the Wychavon district area for all white non UK born, or 3.3% of the total population. No figures for non white non UK born are available.

However, APS is a survey and thus is subject to statistical variability; therefore the above figure of 3,700 should be seen as an estimate only.

Overseas Nationals National Insurance Allocations

National Data - Overseas nationals who arrive in this country and who either want to work or claim benefits/tax credits must apply for, and be allocated, a National Insurance number (if they have never done so before), regardless of the length of time they intend to stay within the country.

The Arrivals Series data only goes up to 2003/04, and therefore it does not yet fully reflect the migration effects of the enlarged EU, although the Registrations Series does give some insight into the effects of the 2004 enlargement.

Latest national data published by DWP show that the total number of NINo registrations (not arrivals) for overseas nationals in 2004/05 was 440,000, an increase of 69,000 (19%) on 2003/04 data.

Registrations to nationals from the EU Accession countries increased by 91,000 between 2003/04 and 2004/05: from 20,000 to 111,000. Over half of this increase was due to Polish arrivals, who made up 57% (62,000) of 2004/05 registrations to nationals from the Accession countries. Lithuanians made up 14% (16,000) and Slovaks 9% (10,000) of registrations to Accession nationals in 2004/05. Registrations to non-Accession nationals decreased by **22,000** between 2003/04 and 2004/05: from 351,000 down to 329,000.

Table 3. Overseas Nationals entering the UK and allocated a NINo: Top Ten Countries each Year of Registration

	2002/03		2003/04		2004/05
India	25,000	India	31,300	Poland	62,600
Australia	18,900	South Africa	18,400	India	32,700
South Africa	18,600	Australia	17,100	Pakistan	20,300
Pakistan	16,800	Pakistan	16,800	South Africa	19,300
France	13,800	Portugal	14,000	Australia	16,600
Philippines	11,800	China Peoples Rep	13,300	Lithuania	15,600
Spain	11,700	France	13,100	France	13,300
Zimbabwe	10,300	Spain	11,900	China Peoples Rep	12,600
Iraq	10,100	Poland	11,200	Portugal	12,200
Portugal	9,800	Philippines	10,700	Slovakia	10,500

Source: ONS/DWP 'National Insurance Number Allocations to Overseas Nationals Entering the UK', 2005

Note: Figures are rounded to the nearest 100, and totals may not sum due to rounding.

Table 3 shows the changing composition of NINo registrations by nationality, and the rising number of A8 nations featuring in the top ten countries for 2004/05, now at three, compared to only one in the previous year and non in the year before that. Poland now has the most NINo registrations, almost double that of India at 32,700, which was the number one country for the two previous years.

London remained the most likely destination for migrants, 39% of registrations in 2004/05 were made to migrants living in the London Government Office Region, although down from 43% in 2002/03. The proportion of registrations made to migrants living in the South East rose from 11 to 12% between 2002/03 and 2004/05. The next most likely destinations in respect of 2004/05 registrations were the East of England (8%) and North West (7%), with 6% of all NINo overseas registrations being made in the West Midlands.

Local Level Data - Mercia research also contacted DWP to obtain local level NI overseas allocations data for the Wychavon district area.

Total Registrations

Data for the last three tax years is presented in Table 4 below.

Table 4. NINo Overseas Registrations in the Wychavon District area: 2002/03 to 2004/05

Tax year of registration	2002/03	2003/04	2004/05	Total
	225	230	610	1,065

Source: DWP

As can be seen from the data in the above table, there is big jump in the number of overseas nationals registering for a national insurance number in 2004/05 within the Wychavon area, almost triple the registrations in the previous

year. The NI overseas allocation data supports the project interviewees' view that there has been a sharp rise in migrant workers flowing into the Wychavon area over the course of 2004 and 2005.

Nationality

The main nationalities by NINo registration during 2004/05 are provided in Table 5 below. This shows that just over a third (210) of all NI overseas allocations were made to people from Poland within the Wychavon district area during 2004/05. Furthermore this represents a huge rise on the number of NI numbers allocated to those from Poland as there were only 20 allocated in the preceding year.

Table 5. NINo Overseas Registrations in the Wychavon District area by Nationality

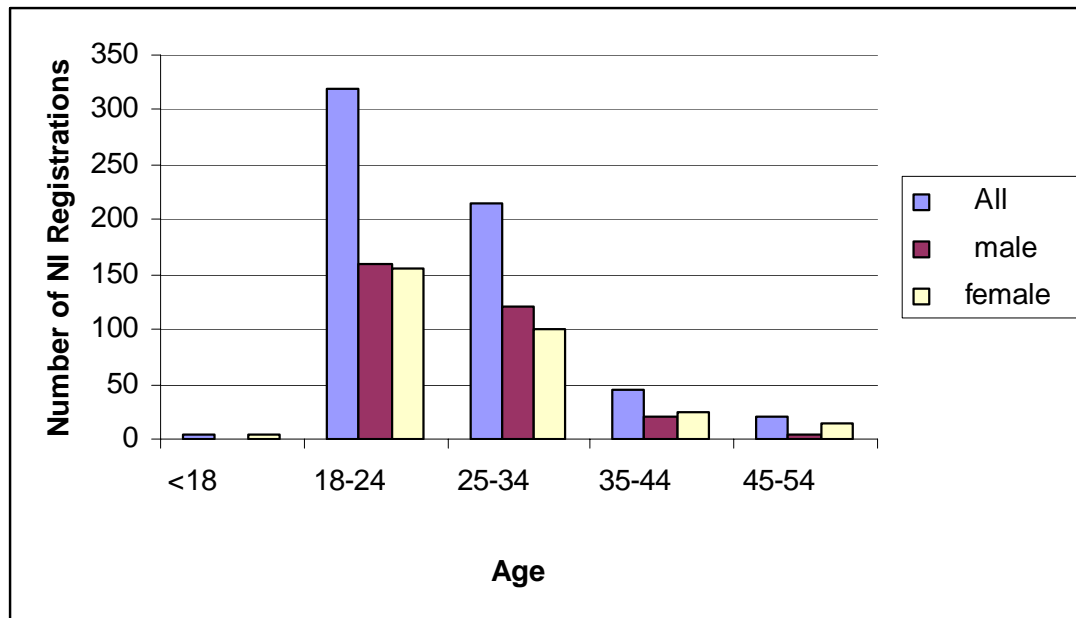
Nationality	2002/03	2003/04	2004/05
Poland	25	20	210
Rep of Lithuania	5	0	45
South Africa	30	45	45
Rep of Latvia	0	5	40
Slovak Rep	0	0	35
India	5	5	25
Bulgaria	10	20	20
Philippines	10	5	15
Hungary	10	5	15
Australia	10	10	10
Germany	0	5	10
USA	10	5	10
France	5	5	10
Portugal	0	25	10
All other countries	90	55	75
Total NI Registrations	225	230	610

Source: DWP

Age

In line with the UK data, the vast majority (87%) of NINo registrations in the Wychavon District area during 2004/05 were made to people aged 18-34 years of age. No NI registrations were made to those aged over 54, see figure 2 overpage.

Figure 2. NI No Registrations to Overseas Nationals by Age in the Wychavon District area 2004/05



Source: DWP

Benefit Claims

Again, in line with UK data, very few overseas nationals have claimed benefit within six months of registering for a National Insurance number. Only 5 out of the 610 people who registered for a NI number in 2004/05 claimed Job Seekers Allowance (JSA) benefit. Therefore, these people must be economically active and actively seeking work in order to receive JSA.

Work Permits and Seasonal Agricultural Workers Scheme (SAWS)

Table 6. Work Permit Permissions (including Sector Based Schemes)

Work Permits	2003	%	2004	%	2005	%
South Africa	107	18	182	28	104	23
India	101	17	107	16	70	16
Bangladesh	17	3	65	10	5	1
Philippines	10	5	53	8	23	5
China Peoples Republic	6	2	14	2	7	2
Belarus	0	0	1	0	4	1
Japan	6	1	10	2	3	1
Thailand	14	3	21	3	16	4
Pakistan	3	1	6	1	6	1
Romania	4	1	9	1	27	6
Others	166	49	181	28	184	41
Total	336	100	649	100	449	100

Source: Work Permits UK

Work permit permissions granted to non-EU individuals with employers in the Wychavon district area show a peak of 649 in 2004, almost double the permissions granted in the previous year. Whereas 2005 data shows a falling off of work permit permissions granted to individuals working for local employers down by almost a third on 2004 permissions to only 449. This reduction in work permits may, in part, be explained by the expansion of the EU, thus giving A8 nationals an alternative entry route to the UK.

Comparatively few migrants are being employed in the whole of the West Midlands area under the SAWS, with only 546 individuals registered as working in the region under this scheme during 1 January 2004 to 31 December 2005. Once again, the expansion of the EU is likely to have had an impact on the demand for this scheme given Eastern Europeans can now be employed within the UK without coming via SAWS, and has also probably affected employer demand for this work permit scheme.

▪ Eastern European Migrant Workers

Qualitative evidence gathered for this project suggests that there is a concentration of Eastern European migrant workers working specifically in and around Evesham town, as well as more widely within the Wychavon district and Worcestershire County area. Presented below is data from the Worker Registration scheme that workers coming into the UK from the A8 countries are required to register under.

Worker Registration Scheme

National Picture

When the EU was expanded on 1st May 2004 to include: Cyprus; the Czech Republic; Estonia; Hungary; Latvia; Lithuania; Malta; Poland; Slovakia; and Slovenia, the UK Government put in place transitional measures to regulate the Accession (A8 i.e. all except Cyprus and Malta) nationals' access to the UK labour market via the Worker Registration Scheme (WRS), and also restricted their access to benefits⁸.

Data on applicants to the Worker Registration Scheme (WRS) is not a measurement of net migration to the UK (inflows minus outflows); it gives cumulative figures for the number of workers applying to the WRS. Data is also provided by applicants, not applications. Applicants must re-register if they move employer, therefore to avoid double counting each applicant is included once with information relating to their first registered job. Furthermore, an individual who has registered to work and who leaves employment is not required to de-register, so some of those counted will have left the employment

⁸ A8 workers must have been in continuous employment for 12 months before they are eligible to apply for the UK's out of work benefits.

for which they registered, and indeed some are likely to have left the UK. Therefore some allowance for this must be made when considering what the current resident WRS population might be using this data source.

It is estimated that as much as 30% of initial WRS applicants were already living (and working) in the UK before the 1st May 2004. Many Eastern European migrants would have already entered the UK lawfully under temporary entry schemes such as the Seasonal Agricultural Workers scheme⁹ (SAWS), Concordia (youth service charity that places students with agricultural employers in other countries to promote better understanding across nations), the Highly Skilled Migrant Worker Programme (HSMP) and the Sector Based Schemes for food processing and hospitality, as well as on self employed visas under the EU association agreements. However, anecdotally there also appears to have been a small proportion of people from the A8 countries that had already entered the UK through other means and were working illegally. Accession has therefore offered this group an opportunity to formalise their employment status.

Nationally, in the period May 04 to December 05 the highest proportion of applicants were Polish (59% of the total), followed by Lithuanian (13%) and Slovak (11%). Poland is also the largest A8 country by size of population accounting for about 52% of the entire A8 population. Slovakia also mirrors its country population size in terms of WRS applicants; whereas Lithuania only accounts for 5% of the A8 population but accounts for 13% of all WRS applicants showing a higher propensity for their workers to migrate to the UK.

WRS data shows that nationally between 1st May 2004 to 31 December 2005 there were a total of 345,400 applicants, of which 329,100 were issued with worker registration certificates and cards. In the first 3 months applications peaked at over 20,000 applications per month then dipped down to 10,000 in December 2004 before returning to over 20,000 during June and July 2005, before again dipping to just over 10,000 in December 2005. It is likely that the peak in summer month registrations demonstrate the seasonal nature of some of the sectors and occupations that migrants work in, such as agriculture, and tourism and hospitality.

Workers have to re-register on WRS if they move employers. Over the reporting period there has been a rise in the number of re-registrations occurring each quarter from only 540 in the period May to June 04 to 14,600 in the latest quarter to December 05, showing an increasingly employer mobile WRS migrant workforce.

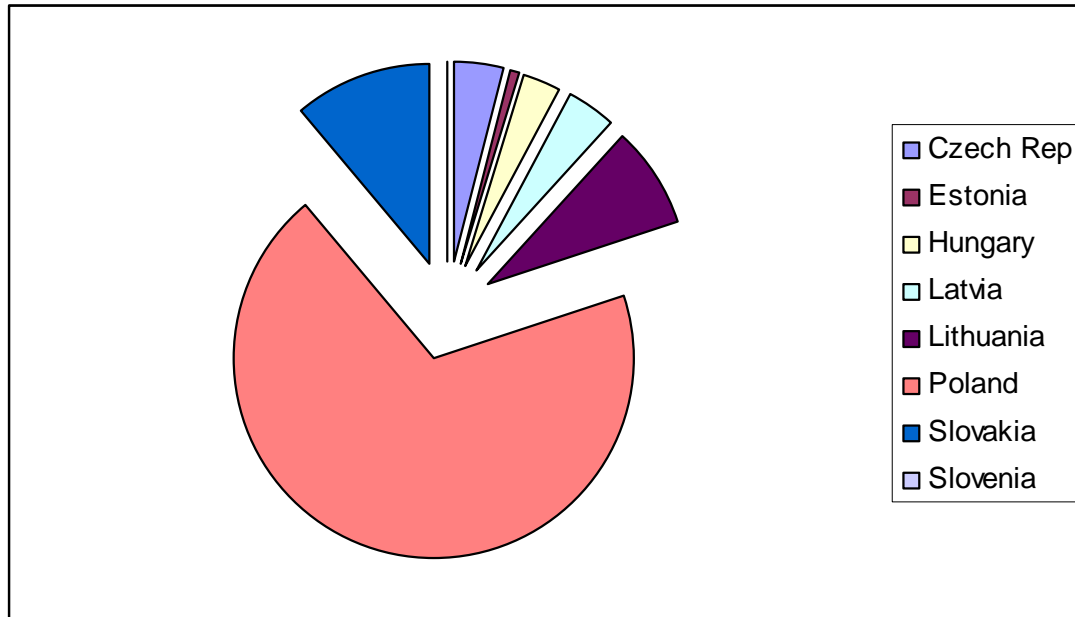
Local Picture

⁹ The SAWS quota for 2005 was reduced to 16,250 from 25,000 in 2004 in response to the enlargement of the EU. However, only 16,000 entrants came into the UK under SAWS in 2004, 9,000 below the actual quota level.

Total Applicants WRS – Mercia obtained the latest WRS data for the Wychavon district area from Work Permits UK. This shows that within the local area there were 2,446 applicants approved under this scheme from May 04 to December 05 to work for employers whose postcode falls within the Wychavon district area.

Nationality – The breakdown of local WRS applications by nationality shows that Poland makes up the vast majority at 69%. Slovakia is next largest at 11% of applicants, followed by Lithuania at 8%.

Figure 3. WRS Applicants by their Nationality (working for Wychavon employers)



Source: Work Permits UK

Gender - WRS data for A8 migrants nationally shows a 57:43 male to female ratio for the whole of the scheme period. Locally the ratio is 61:39 i.e. males account for a higher share of A8 migrants within the Wychavon area than nationally.

Age – 90% of all WRS applicants working for employers with a Wychavon postcode are aged 18-35. Thus, the migrant population profile is very young in comparison to the general population age profile, and is similar to the age profile for overseas NI allocations.

Table 7. Age distribution of WRS Applicants working for Wychavon Employers (May 04 to Dec 05)

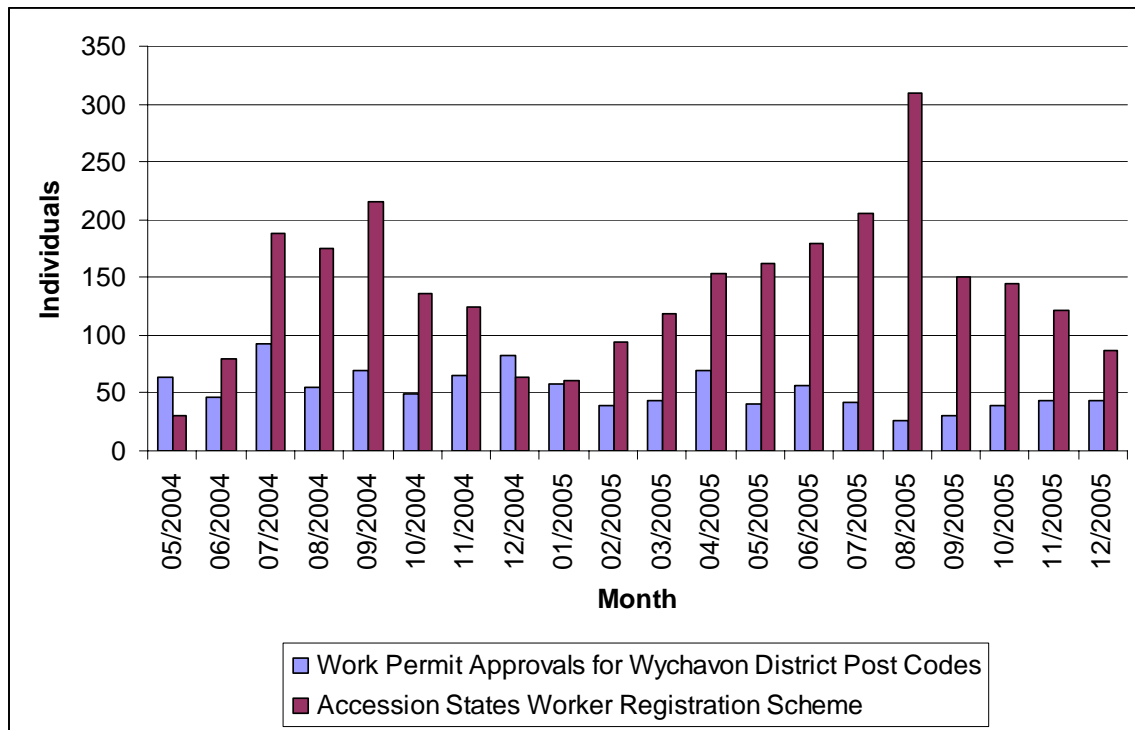
	18-24	25-34	35-44	45-54	55+	All Ages
Female	66%	25%	5%	3%	1%	100%
Male	48%	41%	7%	4%	0%	100%
All	55%	35%	6%	3%	0%	100%

Source: Work Permits UK

Dependents – Local WRS data shows that only a very small minority of (2.4%) of registered workers to date had dependents' living with them, with a total of 90 dependents, thus the average number of dependents per registered worker (for those with dependents) is 1.5 for A8 migrants working for employers within the Wychavon district.

Trend in WRS Registrations - Figure 4 below shows there is a rising trend in WRS registrations within Wychavon district area, with a noticeable peak in registrations in the August of 2005.

Figure 4. WRS & WP by Month of Registration/Permission within the Wychavon District area



Source: Work Permits UK

Table 8. Wychavon Postcodes with High Concentrations of WRS Registrations from May 05 – December 05

Postcode Districts with More than 100 WRS Registrations	Total
B96	674
WR11	640
GL20	237
WR9	251
DY10	198
WR10	170
WR9	251

Source: Work Permits UK

Table 8 demonstrates that there are concentrations of migrant (A8) employment within the Wychavon District area. In particular there are concentrations in B96 and WR11, which is probably reflective of a number of large employers of migrant workers located within these postcode areas.

Data on the sector and occupational profiles of WRS migrants is presented under section b.

- **Asylum Seekers/Refugees**

Qualitative findings from this project suggest that there are only a very small number of asylum seekers or refugees living within the Wychavon district area. Nationally, asylum seekers only make up 15% of immigrants each year, and an even smaller proportion of the total number of foreign-born UK residents. Overall, in the last two years the number of asylum seekers fell, although numbers rose in the six years preceding this, reflecting the more volatile international situation. In 2004 there were 34,000 applicants applying for asylum in the UK.

Home Office Asylum Statistics

The Home Office, in conjunction with National Statistics, publishes quarterly data on asylum applications, decisions, appeals, detentions, and applications to the National Asylum Support Service (NASS). Latest data relates to October 2005 to December 2005.

NASS data on subsistence support and accommodation are provided by local authority and Government Office Region for the three months to December 2005. During this period there were 14,290 applicants (including dependents) for NASS subsistence support, of which 70% were resident in the Greater London area. Only 5% (785) of applicants were from the West Midlands area, the majority (420) of these being resident in Birmingham. There were no applicants registered within the Wychavon local authority district area for NASS subsistence support. NASS data for asylum seekers allocated accommodation for the same period shows that of the 35,140 in NASS accommodation, 5,045 (14%) were in the West Midlands with the majority housed in the areas of Birmingham, Coventry, Wolverhampton, Sandwell, and Dudley. Again, within the Wychavon district area there were no asylum seekers in NASS supported accommodation.

- **Illegal Immigration**

There is no official data on the number of illegal immigrants, or unauthorised overstayers, or the number of failed asylum seekers that remain within the country. Attempts to estimate the size of the illegal immigrant population in the UK have been made by organisations such as Migrationwatch UK, academics and political parties, but there is much dispute over what is a reliable figure.

The Home Office commissioned a recent report 'Sizing the illegally resident population in the UK'¹⁰ that looked at the various methodologies employed by different countries in and outside of the EU to estimate the stock of illegally resident persons, as well as an assessment of their applicability to the UK situation. This report does not contain any estimates. However, press coverage during the UK election period suggested that a figure of 500,000 for all illegal immigrants residing in the UK had been calculated as an outcome of this research, and had been provided to the Government as the report authors' best estimate.

Migrationwatch suggest that there are between 250,000 and 300,000 unremoved failed asylum seekers within the UK, but recognises this estimate makes unproved assumptions about what people do, for example, some may return to their countries without informing the authorities. There is also a group of failed asylum seekers that can not be deported either because their home countries will not accept them (e.g. China) or it is too dangerous to send them back.

The Home Office¹¹ conducted interviews with 83 illegal immigrants detained in three immigration facilities between December 2001 and March 2002 that explored individuals' motivations for coming to the UK, their routes into the UK, and their experiences whilst living in the UK. Interviews with these illegal immigrants did show evidence of large payments to people traffickers, ranging from £22,000 (Chinese) to £900/£1,500 for those from Eastern Europe (pre May 04). 75% of those interviewed also reported having worked illegally whilst in the UK, mainly in manual labouring jobs in factories, construction, agriculture shops and restaurants.

Qualitative interview evidence for this project did not uncover any obvious group of illegal immigrants working within the Vale of Evesham. This may be because Home Office evidence suggests that many illegal immigrants have lived for some time in the London area or large conurbations as they rely on people from their own country of origin for their social support.

Local Migrant Workforce Estimation

Estimating the number of local migrant workers working primarily in the agriculture or food processing sector is difficult. There is a general paucity of accurate data and information that can be drawn on to understand the scale and characteristics of the migrant worker population group, particularly at a local level. There are two main types of recorded international migration data that can be drawn on:

- the stocks of foreigners, defined by nationality or country of birth (either resident or resident and working) and,
- the migration flows to and from a country.

¹⁰ Undertaken by John Salt et al, Migration Research Unit, University College London

¹¹ A survey of the illegally resident population in detention in the UK, Clare Waddington et al, Home Office report

At best, we can draw inferences from trends in general migration from administration data such as the Workers Registration Scheme, Work Permit Schemes and the National Insurance Overseas Allocations, as well as data from the surveys that provide estimates of foreign worker population stocks and flows.

Furthermore, because many migrant workers are employed on a mainly casual or short term contract basis; this means the actual numbers will fluctuate quite literally from day to day. This is particularly the case for those workers who migrate into the Wychavon district area, and more specifically the Vale of Evesham area on a daily basis but reside elsewhere (usually employed via gangmasters). There are also seasonal labour fluctuations, although evidence from employer interviews seems to suggest that many agriculture and food processing employers are now all year round employers of casual staff due to changes in work practices and customer demands – a fuller discussion of employer demand for casual labour is under section b.

Our best estimate of the likely size of the migrant workforce within the Wychavon district area is contained in Table 9 below. Table 10 overleaf illustrates the available data and provides our best estimate using secondary employment data from such sources as: the WRS, WP and NI data, along with Census of Agriculture 2004 and the Annual Business Inquiry (ABI) 2004 (SIC 15), as well as providing the migrant workforce estimates taken from employer interviews to arrive at a possible size range for migrant workers, which is provided in Table 9. Please note that the data sources provided in Table 10 overleaf can not be added together to form a total number. Most are overlapping, each giving partial measurement of either the workforce, casual workforce, or migrant workforce as a whole or within the agriculture or food processing sector, either within Wychavon district area or the wider region.

Table 9 - Our best estimate¹² of Migrant Workers working in Agriculture or Food Processing within the Wychavon District Area is in the range set out below:

Migrant Workforce	April to September	October to March
Long-term casual directly employed	1,400 – 1,600	600 – 800
Short-term casual indirectly employed (daily migrant workers)	300 - 400	100 - 150
All Migrant Workers	1,700 – 2,000	700 - 950

¹² This is the report authors best estimate based on very limited available data, alongside the findings from the employer and agency interviews – it should not be seen as a statistically robust calculation.

Table 10 – Available data sources that partially measure the casual or migrant workforce within the Wychavon District Area

Wychavon District	Agriculture	Food/Fish/Meat processing	No sector split	Total
Workforce ¹³ (total)	3,258	1,800		5,058
Workforce ¹⁴ (casual only)	570			570
Eastern European Migrant Workers (WRS) – Wychavon District area (May 04 to Dec 05)	709	293		1,002
<ul style="list-style-type: none"> ▪ (Wychavon WRS estimate based on employer interviews) 	(800)	(300)		(1,100)
Work Permits issued to Non-EU individuals (2005)				449
Overseas NI allocations (2004/05)			610	610
5 Employers interviewed, employ approximately:				
<ul style="list-style-type: none"> ▪ Long-term directly employed casual labour 	1,400			1,400
<ul style="list-style-type: none"> ▪ Short-term indirectly employed casual labour 	300			300

¹³ Census of Agriculture 2004

¹⁴ Census of Agriculture 2004

b. The employment and housing profile of migrant workers

Much of the evidence presented in this section is taken from the interviews the research team conducted with the five large local agricultural and food processing employers that employ migrant workers, a local 'gangmaster', local service providers that come into contact with migrant workers, and the direct interviews with migrant workers studying ESOL at Evesham College. Also, given the reported concentration of Eastern European migrant workers within the locality, some secondary data from the Workers Registration Scheme (WRS) is provided, this shows the sectors and occupations registered workers are employed in.

▪ **Employment Profile**

Sectors Employing WRS Workers

Although individuals must be working in order to apply for a full NI number, overseas nationals NI allocations data does not provide any data on which sectors and occupations applicants are working within. Therefore the most detailed and robust data showing what sectors and occupations migrant workers are employed in comes from the WRS although this only covers A8 migrants.

Nationally

National evidence, from the WRS, shows that the top five sectors that registered workers from the A8 countries were working in between May 2004 and December 2005 were: Administration, Business & Management (32%), Hospitality & Catering (22%), Agriculture (12%), Manufacturing (8%) and Food, Fish and Meat Processing (5%).

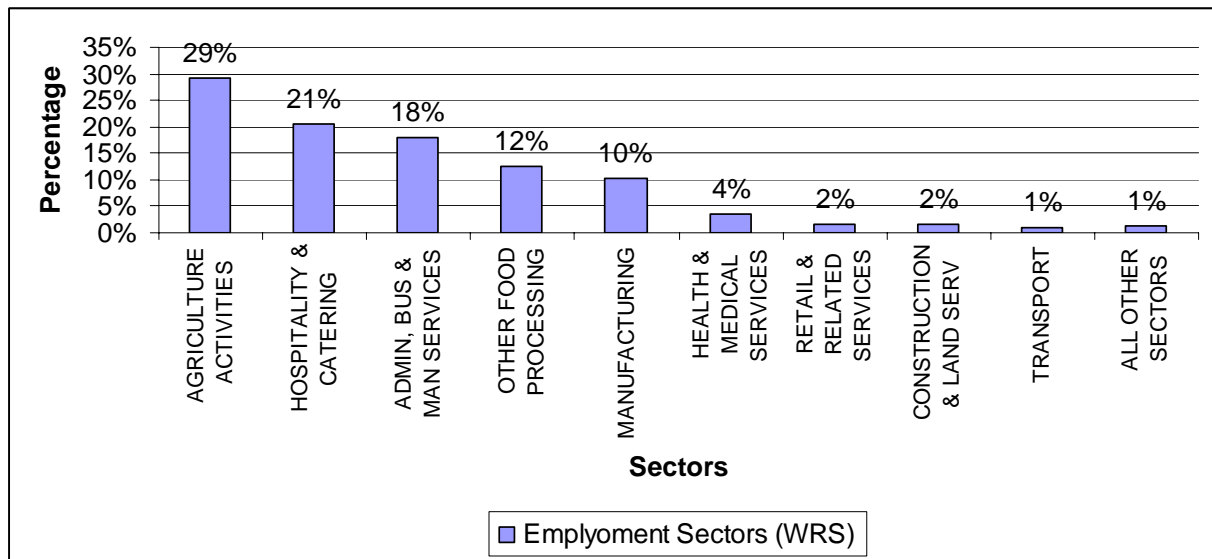
Quarterly registration data shows there are seasonal and shifts over time in the sectors A8 migrants are employed in:

- Administration, business and management has now overtaken hospitality and catering as the sector that employs the most accession workers, in quarter three in 2005 it employed 35% of WRS applicants whilst hospitality has fallen to 20% of applicants.
- Agriculture, as would be expected, shows a fluctuating employment pattern due to the seasonal nature of the work. WRS applicants employed in agriculture peaked in the summer months of 2004 at 21%, was at 17% during summer 2005, and was at its lowest during the winter months of 2004 at 7%.

Locally

Figure 5 below demonstrates the variations of WRS employment within the Wychavon District area when analysed by sector, reflecting the local differences in sector composition.

Figure 5. Sectors employing WRS workers working for employers within the Wychavon District Area, cumulative May 2004 – December 2005



Source: Work Permits UK.

Of the 2,466 WRS registered workers (May 04 to December 05) within the Wychavon District area, 29% were employed in agriculture activities, 21% in hospitality and catering, 18% in admin, business and managerial services, and 12% in other food processing. Between them these four sectors account for 80% of the local employment of A8 nationals.

DWP research looking at the impact of A8 migration on the UK labour market also concludes that the increased supply of labour has most clearly had impacts in the agriculture and fishing sector, where an increase in the supply of low cost labour (WRS average earnings in agriculture is £4.83 compared to £7.89, LFS, for the sector as a whole) has allowed firms to cut average costs, and increase output and employment.

Occupations WRS Workers are Employed Within

Nationally

National WRS data shows the top 20 occupations have remained largely consistent over the period reporting period (July 04 to Dec 05) with the largest proportion of workers (24%) are in general occupations classified as process

operatives i.e. other factory workers, followed by kitchen and catering assistants (6%) and packers (6%).

Locally

Table 11 below shows the top 10 occupations that migrant workers are employed in within Wychavon. Together these occupational areas account for 85% of A8 migrants employed locally. However, the remaining 'other' occupations shows there is a large diversity of employment that some migrants are employed within, including highly skilled occupational areas. A list of these 'other' occupations can be found in Annex 3.

Table 11. Top 10 occupations WRS workers are employed in within Wychavon District Area (July 2004 – December 2005)

	Number of Registered Workers	Percentage of Registered Workers
Process operative (other factory worker)	696	28
Farm worker/farm hand	390	16
Crop harvester	201	8
Food processing operative (fruit/veg) (Meat)	164 (135) (29)	7
Kitchen and catering assistants	164	7
Packer	128	5
Warehouse operative	116	5
Waiter, waitress	79	3
Cleaner, domestic staff	74	3
Care assistants and home carers	69	3
Top 10 Occupations	2,081	85
Other	365	15
Total	2,446	100%

Source: Work Permits UK.

Hours, Pay and Employment Status of Local WRS Workers

95% of WRS registered workers (May 04 to December 05) were working over 35 hours per week. National data shows that the vast majority of WRS workers (80%) are earning £4.50-£5.99 per hour i.e. at or close to minimum wage level.

Half of local WRS workers were in temporary employment. However, this varies significantly by occupation, with 88% of those working as farm workers employed on a temporary employment basis, whereas, surprisingly, 51% of those working as a process operative were employed on a permanent basis.

Local Employer Evidence – Five significant businesses operating within the Vale of Evesham area that grow and/or pack food were interviewed directly (face to face) using a structured set of questions. Annex 2 provides a matrix of interview responses against each of the key question topic areas.

These employers between them employ a total workforce of approximately 2,000 plus, including the permanently employed, the directly employed long-term casual, and the indirectly employed casual staff. The vast majority of this workforce, approximately 1,700, are either long term or short term casual staff. Additionally, the vast majority of the labour was male; overall we estimate this to be around 75-80%. The agency ("gangmaster") share of the labour force varies considerably from 75% with one employer to nil with another.

The companies interviewed went to great lengths to ensure that the employment agents they used were legitimate businesses complying with legislation (Inland Revenue, National Insurance, VAT etc). However, the companies appeared to take this stance for two reasons: to ensure that they were absolved from any enquiries from Government agencies, and to meet inspection and audit requirements from their customers (the major supermarkets), where they in turn were under the Corporate Social Responsibility microscope.

Where agency labour was used, the companies delegated a large amount of the "on the job" management to the agent, with working supervisors, and relied on them to deal with language and other issues.

All of the companies operated a process of induction for new staff, normally a day or a day-and-a-half on health and safety, food related hygiene and general "rules and procedures of work", again using the agent to supervise where language was an issue.

For the greater proportion of the labour force, language was not an issue as the people had basic English skills, and part of the reason for being here was to improve their language abilities. Where language barriers existed, generally, the employer would use another worker with the same native language but who had better English skills as an interpreter.

Pay levels were all stated to be at or above the minimum wage or agricultural pay legislation - although there was a mix of hourly and piece-work payment. Broadly speaking the factory jobs (washing and packing) were hourly paid (with some performance measurement) and the picking/field jobs were almost entirely piece-work. Where piece-work was used, it was stressed that measuring and bench-marking was carried out to ensure that rates equated to an achievable hourly rate within the legislation (interestingly one grower had variable rates driven by the crop being harvested, the weather conditions, and some other factors).

Where transport was mentioned, it appeared that the workers did not pay anything for the service - likewise it was mentioned that no deductions were made for protective clothing etc.

Employers tended to see the short term temporary labour (daily migrant workers) very much in commodity terms, one grower that was using around 200 - 230 people per day simply ordered "n units" - a "unit" being a minibus of 12 people. Although the agent was expected to provide "units" that matched the requirement for that day in terms of experience given the crop to be worked on.

The general view was that the Poles and South Africans (both nationality groups were primarily students/graduates here to earn more money than is possible in their own countries) were seen as hard-working, whether in the fields or a factory.

Daily casual staff brought in via agencies tend to be primarily of Asian origin; for the most part these workers are paid only on piece-work rates. It was reported that this group of migrant workers tended to be older people from their communities, as the younger people tended to gain employment (anecdotally in factories) closer to their homes, whereas the older people had to travel further to obtain work, which they do through an agent. In some instances it was reported that these migrant workers (perhaps organised by the field supervisor) would work in informal teams with the fitter people bending and cutting whilst the less agile carried boxes to the trailer, or perhaps did cutting and bunch packing, but the piece-work rate was shared across the team.

Companies' attitudes to agency labour were broadly that they were satisfied with the process, but they recognised there was probably little choice in the matter but to use additional agency staff as crops and customer demand require it. Employers also raised a number of issues relating to wider business pressures such as the supermarkets buying pressure on prices, costs of labour and packaging rising and, for some crops, the fact that the land within the Vale was becoming less productive and with some crops not possible to grow at all.

A number of agents were mentioned as being used by employers to source short & longer-term casual staff. Concordia (a youth service charity) was mentioned by one company, supplying Poles and Eastern Europeans - again on a commodity basis to a "pre-ordered" requirement with varying numbers through the growing season to meet projected demand. The company using South Africans had an arrangement with a University to ensure a constant supply of labour was delivered with the required mix of skills; in many instances these people were employed in more highly skilled areas such as production engineering or supervisory roles.

Agency (gang master) evidence – One interview with an agency was achieved. This agency supplies labour on short term basis, almost exclusively, to one local grower and packer.

The agency interviewed employs between 30-50 people in the summer and 15-20 in the winter months, of which only about 15% are women. Approximately 80% of those employed by the agency are of Asian origin and the remainder a mix of Poles and Iraqis, all of whom are long term UK residents, residing in the

Birmingham conurbation area. The majority of the work the agency supplies casual staff for involves picking and packing salad onions and leeks.

The agency reported it employs people on a PAYE basis, and that all work permits, visa, and passports are checked prior to the person being registered i.e. taken onto the 'books'. The agency also provides free transport to the workers, although no housing is provided or arranged. Pay rates are at the minimum wage level with the premium to the customer (local employer) being around 20% for agency transport costs and other costs.

Local Service Providers Evidence – a number of telephone and face to face interviews were undertaken with local stakeholders and service providers who come into contact with migrant workers or their employers (see section 5. methodology for details of these organisations).

Overall, these interviews corroborated local employer evidence. Most migrant workers are believed to be living and working in or near the town of Evesham and are of Eastern European (mainly Poles) or South African origin. There are also a few other Non-EU migrant workers here on the SAWS, and a few Kurds/Iraqis. Those being bussed in on a daily basis were reported as being mainly of Asian origin, and were seen as generally not residing in the local area. Most migrant workers are perceived as working in the growing and packing industry locally, though other sectors such as hospitality and care were mentioned as secondary employment areas.

Interviewees were not aware of any exploitative or unethical work practices being used by local employers of migrant workers. Citizen Advice Bureau (CAB) had, in the past, dealt with a number of migrant workers that had queries over pay deductions and whether the piece rate they are being paid actually met minimum wage employment legislation. Predominantly, these queries resulted from a lack of understanding of what legally has to be deducted for taxes/NI, due mainly to language difficulties. CAB believe the queries have tailed off recently due to better Home Office and DWP leaflets that are now produced in the main Eastern European languages. CAB also mentioned that overtime had been raised as an issue on a few occasions, where the reality had been seen as different to that advertised when the migrant worker was recruited. Migrant workers also tend to be one off enquirers to CAB, the increase in demand over the last year coming from the larger volume of migrant workers making enquiries. Unfortunately, CAB does not collect statistics in a way that can be analysed by whether the enquirer was a migrant worker, as they organise by type of advice required/sought.

Interviewees all mentioned there had been a significant influx of migrant workers (mainly Eastern European) into the locality during the later part of 2004, a few coming with husbands/wives and/or dependents but the vast majority are seen as young and single. The perception amongst service providers was that Eastern European workers are highly motivated, are here to make money as well as learn

English, and are, generally speaking, well qualified with a reasonable level of English prior to arrival. Many wish to return back to their country within 1-2 years, but whilst here are also interested in moving up the labour market ladder into more highly skilled and better paid jobs.

The interview with the JobcentrePlus manager confirmed that very few migrant workers living and working in the area are claiming benefits; arriving with jobs to go to. A8 migrant workers are also restricted from claiming benefits until they have had one year's continuous employment in the UK. Migrant workers use JobcentrePlus centres for registering for a National Insurance number (NI) and/or job searching, for those looking to change or improve their employment situation. Furthermore, employers seeking casual staff for picking and packing work do not use JobcentrePlus to source staff; instead, they source through other employment agencies (gang masters). However, these same employers will place adverts in the Jobcentre for temporary or permanent supervisory or skilled technical jobs. Unfortunately, the Jobcentre does not know who fills these positions, unless it is taken by a local claimant. It was felt that language ability, especially written, can be a barrier for those migrant workers wishing to change jobs. For these people, the Jobcentre refers them to the Evesham College courses available at the Open Access centre in Evesham town centre.

Evidence supplied by Evesham College shows there has been a big expansion of ESOL learners in the last year. ESOL now stands at just over 300 learners at Evesham College, compared to only 20-30 learners in the first half of 2004. This large expansion has been driven by learner demand as increasing numbers of people have enquired about provision. The college has expanded its provision both at the main campus and at the Open Access centre, as well as beginning courses in the workplace. Table 12 below shows the gender and age profile of ESOL learners at Evesham College as of 28 April 2005.

Table 12 – ESOL learners at Evesham College

	Total	Male	Female
Under 20	12	11	1
20<30	233	127	106
30<40	49	28	21
40<50	18	13	5
50 and over	0	0	0
Unknown age	1	0	1
Total	315	179	134

Source: Evesham College, April 2005.

By nationality, it was reported that majority of ESOL learners are from Poland, with also some from Slovakia, Lithuania and Hungary, but none as yet from Slovenia. Many ESOL learners are graduates, with generally good levels of English to start with, although those at the Open Access centre tend to be less highly educated and have lower English language abilities to those attending courses at the main

college campus. The College is not working with those migrant workers who are bussed into the area, as they are not resident within the Vale.

Day time ESOL learning sessions at the Open Access centre were timed to allow the maximum number of workers to attend given the main shift patterns employers are using. However, due to the fluctuating nature of the work and hours worked, numbers attending ESOL courses vary from week to week depending on the amount of overtime being offered.

Migrant Worker (ESOL Learner) Evidence – 15 interviews were achieved with ESOL learners at Evesham College, this was evenly split between those at intermediate level learning at the main College campus and the lower ability groups run at the Open Access centre.

The majority of interviewees were from Europe, predominantly from one of the new A8 nations; half were Polish, followed by Czech Republic and Slovakia. Almost all interviewed were single, but may have come across to the UK with friends or a boyfriend/girlfriend. They may now be living locally either with a partner or friends. All but one respondent were in some type of employment and had arrived in the UK and local area with a job to go to. Most were working as a standard operative, either packing boxes or, more commonly, working on the production line.

Besides these roles, migrant workers tend to 'fill the gaps' within the local labour market, working as au pairs, housekeepers, and drivers. Furthermore, nearly all respondents have so far stayed with the original employers, with only 2 respondents reporting they had left previous jobs. However, most had aspirations to change to better-paid and more highly-skilled work.

Participants have several reasons for wishing to work in the UK, although by far the main one was a desire to improve skills in English. Other motivations were to improve their prospects, do something different, or earn extra money, all of which, it was perceived, were things that could not be done in their home countries. One respondent particularly noted that the opportunities in this country are far greater than those of their country of origin, to such an extent that they have come here to earn money to send to their family.

Differing pictures emerge regarding their future intentions. Some migrants were unsure how long they would be staying, some just for a few months, and a further group stated they intend to stay a few years, earning a living whilst improving language skills before returning to their home country. One couple had the intention of saving earnings accrued over 2 years before returning to their native country, Poland, and buying a house.

In terms of hours of work and pay, most migrants tend to earn between £180 and £250 per week, depending upon the hours worked. Standard hours seem to be in 8 hour shifts, but with a requirement to work up to 10 hours if the employer

requires it, hours beyond this are entirely voluntary. Overtime pay starts after the 8 hours and generally is 1.5 times normal hourly pay. The consensus among migrants is that while there are standard hours that they work, they tend to be keen to work overtime, as the opportunity exists to make more money, be that for personal reasons, or the seasonal nature of some work. Some migrants do have accommodation costs, although in the majority of cases, apart from Tax and National Insurance, no other direct deductions are made.

With regards to religious issues, most migrants are Catholics and attend church on at least a semi-regular basis; they also do not appear to have any issues relating to religious access or care.

▪ **Housing Profile**

Some migrant workers are housed in “tied accommodation”, but all the qualitative evidence gathered supports the view that this is linked to the job on a fair cost basis with no obvious evidence of any exploitation, overcrowding or other situations that might be deemed unacceptable. Migrant workers interviewed reported paying rents of approximately £35 per week for employer provided accommodation; although many of those interviewed were now in private non-employer provided accommodation, paying higher rents but happy to do so to gain some more space and privacy. The employment agency interviewed does not provide any housing as they all have established accommodation in the areas they live in (mainly the Birmingham conurbation).

From the ESOL learner interviews it seems that local migrants tend to rely on the ‘social networks’ already in place within the area, generally hearing about work and accommodation through friends and acquaintances. However, at least initially, a number of interviewees report being placed in accommodation through their employer i.e. sourced by their employer or in tied accommodation, often caravans or mobile homes. Most respondents reported their accommodation as suitable, although there were a few complaints relating to wanting more privacy than is available in shared accommodation (particularly where in a relationship), noise within the area, size of the communal accommodation/living space, the difficulty to find other more suitable accommodation, and the furnishings within accommodation. Most migrants live in, or very close to, Evesham itself, with the rest in surrounding areas. They have usually been resident in the area for less than 12 months.

CAB reported they had previously received a number of housing related enquiries but that these have tailed off in the last 12 months. Housing issues brought by migrant workers tended to be around the quality of housing provided (i.e. caravans) not matching expectations. CAB also reported a possible growing issue of housing for local indigenous families wishing to rent, as local landlords are now much more likely to rent out a house as a House of Multiple Occupancy (each bedroom separately) than to a family, as they can gain more money this way.

Interviews with the Wychavon District Housing Strategy team also did not raise any obvious or endemic housing issues for migrants. Generally, it was felt by the housing team that the accommodation provided by employers (mainly the food producers) of migrant worker was of good standard. The housing team believe they are aware of about 70% of the accommodation provided by employers currently and that this should rise in October 2005 when mandatory licensing of HMOs will require all those providing such accommodation to notify the Wychavon district council of their housing provision.

c. The skills profile and economic contribution of migrant workers

In general there is little hard data on the skills and economic contribution of migrant workers, and limited data for asylum seekers/refugees.

Government research and analysis shows that migration has a positive impact on the UK economy by bringing increased sources of labour and skills to the country. LFS data shows that migrants (foreign born) are more likely to have higher qualifications at 21% compared to 17% of the UK-born population¹⁵. Furthermore, migration helps meet the employment and skills demand from private sector businesses but also contributes to public sector service delivery, LFS data shows that over 9% of the public sector workforce are now made up of migrants (foreign born workers). Other evidence also suggests that migration has little or no impact on the employment and wage rates of the resident workforce. Recent DWP preliminary analysis of the labour market impacts of the A8 countries concludes that A8 migration has increased output and total employment within the UK. The Treasury¹⁶, using LFS data, has also shown that non-UK born individuals generated 10% of UK GDP despite only accounting for 8% of the working age population.

Home Office Immigration Research and Statistics Service carried out a skills audit of refugees in the UK during 2003, and found heterogeneous profiles, from the highly educated and skilled, through to the uneducated and unskilled. More locally, the University of Birmingham's Centre for Urban and Regional Studies in partnership with NIACE was commissioned by Coventry and Warwickshire Learning and Skills Council (LSC) in 2003 to conduct research into the size, skills and needs of asylum seekers and refugees residing in the LSC area. However, given the extremely small population of asylum seekers in the locality, these data sources do not add much to the understanding of the skills profiles of the mainly economic migrants living and working in the Wychavon district area.

As has been outlined previously, qualitative evidence gathered during this project suggests that most of the migrant workers living and working locally are highly educated and skilled, although in the main, they are working in unskilled jobs. One employer in particular has close contact with a South African University, which they use to source casual staff into supervisory and skilled technical jobs. ESOL learners interviewed show the majority are graduates or have high level vocational skills for example, electricians etc, many were looking to gain employment more commensurate with their qualifications and skills as soon as their language ability has improved.

There is a less clear picture of the skills and qualifications held by those migrants that are bussed into the area on a daily basis. No direct interviews with these migrants have been achieved but anecdotal evidence from employer

¹⁵ Making Migration Work for Britain, Government Consultation Paper

¹⁶ Ibid

interviews suggests this group are generally without formal qualifications, are older workers, and have limited English language ability, hence the low skilled and limited work they are recruited to undertake.

As stated earlier, almost no migrant workers are claiming out of work benefits and almost all are in employment, thus contributing to the local economy, and nationally through their taxes and NI contributions. Most employers interviewed also run minibus services into Evesham town to assist employees with their food and other shopping needs. Migrant workers are therefore also supporting the local economy as consumers, as well as filling areas of work with historic labour shortages.

d. The health issues of migrant workers

Two interviews were undertaken, one at the Minor Injuries Unit (MIU) located within Evesham's community hospital and the other with a local general doctor's practice that has significant number of migrant workers registered at the practice. Both interviews were conducted using a topic guide, see annex 2. Anonymous data on level and type of usage by migrant workers was also requested and provided by interviewees.

A number of key points and issues were obtained from these interviews and are as follows.

i. Background & Context

Both the MIU and the general practice reported a noticeable rise in the treatment of individuals who they believe are migrant workers over the last 1-2 years. The MIU specifically mentioned the summer months as a peak time for treating migrant workers. The main nationalities they reported treating are eastern Europeans, in particular Polish, and white South Africans. The practice believed the rise in their overseas patient registrations are due to the employment practices of some large local agricultural and food processing businesses. The MIU stated that many of the people coming in for treatment are working in the agricultural and food processing sector, whilst a secondary area of employment for those requiring treatment at the MIU was hospitality and catering.

The MIU does not have a doctor there during the daytime, only after 6pm. Daytime doctor cover for anyone attending the MIU who requires this is sent to the appropriate surgery that is on call as part of a local rota scheme for non-residents called 'out of towners'. This scheme is also used for local residents attending the MIU who are not registered with a local practice.

MIU Migrant Worker Statistics

An ethnicity definition of white other and aged 16-64 was used to extract out patients that had been seen by the MIU during the period January 2004 to September 2005 who are likely to be a migrant worker. The traditional Black and Minority (BME) ethnicity categories were not used as these tend to include long-term resident individuals and not those recently arrived (in the last 1-2 years) as migrant workers. The list was further refined by excluding all English sounding names. The following data was provided:

Gender

- 170 males and 81 females were treated by the MIU between Jan 04 – Sept 05.

Reason for MIU Treatment

- 64% (109) of all males were treated for work related accident injuries, but only 26% (21) of all females came into the MIU for this reason. Females were much more likely to be using the MIU to access contraception and for other female health issues.

Registered with a Doctor

- 56% of males and 50% of females seen by the MIU were not registered at a local general doctor's practice.

General Practice Migrant Worker Statistics

According to practice data there are 339 individuals who are currently registered with them that have overseas status, accounting for about 16% of all practice registrations. However, the interviewee explained this may give an inflated view of migrant worker practice demand as many in this group have not visited the practice in over a year. It may be that case that they have now left the country but not notified the practice of their departure. The data provided below by the practice is based on a 100 sample taken from the practice's overseas registrations:

- 84 out of the 100 overseas individuals were registered with the practice in either 2004 or 2005. No figures for how this is split between full and temporary registrations were provided. However, practice policy is any patient that is living and working in the area is entitled to register at the surgery. They will be fully registered if they report they will be resident in the area over 3 months and registered as temporary if less than this.
- There is an even split between male (51) and female (49) registrations.
- 64 out of the 100 overseas patients are aged between 20-30 years.
- Purpose of visit: the largest category was for immediate and necessary treatment at 26 males and 12 females, the second largest category was 21 females for contraception. The remainder of the sample was evenly split between the categories of ongoing illness, sick note and new patient check.
- The majority of the sample (63) had between 1-5 appointments after registration, although more females have used the surgery 6+ times at 18 compared to 8 for males, probably due to contraception access.

ii. Level and type of Primary Care Usage by Migrant Workers

Both the MIU and practice interviews and data highlight that men are more likely to be using primary healthcare for minor cuts, burns or other injuries that are work related, women much less so. Women are more likely to be using the MIU and general practice for reasons such as contraception and female health issues. Overall, both interviewees reported that they believe migrant workers to have a similar demand profile for their services as the local comparable population, in that most are minor injuries, and are of a similar level and type to that presented by locals of a similar age. Most migrant workers accessing primary healthcare

are young, healthy, do not have chronic illnesses and in general have no dependents.

However, the MIU did highlight that migrant workers coming in with minor injuries want to return back to work immediately, probably due to financial pressures as they are unlikely to receive any income whilst not working. The MIU generally send a letter back with the patient to explain what a person can or can't do with such an injury. The result of going back to work too quickly can result in the person sometimes reappearing at the MIU as, for example, the cut has become infected or the injury is not healing properly. This also appeared to be an issue for migrant workers with injuries that are seen by the doctors at the general practice.

The general practice interviewee reported that migrant workers registered at their general practice often have misconceptions about access to healthcare in this country, for example they believe that they have to wait six months or that it will cost money to register with a doctor.

An example of misinformation was the instance of a pregnant woman coming into the general practice later in pregnancy as she believed she could not register before she had been resident in the area for six months. The practice has also seen individuals that have had health issues for some time before they arrive at the surgery, who would have seen a doctor sooner if they had had the right information on healthcare access rights.

Information is passed through word of mouth with migrant workers wanting to register at the doctor's coming in with a friend or in a group, usually with one person that can translate for them. The initial reason for attendance at the doctor's is generally (in the case of males) because they require a doctor's note or require immediate and necessary treatment (INT). Women tend to register to gain access to contraception. As a group they tend to be low healthcare users, with an average of 1-2 visits to the doctor e.g. INT and then a new patient check (NPC).

In terms of daily migrant workers who work in the locality but who are not residents, there is a big difference in the ethnicity, age profiles and reason for attendance at the MIU compared to migrant workers who live and work in the locality. Daily migrant workers employed indirectly at local businesses via gangmasters (see local employer evidence presented previously) that are seen by the MIU tend to be Asian, are much older, with little English language ability and are often illiterate in their own language. The main reason for attendance at the MIU is generally because they become unwell shortly after arriving for work in the morning. The reasons for being unwell are often due to longstanding illnesses such as diabetes etc. The MIU also reported that given the language barriers it is hard to obtain information from this group such as DOB, address, or the doctor they are registered with etc.

Although daily migrant workers are a small group that MIU deals with, approximately one per week, when they do arrive at the MIU they are difficult to deal with due to language and illiteracy issues, for example the Red Cross translator book used to diagnose in these cases can't be used. Daily migrant workers tend not to be seen by the general doctor's practice unless they are referred by the MIU under the 'out of towners' scheme.

iii. Issues and implications for Primary Healthcare Providers

- The MIU is seeing many migrant workers that are unregistered with a GP, at about 50% of this group. Unregistered migrant workers requiring doctor care have to be referred by the MIU to the 'out of towners' local scheme run between the doctors thereby putting an increasing strain on this scheme.
- There is an issue of migrant workers going back to work too early, aggravating or infecting wound and prolonging health care treatment. There may also be some other health or food safety issues given the nature of their employment in food processing. Additional resources will be used by the MIU caring for those who aggravate the injury by returning too quickly to work and who choose to come back to the MIU for follow up care. The same issue of increased resources exists for those under general practice care.
- Unregistered migrant workers may have a higher rate of using the MIU and possibly for inappropriate reasons compared to those who are registered, for example, females seeking access to contraception.
- Employers and agencies do not seem to be doing much in terms of providing occupational healthcare or providing information on healthcare access to newly arrived overseas employees. Awareness and understanding amongst migrant workers is ad hoc, and passed on by word of mouth. This may result in low registration levels and also some practices getting a higher share of overseas registrations than others, as those who are registered will sign post friends to the same practice.
- Currently there is limited co-ordinated awareness raising activity being undertaken by the local healthcare providers, the district council or the PCT with local employers or with migrant workers to address the above issue and boost registration levels.
- Language barriers are more of an issue at the MIU, particularly in relation to daily migrant workers. So far the MIU have been able to contrive a method of dealing with them but it reportedly puts a strain on staff. Furthermore, the MIU has not had any really acute incidents occur to date except for a Russian patient, who fortunately spoke English, and who was subsequently diagnosed with meningitis. The general practice reported

some difficulty in locating a pregnancy leaflet in Polish, but this was found after some researching.

- Generally migrant workers are low users of health care as they are young and healthy, they generally access care due to accident or an illness that requires a doctor's note.
- There may be an issue with dormant registrations at surgeries for migrant workers that were registered with a practice but have now left the country, as it is difficult for practices to verify this and cancel their registration.

e. Issues arising from the research

- I. The term 'migrant worker' needs clear and careful definition. A migrant worker can be an overseas national, an asylum seeker/refugee, or a British Citizen that is migrating into an area to obtain work.
- II. There is a general paucity of public data sources available to size the migrant workforce even at a national and regional level. Home Office and National Insurance data can be obtained for a sub-regional area but they do not cover all migrant groups and provide inflow data only, and therefore at best can only provide a partial picture.
- III. Local employers are proactively targeting recruitment of Eastern European and South African workers to work in the jobs they are unable to fill using the local or UK resident workforce. Available data and anecdotal evidence demonstrates there are increasing numbers of migrant workers (Eastern European or Overseas Nationals) flowing into the Wychavon area and more specifically in or near to Evesham town, in the past 12 months. This influx is supporting the local economy by filling occupations with labour shortages, and by providing additional local consumers.
- IV. However, if the influx of migrant workers working and living in the area continues it is likely to put pressure on the available housing stock resulting in either a shortage for the migrant workers and/or the indigenous population. At the present time, the housing stock appears to be sufficient to meet the increased demand, in part due to the fact that employers have increased the available stock through supplying caravans, mobile homes and the creation of HMOs to house their workers.
- V. The majority of the local migrant workforce work and live in the locality, with a smaller number of 'migrants' coming into the area to work but who reside in the nearby main conurbations of Birmingham etc. These migrants contribute to the economy by filling in the 'demand gaps', but as they reside elsewhere, they do not have local provision needs i.e. housing, ESOL etc, nor are they likely to be contributing to the local economy as consumers.
- VI. Eastern European and other foreign migrant workers are in the main highly educated and/or skilled and are motivated to improve their employment situation during the time they remain in the UK. Currently, the majority are employed as pickers and packers within the locality. However, over time, as language barriers are removed, this picture may change as these workers move employers, seeking better paid and more highly skilled work.
- VII. Employers interviewed appear to be employing casual migrant workers in accordance with employment legislation, whether this is direct employment

or via a gangmaster. Employers are regularly audited by their customers to ensure compliance and can not afford to be in breach of legislation or trading requirements, due to the importance of these customer contracts to their business.

- VIII. The influx of migrant workers has significantly and rapidly raised the demand for ESOL provision available in Evesham. The number of ESOL learners at Evesham Further Education College has risen from only 20/30 in 2004 to over 300 during 2005.
- IX. See section d for issues relating to the primary healthcare demands created by migrant workers coming to the live and work in the Evesham town area.

7. Recommendations

1. There is a need for an on-going partnership to be formed with the few main local, i.e. Vale of Evesham, employers who are employing large numbers of overseas migrant workers to better understand how many they employ, their patterns of employment throughout the year, and whether the overall employment trend is an increasing one. Information on overseas nationals NI allocations should also be obtained from DWP, and WRS data from the Home Office, on a regular basis as a method of monitoring the number of overseas workers registering to work in the Wychavon district area.
2. There is a need to better determine the demand being placed on the local housing stock by the rising numbers of overseas migrant workers residing in or near Evesham, to judge whether possible housing shortages are likely to occur in the future. The housing strategy team should work with the main employers of migrant workers to better estimate the available employer housing stock and the number of migrants this houses, as well as how many are housed through other means.
3. Key information on gangmaster legislation should be circulated to all local agricultural and food processing employers, and where possible to known employment agencies (gangmasters) working for local employers, to ensure that labour users and labour providers are aware of their new responsibilities and remain compliant with the new legislation, and with imposed customer trading requirements.
4. Evesham College, the main provider of ESOL provision, in partnership with Pershore College, which runs the Worcestershire Rural Hub¹⁷, should work collaboratively to create employer interest in ESOL provision delivered more widely within the work-place. Given the significant increase in ESOL demand this should also be raised as an issue with the local Learning and Skills Council to ensure there is adequate funding to support this area of learning need.
5. To work with the local Citizens Advice Bureau and JobcentrePlus to provide data to the council that relates specifically to migrant workers.
6. The Health and Safety Executive (HSE) and the Trade Union Congress (TUC) have published the leaflet 'Your health, your safety: A guide for workers', that provides information about safety rights at work, the level of safety training workers should expect from their employers, and who they should complain to if they believe their safety is being compromised by poor workplace practices. Copies of this leaflet can be accessed on the TUC website, www.tuc.org.uk, and have been translated into 19 different languages. The district council, working in partnership with the PCT, should access available information and expertise through these organisations, and

¹⁷ The Worcestershire Rural Hub brings farmers together to highlight and find planned solutions to their business issues.

then devise a co-ordinated way of providing this readily available information, as well as information relating to healthcare access, to migrant workers and their employers.

7. The district council should take the lead in contacting other authorities that are facing similar issues in relation to an influx of migrant workers who have undertaken research work to understand the issues. The report authors are aware of three such areas, Wrexham, the Breckland area of Norfolk and West Norfolk. Information on similarity of issues and approaches being taken in other areas will aid local planning.
8. Create a collaborative in the Vale of Evesham between the NHS, the local authorities and employers' organisations to develop a patient-centred information system for migrant workers to enable their effective and appropriate use of and access to local healthcare services; and to provide support for healthcare professionals in providing such care.
9. Ensure that the Herefordshire and Worcestershire Local Unit of the Health Protection Agency has an opportunity to review this report for any implications it may have for infection control and health and safety procedures in the horticulture and food processing sectors.

ANNEX 1

Questions for Evesham Employers

Business Background

What does business do?

Size - t/o or volume

Main activities – location(s)

Products/crops

Markets/customers

Labour

Number (and mix)

Skills Requirements

Source of hiring/agencies/gangmasters

Relationship/contract

Employment terms

Pay levels/rates (price sensitivity between agents)

Hours worked

Days worked

Transport

Nationalities

Language

Where do they live/families/other work

Housing

Other Issues?

Questions for Local Stakeholders

1. What types of migrant workers are seen by your company? Where are they living? In which sector of employment are they working?
2. What issues and concerns are being brought to CAB by:
 - a. Economic migrant workers (EU or non-EU)
 - b. ASR (Asylum Seekers and Refugees)
 - c. Illegal Workers and failed ASR?
3. Are you aware of any evidence of illegal employment practices being operated, either by direct employers or by Gangmasters?
 - a. Non-payment of taxes and NI
 - b. Illegal deductions or below minimum wage rates
 - c. Use of illegal workers – brought in by GM
 - d. Long hours – working time directive
 - e. False documentation
 - f. Benefit fraud
4. Are you aware of any housing issues that specifically relate to migrant workers?
 - a. High accommodation costs deducted straight from wages
 - b. Poor or tied accommodation
 - c. Homelessness – single or families
5. How many migrant workers and ASRs use your service over the last year, and also last 3 years?
6. From which countries do migrants – economic and ASR – originate from?
7. What are the main characteristics (age, gender, marital status, etc.) of Migrant Workers and ASRs?
8. What changes have you noticed, if any, that have occurred, in the last year, and also the last few years?
9. Do you think the forthcoming Gangmasters legislation will reduce exploitation of Migrant Workers employed via Gangmasters ?

**Migrant Workers Health Issues Project
Minor Injuries Unit Topic Guide**

Name of Organisation

Name of Contact.....

Position..... Date.....

Interview Questions

1. Do you think there has been a noticeable increase in the numbers of migrant workers, working and living, in the Evesham area in the last year or over the last few years?
2. Has this translated into increased usage of the minor injuries unit at the hospital? How much of this increase would you estimate is resulting from migrant workers coming into the area to work over the last year or so? What was the level of MIU usage before this? Has it changed significantly?
3. What is the sort of mix of different national groups within the broader migrant worker population group that the MIU is seeing?
4. What other general characteristics do migrant workers have that the MIU is seeing – e.g. are they predominantly male, young, single, no dependents? Are they mainly economic migrants, refugees, or travellers?
5. Are any reluctant to provide any contact or other details due to nature of their stay in the country (e.g. illegal) or lack of understanding of their rights or possible treatment costs?
6. What implications have treating migrant workers (overseas and others) had on health delivery for the MIU? E.g. Resource implications, access to doctors, language and any other cultural barriers?
7. Are migrant workers low, medium or heavy users of the MIU compared to local residents?
8. What types of health care issues are migrant workers coming to the MIU with? Are they most appropriately dealt with by the MIU or by other health providers such as general practitioners?
9. Is the MIU coming into contact with the daily migrant workers being bussed in by gang-masters from neighbouring conurbations? If so what types of health need do they have? What implications do they have for the MIU?

10. What initiatives are there (your own or others that you are aware of) to specifically address the health needs of local migrants? E.g. awareness raising campaigns within migrant worker communities of how to access health service providers and where to go, or better access to translators?
11. What other public agencies, that you are aware of, are concerned with issues of migrants' health issues in the local area?
12. What other health issues do you perceive for and in relation to migrant workers in this area and what recommendations would you make for action?
13. Do you have any other points you would like to make or information you think would be useful to this research project?

MIU Data

As discussed on the phone, it would be useful to have some general (anonymous) data that supports the qualitative evidence provided in response to the above questions.

I would therefore be grateful for any data that you can provide that you think will support this project and help to understand the health need issues of local migrant workers and the impacts this is having on local health service providers.

It would be useful to have data that gave information about MIU users general characteristics i.e. age, gender, ethnicity, overseas national or UK resident, what general types of need they are accessing the MIU for, and the general user demand trend.

**Migrant Workers Health Issues Project
General Practitioners Topic Guide**

Name of Organisation

Name of Contact.....

Position..... Date.....

Interview Questions

1. Do you think there has been a noticeable increase in the numbers of migrant workers, working and living, in the Evesham area in the last year or over the last few years?
2. Has this translated into increased registrations (full or temporary) at your general practice? How many of these new registrations do you estimate are resulting from migrant workers coming into the area to work over the last year or so? What was the level of registration before this?
3. What is the sort of mix of different national groups within the broader migrant worker population group that your practice is seeing?
4. What other general characteristics do migrant workers have – e.g. are they predominantly male, young, single, no dependents? Are they mainly economic migrants, refugees, or travellers?
5. Are any reluctant to register with a doctor due to nature of their stay (e.g. illegal) or lack of understanding of their rights or costs?
6. What implications have these increased registrations had for your practice and health delivery to your patients (migrants and others)? E.g. Resource implications, access to doctors, language and any other cultural barriers?
7. Are migrant workers low, medium or heavy users of the practice compared to local residents registered with the practice? What prompts them to register in the first instance? E.g. require doctor's note, long term illness or a dependents illness, or an injury?
8. What types of health care issues are generated by migrant workers? E.g. short term health issues requiring a doctor's note for employment purposes, long-term or existing health conditions, mental or sexual health issues, acute health issues or injuries? Can they be dealt with by the practice or require other health care provision e.g. referral to specialists?
9. Is your practice coming into contact with the daily migrant workers being bussed in by gang-masters from neighbouring conurbations? If so what

- types of health need do they have? What implications do they have for your practice?
10. What initiatives are there (your own or others that you are aware of) to specifically address the health needs of local migrants? E.g. awareness raising campaigns within migrant worker communities of how to access health service providers and where to go, or better access to translators?
 11. What other public agencies, that you are aware of, are concerned with issues of migrants' health issues in the local area?
 12. What other health issues do you perceive for and in relation to migrant workers in this area and what recommendations would you make for action?
 13. Do you have any other points you would like to make or information you think would be useful to this research project?

Practice Data

As discussed on the phone, it would be useful to have some general (anonymous) data that supports the qualitative evidence provided in response to the above questions.

Below are my thoughts on the types of data that I feel would be useful for this project. However, I realise that some of the data may not be possible to provide or not quite the way outlined below. I would therefore be grateful for any data that you can provide that you think will support this project and help to understand the health need issues of local migrant workers and the impacts this is having on local health service providers.

1. Registrations data showing new registrations, split by whether fully registered or as a temporary resident over the last year and whether there was any peak registration periods during this time.
2. Average annual new registrations experienced before this – has there been a significant change in new registrations in the last year or two years?
3. If possible, how many of the new registrations (in the last year) are migrant workers and if possible the gender and age mix. If it is not possible to say how many new registrations are migrant workers, just gender and age of new registrations. (Suggested age bands are 0-18, 18-30, 30-50, 50+)
4. The percentage that new registrations in the last year account for all patients registered, and before this (again any significant change).

5. If identifiable, the percentage that migrant worker patients account for all patients registered with the practice.
6. Data that shows the type of health care needs generated by migrant workers.
7. Any other data you feel is of relevance.

ANNEX 2

Matrix of Answers from Employers to Key Question Topics

Topics	Interviewees				
	1	2	3	4	5
Business Background					
What does the business do?	Established for 45 years. Grows and packs (importing and packing in the winter months)	Owned by a group of (almost) adjoining growers - as a joint ventures business. Growers plant and nurture the crops - then the joint ventures business picks, pack and markets the products	Packing and marketing of (primarily) imported crops	Packing of food products (ready to eat) and some limited growing	Growing and packing - 85% own grown crops - balance packing for other local growers
Size - t/o or volume	£7 million	£5 million	£25 million	£65 million	£40 million, part of a larger £120 million group
Main activities - location(s)	Owns and rents land in an area stretching from Ross-on-Wye to North Worcs to Stratford to Broadway. Modern packing and warehousing plant at Wyre Piddle	5 growers with approx 1500 acres outside Pershore. 95% hand-picked. Operates from April - September with own crops, packing imported products in the winter.	Packing facility at Honeybourne (and also sites at Lampeter and Leominster)	Packing and food preparation facility at Middle Littleton and warehousing in Evesham. Some growing on site - mushrooms and bean sprouts using hydroponics techniques	Growing at numerous sites in the Vale and at Luddington (Stratford) - approx 5000 acres. Packing facilities at Salford Priors
Products/crops	Salad onions and leeks only	Picking and packing dwarf beans, asparagus, salad onions, courgettes and peas.	Fruit/stone fruit - apples, pears, kiwi, plums	Preparing and packing bagged salads and deli products (coleslaw etc)	Salad onions, asparagus, runner beans, peas, dwarf beans
Markets/customers	Direct to lower end supermarkets - Aldi, Lidl,	Supermarkets - M&S, Waitrose, Tesco, Morrisons -	Supermarkets - Tesco, Sainsburys, Waitrose,	Supermarkets - Sainsburys and ASDA	Supermarkets - Tesco, Sainsburys,

	Morrisons	some crops into the wholesale market	CWS		ASDA, Waitrose, Somerfield, M&S (indirectly)
Labour					
Number (and mix)	35 permanent employees (10 office, 10 pack-house, 15 field) - mix of UK (25), Poles (8), Indian (2) Casual labour varies with season and weather but averages : 60 per day in the pack-house; up to 200 per day in the fields (Poles and Indians)	8 permanent employees. Casual/seasonal labour varies through the season and is a mix of East European "students" (mainly Poles) and Asians. The EE labour numbers vary through the season from 25 up to 100 as crops peak. These are termed "students" but vary in age from 18 - 32, most are graduates that can earn very good money over a short period. Asian labour also varies but averages 25-30 per day	40 permanent employees (20 office, 20 pack-house) Casual labour between 35 - 40 per day, mainly Indian, a few Poles	1,000 employees - approx 400 local people, 250 South Africans, 180 Poles and the balance a mix of Asians, Iraqis and Moroccans	Seasonal variations - c400 in winter, rising to 1000 in summer. Mix of Poles other EE and Asians. A number of EE "students" are sourced through Concordia - varying from about 140 up to 400 through the season - all employed by the company. A few "travellers" are employed (<40)

Skills requirements	Minimal. Basic induction training, including H&S, hygiene etc for all new people	Minimal. Basic induction training, including H&S, hygiene etc for all new people. Some EE labour, especially returners, in supervisory roles	Minimal. Basic induction training, including H&S, hygiene etc for all new people.	One full day induction training, including H&S, hygiene etc for all new people. Many of the South Africans are employed as engineers on production line equipment Some on-site language tuition, but in the employee's own time	Minimal. Basic induction training, including H&S, hygiene etc for all new people. Specialist training as required for tractor, fork-trucks and other equipment
Source of hiring/agencies	Uses 2 agencies for all casual labour.	EE labour is sourced through Concordia Asian casual labour is sourced from an agent.	All casual labour is sourced through an exclusive contract with an agent, Fusion.	South Africans are sourced through Universities in SA - there are no jobs there so a 12 month contract in the UK provides experience and money	All casual labour is employed through a group of 5 or 6 gangmasters.
Relationship/contract	Purchased on an hourly and piece-work basis from the agencies. Hourly rates in the pack-house; piece-work in the fields, rates vary according to product and picking conditions.	EE labour is employed by the company on PAYE etc (subject to citizenship requirements). Asian labour is employed through agents.	All hourly paid	All hourly paid, with the lowest basic at a premium to the minimum wage. The SA engineers and other supervisors are earning at normal UK rates, or better, for comparable jobs	EE labour is employed by the company on PAYE etc (subject to citizenship requirements). Asian labour is employed through agents.
Employment terms	Delegated to the agents - with stringent checks on papers etc.	EE labour is on normal UK terms. Asian labour terms	Delegated to the agents - with stringent checks on papers etc.	All employees are employed on PAYE	Casual labour is delegated to the agents - with

	The licensing of agents/gangmasters will regulate the supply of labour and its conditions of work.	delegated to the agents - with stringent checks on papers etc.			stringent checks on papers etc.
Pay levels/rates (price sensitivity between agents)	Mostly at minimum wage/SAWS rates - agency labour carries approx 25% margin for the agent (to cover costs, transport etc and 'ers NI)	Mostly at minimum wage/SAWS rates on an hourly and piece-work basis. Hourly rates in the pack-house; piece-work in the fields. Premium rates for the EE supervisor/QC people	Minimum wage level - with agent margin of c30% to cover costs, transport & 'ers NI	Above minimum rate	Minimum wage level - with agent margin of c30% to cover costs, transport & 'ers NI There was evidence that the gangmasters fixed rates at an agreed level between themselves - i.e. all paid the same rates
Hours worked	up 60 - 70 hours per week in the fields; 40 - 48 in the pack-house	EE 10 - 12 hours per day Asian - 8 - 10 hours per day	10 hours per day	8 hour shifts rotating through 24 hours, 7 days per week. Production 0600 - 1400, 1400 - 2200 and hygiene/maintenance night shift from 2200 - 0600	8.5 - 9 hours per day
Days worked	5 or 5.5 depending on season	6 days per week	5 or 6 days per week	See above	Normally 5, sometimes 6 days per week

Transport	Field and pack-house casual labour provided with mini-bus transport at no cost to the employee	EE labour transported within the farm group. Asian labour transported by the agent	Agent delivers labour as required	Not applicable	Agents deliver casual labour as required
Nationalities	Polish, Indian	Polish (primarily) and other EU and no EU EE. Asian not known, probably Indian descent but long-term UK resident	Asians are primarily Indian, but understood to be long-term UK resident	See above	See above
Language	Many speak English, supervisors in the field manage communication where necessary	Poles and EE speak some English Asians are mostly long-term resident and speak English	Adequate English is a requirement of employment	All have adequate English, although some courses are arranged for students	Poles and EE speak some English Asians and others are mostly long-term resident and speak English The agents provide interpreters where necessary
Where do they live/families/other work	Those being bussed in are from the Birmingham conurbation	Employed EE labour is on site. Asian, is bussed in from Birmingham, Derby, Leicester, Wolverhampton	Asian, is bussed in from Birmingham	Not applicable	Asian, is bussed in from Birmingham
Housing	None supplied and none tied to agents	Employed EE labour is on site housed in caravans and hostels by the company. Asian unknown - but assumed not to be provided by agents	Asian unknown - but assumed not to be provided by agents	Approx 15% of the employees are lodged in company owned property at a fair cost.	The direct employed EE students are housed at Luddington in "sleeping units" with common

					<p>room, kitchen and laundry facilities - at a cost of £31 per week. In addition transport to/from Stratford is provided, free, for shopping entertainment etc.</p> <p>Asian unknown - but assumed not to be provided by agents</p>
Issues	<p>Price pressure from customers is making growing less viable - potential impact on the business.</p> <p>Escalating labour costs as the minimum wage increases.</p> <p>No major labour issues - the ready availability of work means that the agents have to provide reasonable conditions.</p>	<p>Price vs quality pressure from customers is making growing less viable - potential impact on the business.</p> <p>Some crops are not viable and will be dropped or replaced with profitable ones.</p> <p>Hygiene and attitudes to work from the Asians - to the extent that Asian labour cannot be used for Waitrose quality products.</p>	<p>The company is a niche player by virtue of its products and relative stability relying on a constant flow of imported crops - other than consumer market forces it sees no real issues</p>	<p>Sometimes discipline issues with Iraqis.</p> <p>Hygiene is a major issue with Asians.</p>	<p>Pressure of legislation and control is increasingly a costly overhead - in what they believe to be a fair market</p> <p>Hygiene is a major issue with Asians.</p>

Agency interview

Employs 30 - 50 people in the summer and 15 - 29 in the winter months - of those approx 15% are women - picking and packing salad onions and leeks. Around 80% are Asian and the remainder a mix of Poles and Iraqis (all long-term UK resident in the Birmingham conurbation)

All are employed on a PAYE basis, with permits, passports etc checked. Transport is provided, free, to the workers and no housing is provided or arranged. Pay rates are at minimum wage level with the premium to the customer being around 20%

The responses reflected those of the primary customer - it seems that the company does very little for any other packers/growers and is a "lifestyle" business for the owner

ANNEX 3

Workers Registration Scheme Specific Occupations included under the 'Other Occupations' Category within Table 11 of the main report

Call centre agent/operator
Carpenter/Joiner
Floorer and wall tiler
Gardener/landscape gardener
Groundsman
Handyman, general (building and contracting)
Launderer, dry cleaner, presser
Plasterer
Refuse and salvage occupation
Administrators
Manager, customer care
Personal assistant
Receptionist (hotel)
Agricultural machinery operator
Animal husbandry
Flower pickers
Forestry workers
Manager, farm
Leisure and travel service occupations
Sports and leisure assistants
Engineer software
Systems analyst
Civil engineer
Construction materials delivery
Constructor, steel
Labourer, building
Site manager (construction)
Skilled machine operator (construction)
Childminders and related occupations
Laboratory assistant
Nursery nurse
Teacher, higher education
Teacher, primary and nursery education
Teacher's assistant
Skilled machinery operator
Welder
Accountant, trainee
Cashier (bank, building society)
Baker
Dental practitioner
Doctor (hospital)
Nurse

Nurse auxiliaries and assistants
Optician
Physiotherapist
Researcher (medical)
Residential wardens and house parents
Social worker
Technician, medical
Bar staff
Chef
Managers (bar, catering, hotel, restaurant, other hospitality)
Chemical engineer
Mechanical engineer
Production manager
Supervisor, production
Warehouse supervisor
Cashier/check-out operator
Deliveryman
Sales and retail assistants
Shelf stacker
Supervisor, retail
Warehouse manager
Warehouse operative
Security guard
Driver (bus, coach, delivery van, fork lift, HGV)
Engineer (electrical, other transport related)