



Arsyllfa **Wledig** Cymru
Wales **Rural** Observatory

Scoping study on Eastern and Central European migrant workers in rural Wales

July 2006



EXECUTIVE SUMMARY

This scoping study investigates the numbers of migrant workers from Central and Eastern Europe who are living in rural Wales, and the impact that they are having on the local economy, society and community. The report is divided into four sections.

- Section 1 provides an introduction to this study. It summarises the enlargement of the European Union in 2004 and outlines the rights of Central and European workers to work and live in the UK.
- Section 2 presents data on the number and characteristics of workers from the accession countries who live in rural Wales.

Statistics have been gathered from the Worker Registration Scheme, which quantifies accession nationals who work in the UK. This source provides data on the numbers and basic characteristics of migrant workers, including their nationality, gender, occupation and sector of work.

In total, 4934 people who live in rural Wales had registered with the Worker Registration Scheme between May 2004 and March 2006.

There are limitations to using the Worker Registration Scheme to enumerate Accession nationals. In particular, it is perceived that a high proportion of migrants do not register with the scheme and that there is no requirement to 'de-register'.

- Section 3 considers, from the perspective of local authority officers, issues faced by migrant workers living and working in rural Wales.

Migrant workers' needs and impacts are examined with reference to five sectors: economy and employment; housing; language and education; health; and rural communities.

Reference is made to examples of initiatives by local authorities and other agencies that are seeking to respond to the demands of migrant workers.

- The fourth section of this report outlines some preliminary conclusions and identifies the potential for further research. In summary, the conclusions are:
 - There is significant geographical variation in the numbers of migrant workers living throughout rural Wales.
 - The action that authorities have taken to address the needs of migrants varies considerably.
 - Rural authorities appear to occupy one of three positions: those that consider there is no significant migrant workforce within their area; those that are aware of a growing number of Central and Eastern European economic migrants and are taking action to support their needs; and authorities that are conscious of the presence of an overseas workforce, but have taken little action to date.
 - It is expected that the numbers of migrant workers in rural Wales will increase over the next five years, although the extent of this growth is unclear.
 - Further research is essential to identify the numbers, characteristics and intentions of this sector of the population, in order that their demands are met and they can become fully integrated within Welsh rural communities.

SECTION 1: INTRODUCTION

The enlargement of the European Union in May 2004 has extended the mobility and freedoms of European workers. This has particular consequences for employees from the eight Central and Eastern European accession countries - known as the A8¹ - and has the potential to impact labour markets and economies throughout Europe.

It is intended that all EU citizens will eventually be free to work throughout the territory. Such freedoms do not currently exist. Existing member states were granted the option of affording complete liberalisation of their labour markets to A8 workers. Initially, in 2004, only three countries did not impose restrictions: the United Kingdom, Ireland and Sweden. The UK did, however, stipulate that workers from these countries would not be entitled to out-of-work benefits until they had worked continuously for 12 months and that they needed to register on the Worker Registration Scheme (WRS).

Quantifying accession nationals who have moved to live and work in the UK since 2004 is notoriously difficult. There are three main sources of statistics that provide numbers of foreign nationals who work in the UK: the Labour Force Survey, data from National Insurance registrations, and the Worker Registration Scheme. This study primarily uses data from the Worker Registration Scheme to estimate the numbers and characteristics of A8 nationals who have moved to rural Wales since May 2004.

Within the last two years a significant volume of research has been produced on A8 migrant workers in the UK. Appendix 1 lists and summarises a range of key reports on this topic.

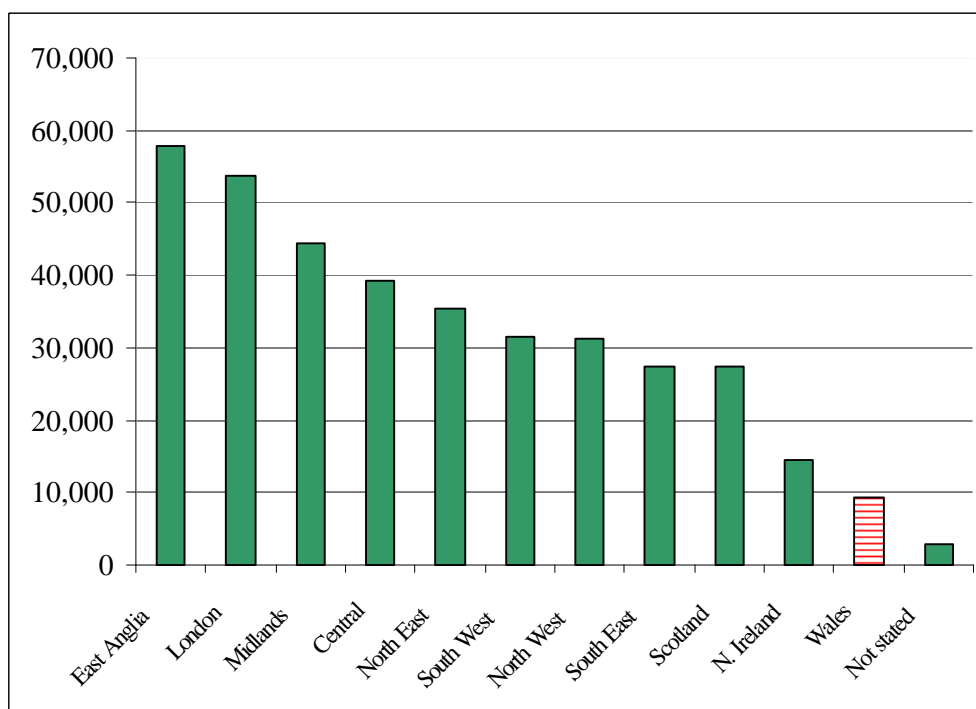
SECTION 2: QUANTIFYING CENTRAL AND EASTERN EUROPEAN MIGRANT WORKERS IN RURAL WALES

2.1 Migrant workers in the UK

The Worker Registration Scheme (WRS) is obligatory for A8 workers who intend to work in the UK for at least a month. Applicants need to be in work when they apply, although self-employed workers are not required to register. Information is sought on migrants' nationality, age, gender, place of residence, whether they have dependents, the name and location of their employer, their sector of employment, occupation, the hours they work and the rate of pay. Registration costs £70; the scheme is administered by the Home Office.

¹ The A8 countries are Hungary, Czech Republic, Slovakia, Slovenia, Lithuania, Poland, Latvia and Estonia. Malta and Cyprus also gained full EU membership at this time, however their citizens have free access to the EU labour market.

Figure 1: Geographical distribution of migrant workers registered on the WRS in the UK, from May 2004 to March 2006 (Source: Accession Monitoring Report, 2006)



Between May 2004 and March 2006, 392,000 applications were made to the Worker Registration Scheme. The greatest numbers of accession nationals were based in East Anglia, followed by London. Of all UK regions, Wales had experienced the fewest number of registrations: 9,230, which accounted for 2% of the total number of registrations within the UK, as illustrated in Figure 1.

2.2 Migrant workers in rural areas

Research undertaken by the TUC (see Appendix 1) reveals that more than 40% of workers from the 'new' European Union states have settled in rural counties of the UK. This indicates that, unlike previous waves of migration, rural areas are hosting a significant proportion of A8 workers:

"These new arrivals are to be found less in big cities of Britain than in smaller towns and rural areas." (TUC, 2004)

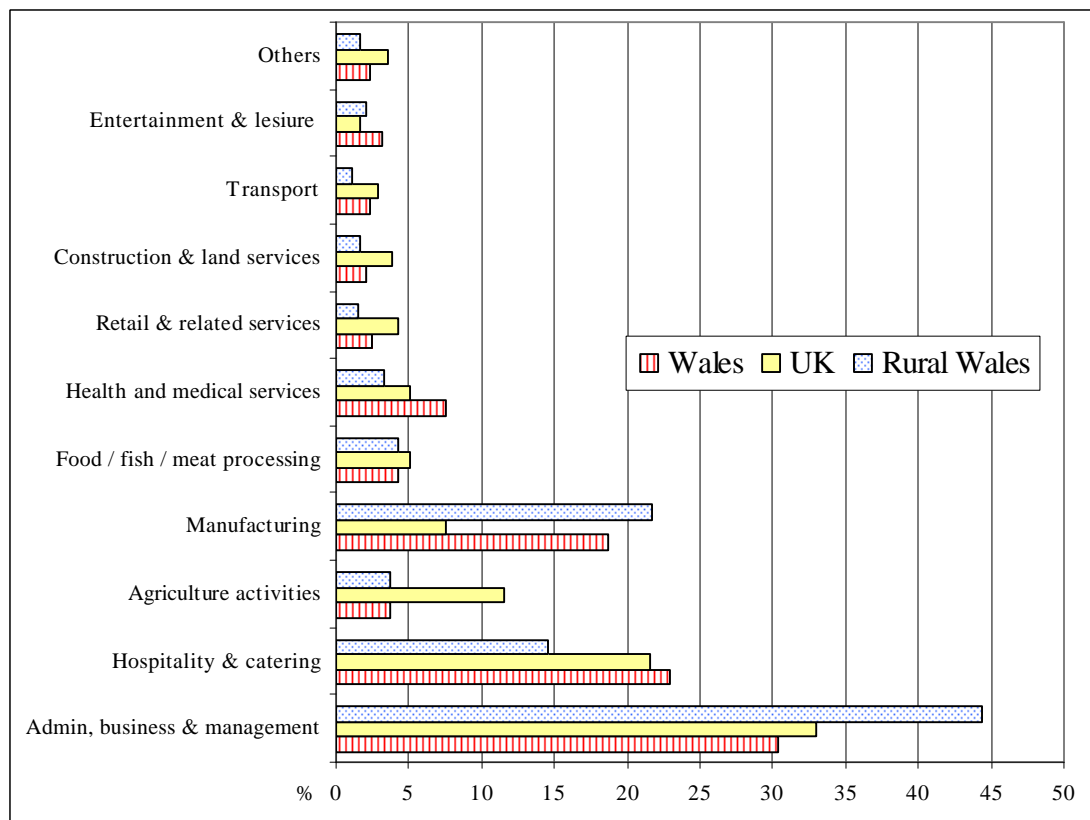
The high number of migrant workers in rural areas (cf. Figure 1) is largely attributed to the attractions of agricultural employment, particularly seasonal harvesting. The 2005 Defra report: *'Temporary workers in UK agriculture and horticulture'* identified that the UK food supply system uses between 450,000 and 611,000 temporary workers. Given the irregularity and poorly paid nature of much of this work, there is an increasing dependence on foreign nationals in this sector, often employed through gangmasters.

In the UK, 12% of all A8 nationals work in agricultural activities and 5% are employed in the food processing sector. (See Figure 2.)

The East Anglia region has the highest proportion of A8 workers employed in farming. Over 12,000 Central and Eastern European workers are based in agricultural activities, which accounts for 21% of all accession national migrants in the region. In the South West of England, 20% of WRS workers are based in agriculture, although the numbers involved are far fewer (5,870).

The proportion of workers from accession states working in farming in Wales is significantly lower than the UK average, as is illustrated in Figure 2. Only 3.7% of all A8 workers who had registered in Wales between May 2004 and March 2006 were employed in this sector, which accounted for 270 individuals. These low levels are largely a function of the composition of Welsh farming, which does not have the same dependence on temporary or seasonal workers as other areas, particularly those involved with fruit and vegetable production. According to Stats Wales data, only 6376 temporary and casual workers were employed in the agriculture and horticulture sectors in 2004².

Figure 2: Employment of A8 nationals by employment sector: in the UK, Wales and rural Wales



2.3 Migrant workers in rural Wales

More detailed geographical analysis of WRS data provides greater insights into the distribution of migrant workers in Wales. Figure 3 illustrates the proportion of WRS

² According to data from the Agriculture and Horticulture Census relating to June 2004, it is estimated that there were 49,500 seasonal, casual or gang labourers employed in England.

registrations in Jobcentre Plus districts, in relation to the population of working age. From this, key findings are:

- West Wales (which incorporates the unitary authority areas of Pembrokeshire, Carmarthenshire and Ceredigion) is one of eleven Department of Work and Pensions [DWP] districts in the UK where more than 1.5% of the working age population were A8 nationals.
- Wrexham and the North Wales Coast has between 0.75% and 1.0% of Central and Eastern European workers within its working age population.
- North Wales and Powys is within the lowest quartile of districts, with between 0.25% and 0.5% of WRS registered workers within its working age population.

From these data it is notable that migrant workers account for a greater proportion of the working population in rural areas of Wales than urban and valley regions. It is apparent that:

- A8 migrant workers comprise less than a quarter of one percent of the working age population in Swansea Bay, Bridgend, Rhondda Cynon Taff and the Eastern Valleys.
- In Cardiff and the Vale WRS workers account for between 0.5% and 0.75% of the working population.

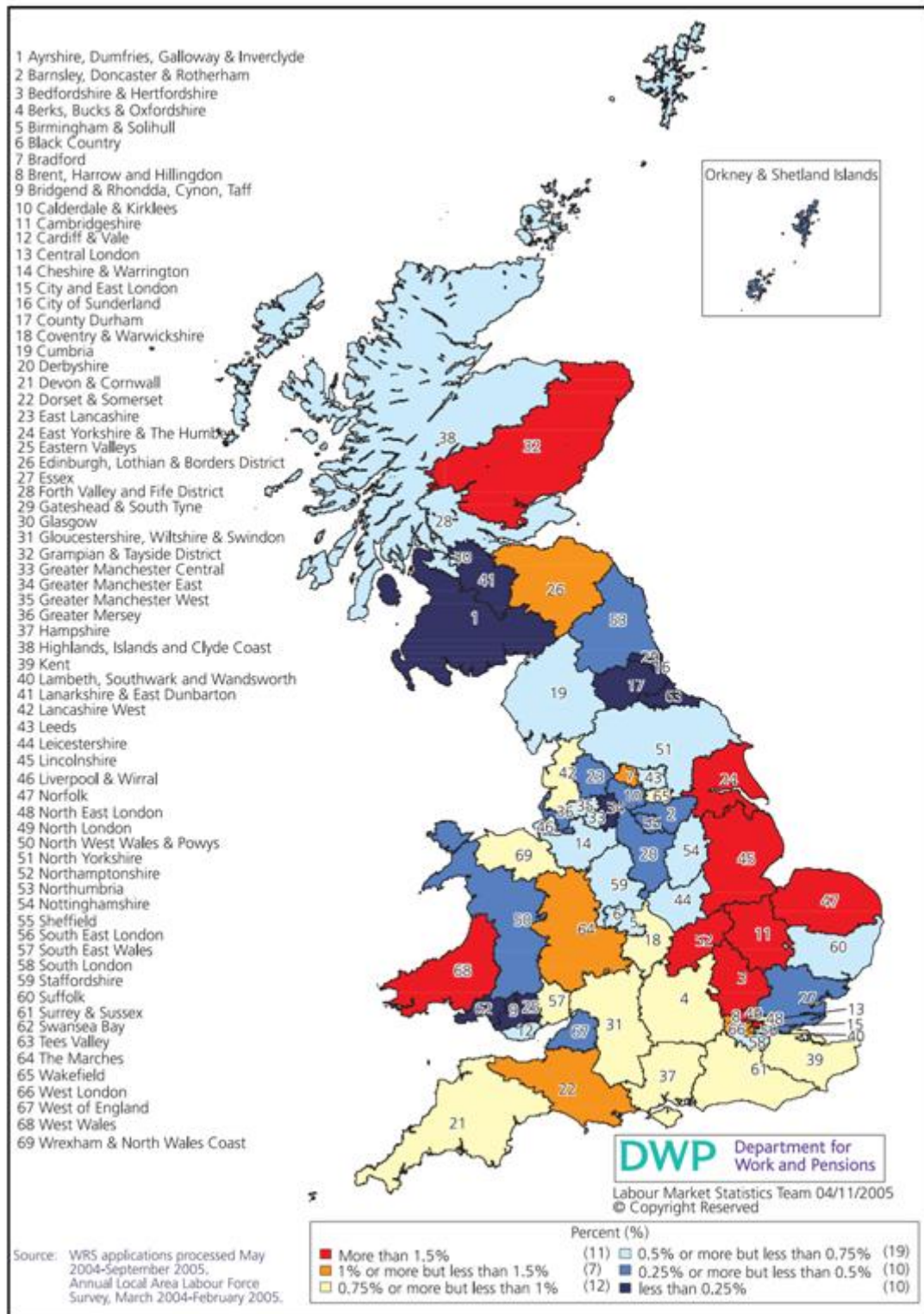
The Wales Rural Observatory has compiled further statistics on the numbers and characteristics of migrant workers who have registered with the WRS in rural Wales. The methodology used to identify rural areas to compile these data is outlined in Box 1.

Box 1: Methodology used to quantify A8 migrant workers living in rural Wales

Rural areas of Wales were selected according to the ONS Urban - Rural Classification for England and Wales (2004). This categorises wards as either sparse or non-sparse and distinguishes between three settlement types: urban; town and fringe; and dispersed areas. Rural wards were selected using sparsely populated areas that contained urban, town and fringe, and dispersed settlements and less sparsely populated areas with dispersed settlements.

Data from the Worker Registration Scheme is only available according to postcode districts, which do not coincide with ward boundaries. Postcode districts were considered to be 'rural' if their centroid was within one of the rural wards, as described above. This resulted in 118 postcode districts being classified as rural (see Appendix 2 for a map of these areas).

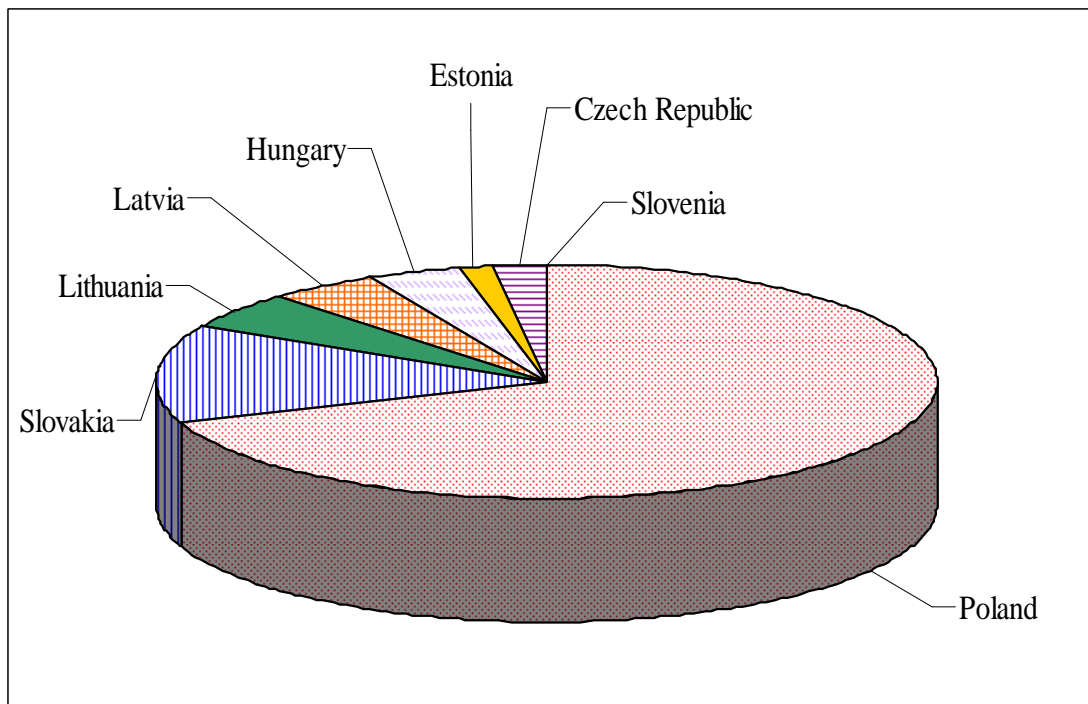
Figure 3 Concentrations of residents registered on the WRS according to Jobcentre Plus Districts (from DWP, 2005)



Results indicate that 4934 people who live in rural Wales had registered on the WRS between May 2004 and March 2006. Of these:

- 63% were men and 37% women.
- The majority (97%) had no dependents.
- Over two thirds were from Poland, 14% were Slovakian and 5% from Lithuania (see Figure 4).

Figure 4 Nationality of A8 migrant workers in rural Wales (source: WRS)



In rural Wales, the majority of accession country migrant workers are employed in administration, business and management (see Figures 2 and 5). This sector accounts for 44% of all those who have registered³. One in five workers are employed in manufacturing, 15% in hospital and catering, 4% work in agriculture and 4% are based in food processing sectors. The jobs that migrant workers are doing are predominantly low skilled manual positions. Almost half of all migrants (49%) classify their occupation as a ‘process operative’.

³ The high numbers of A8 migrant workers within the “Admin, Business and Man. Services” category could be the result of flawed data. It is probable that “Man. Services” has been misinterpreted as manufacturing services, rather than the intended management services, given that many respondents within this group categorise their position as factory workers or manual workers.

Figure 5 Sectors of A8 workers in rural Wales (WRS)

Sector	% of A8 workers	Number of workers
Admin, business and management	44.4	2181
Manufacturing	21.7	1068
Hospitality and catering	14.6	716
Agricultural activities	3.7	182
Health and medical	3.3	163
Meat processing	2.2	110
Entertainment and leisure	2.1	104
Other food processing	2.1	101
Construction and land	1.7	82

2.4 Limitations of using the Worker Registration Scheme to enumerate A8 workers

There are several limitations to using the WRS as a means to quantify A8 workers in the UK. Specifically, these include:

1. There is *no requirement for de-registration* when workers leave the UK. These figures only provide data on the *gross inflows* of A8 workers to the country. They do not reveal net flows or stocks of Eastern and Central European workers.
2. It is assumed that *a significant proportion of migrant workers do not register* with the scheme. Potential reasons for non-registration include:
 - the prohibitive cost of the scheme
 - a reluctance to provide personal details
 - the need to send away forms of identification with the application
 - lack of apparent benefits to migrant workers in registering

According to a survey of 500 Polish migrants in London undertaken by the Centre for Research on Nationalism, Ethnicity and Multiculturalism, only 64% of workers had registered on the WRS. Thirty percent said they had not registered and 6% were not aware of the scheme.

Assuming that these figures are applicable to the population of accession nations elsewhere, *as many as 8092 Central and Eastern Europeans could have been living in rural Wales since 2004.*

3. Statistics relate to the characteristics of the first job for which workers register. *Data does not tend to reflect shifts in employment and location* that are likely given the occupational and geographical mobility of many migrant workers. Urban settlements with good transport networks may be seen as more attractive to migrants first moving to the UK, although they may subsequently move according to employment opportunities and social networks.

SECTION 3: LIVING AND WORKING IN RURAL WALES

The second phase of this research involved a survey of officers working in local authorities in rural Wales. In this instance, rural Wales was defined as incorporating the nine wholly rural counties (Ynys Môn, Denbighshire, Conwy, Gwynedd, Powys, Ceredigion, Carmarthenshire, Pembrokeshire and Monmouthshire) and three authorities that contain rural areas (Wrexham, Flintshire and the Vale of Glamorgan). Contact was attempted with three departments within each authority: economic development, social services and housing.

Semi-structured interviews were conducted on the telephone. Questions related to the numbers and characteristics of migrant workers within each authority; what impacts (positive and negative) they had had on the area; and whether any action had been taken as a result of an influx of residents from Central and Eastern Europe. An interview schedule is included in Appendix 3.

In addition, data collection included:

- A face-to-face interview with employees from the North Wales Race Equality Network (NWREN), who were involved in a project seeking to improve the social inclusion of migrant workers in North Wales.
- Attendance at an ‘information gathering day’ on migrant workers in Powys.
- An examination of articles in the media that related to migrant workers in rural Wales.

3.1 Economy and employment

The contribution of migrant workers to the economy in Wales was seen to be largely positive. The dominant view was that, given the relatively low rates of unemployment in the area and that migrants were doing ‘hard-to-fill’ jobs, overseas workers were crucial to the viability of certain businesses and sectors in rural Wales and beneficial to the economy as a whole.

Some anecdotal reference was made to migrants ‘taking indigenous jobs’. A respondent from Flintshire noted that this had the greatest impact on unskilled, early entry workers, aged 16-19. In Pembrokeshire it was mentioned that seasonal agricultural jobs that were usually available to students were now occupied by foreign workers. This indicated that migrant workers were predominantly involved with unskilled positions.

It was widely reported that migrant workers were industrious and willing to work long hours. Migrants’ high rates of productivity appear, in some cases, to have discouraged employers from employing local people. One respondent from North Wales remarked that employers had ceased recruiting locals because they were not as good ‘value for money’ and were ‘lazy’, compared to those from Eastern Europe. According to a Powys councillor, non-migrant employees at a local factory had noticed that their pay

and conditions had worsened since their employer had started recruiting Polish workers. This year, for example, it was decided that there would be no pay rise.

A common feature amongst migrant workers was their apparent willingness to work long hours, tolerate poor conditions and work for low rates of pay in order to maximise their earnings. This potentially resulted in them being exploited. Those who had little knowledge of English, who were working through employment agents or gangmasters and were unaware of their employment rights were particularly vulnerable.

The main reason that these jobs are being taken up by migrant workers is because no one else wants to do them: they are too low paid, the hours are dreadful, the conditions are dreadful. People from here won't do those jobs.
(NWREN)

3.2 Housing

The influx of migrant workers was considered to have had consequences on the housing market in rural Wales, which in many areas was already under significant pressure. Housing officers were unanimous in recognising that migrant workers contributed to localised housing difficulties, however, the extent to which it was judged to be a serious issue, and the mechanisms that were being established to overcome some of the problems varied significantly across rural authorities. Particular issues were:

1. Poor housing conditions

Overcrowding was considered to be widespread in properties that housed migrant workers. This was commonly reported by respondents from housing and social services departments. Evidence was usually based on anecdotal stories that told of several people living within a single room / people sleeping on floors / beds being shared according to shift patterns.

There are cases of 12 people in one house...they're sleeping in sleeping bags... apparently many people sleep in each room. (Local authority officer)

Environmental Health departments have responsibility for ensuring that rented accommodation is safe and conditions are not overcrowded. However, the policing of this was considered to be largely ineffective. One housing officer noted that unless there was evidence of overcrowding, no action could be taken and that “*it is very easy for them to disguise the number of people living in each house.*” An Environmental Health officer observed that even if they did find such evidence and took action, the problem was likely to be displaced elsewhere, rather than overcome.

2. Tied housing

For some overseas workers accommodation was provided by employers, employment agencies or gangmasters. Migrants whose housing was tied to their job in this way were particularly vulnerable. Rent was subtracted from their wages and, given that accommodation was rarely close to the place of employment (workers based in Cross Hands were often housed in Llanelli), transport was also provided by agents – at a further deduction. In situations when workers lost their job they became homeless too,

often with very little notice. Many housing authorities cited examples of migrant workers seeking emergency accommodation in such circumstances.

3. Provision of affordable rented housing

In addition to the poor housing conditions that migrant workers faced, an influx of migrant workers in some areas of rural Wales had contributed to pressures on the housing market. This was most notable in the private rented sector, particularly for families seeking such accommodation, who were being ‘outbid’ by migrant workers who ‘squeezed’ more people into each house. Evidence from Pembrokeshire suggested that there was a direct correlation between the increase in migrant workers (associated with the construction of the gas terminal) and a greater demand for social housing and homelessness from ‘locals’, who had been issued with Notices to Quit from their landlords. In Pembrokeshire the local authority had been working in partnership with the local housing association to try to address such issues. A hostel was being built and they were investigating new forms of social housing to meet the additional demand for rented accommodation in the area.

One Housing Officer proposed that many of the problems of accommodation could be avoided if overseas workers entered the labour market in the same way as local people, which would consequently mean that they entered the “*housing market in the regular way*”. He was optimistic that as migrant workers became accustomed to the labour and housing systems in the UK this would happen, especially in areas like rural Wales where the majority of the jobs were not seasonal. However, in order that they could attain such independence, it was essential that migrants were provided with appropriate information and advice.

3.3 Language and education

Migrants who are unable to speak English or Welsh face significant barriers in relation to employment, accessing services and integration within the community. Many respondents considered that improving language skills was fundamental for migrant workers and were seeking to address their needs.

Improving the language is key to everything. Those who can speak good English know how to get advice, they know the conditions of their work and they know what to tell to the unemployment agency. (NEWREN)

The general impression gathered was that there was a need for a greater number of courses that provided language ‘survival skills’. The North Wales Race Equality Network was involved in an EQUAL funded project that sought to address the provision of ESOL courses (English to Speakers of Other Languages) in North Wales and identify the language needs of migrants. It was mentioned that the Welsh Assembly Government had been conducting a similar project in North Wales and were looking at developing courses specifically related to workers’ needs, referred to as English for Specific Purposes (ESP).

Some respondents had the impression that employers and employment agencies were reluctant to co-operate in improving workers’ language skills. Employers were unwilling for them to talk to their overseas workers to assess their level of English, or even to advertise courses: “*they don’t seem to want them to learn English.*” However,

there were examples to the contrary. Around forty Polish workers living in Llanybydder who worked at the local meat processing plant were encouraged to attend a ten week course on 'Everyday English' which was provided after work, and organised by the Carmarthenshire Learning Network.

Throughout rural Wales there was evidence of language courses, many of which were designed specifically for migrant workers. Coleg Powys estimated that they had around 60 overseas students who had registered and 30 regular learners of English. There were, however, common challenges in the provision of courses to migrant workers. These included:

- Many migrants worked a shift pattern and returned home for visits regularly, therefore regular attendance at courses was difficult.
- Delivering these courses was relatively expensive and providers were unable to find funding to support appropriate courses that were short and non-accredited.
- For some courses students required a National Insurance number, which prevented new residents from attending classes.

The lack of language skills was cited as a particular problem for a wide range of service providers who had a contract with migrants. It was noted that migrants frequently used a compatriot with a good level of English to act as an interpreter, although this was not appropriate in some circumstances e.g. in emergencies. In Carmarthenshire, the Fire Brigade had translated certain key phrases in order to communicate with Poles in emergency situations. Some local authorities and Job Centre Plus offices made use of the Language Line which provided a telephone translation service.

In addition to adult education, a few authority officers made reference to the impact of children of migrant workers moving into the area. The Equalities Officer from Flintshire stressed the need to inform families of the need to register children at schools, since many parents were unaware of this legal requirement. In Wrexham it was noted that difficulties were compounded as teachers had very little knowledge of many students' educational background. An Education Officer from Powys noted the increase in children in the county who did not have English or Welsh as their first language: from 80 students 18 months ago to 143 today. It was not evident whether all of these were children of migrant workers from Eastern and Central Europe, however it was likely that many were, and the number of children accompanying parents would increase.

3.4 Health

Issues relating to the delivery of health services to migrant workers are similar to those faced by other sectors. Problems have arisen as a result of:

1. A lack of knowledge of the UK health system

Many migrants were not accessing long-term health treatment. In part this was caused by a lack of knowledge about the UK health system. In Powys it was reported that a significant portion of migrant workers did not register with a GP.

2. No access to patients' previous health records

Health professionals in Flintshire reported difficulties in treating patients because they were not aware of their previous ailments, treatment records or immunisation history.

3. Language

Communicating with patients with little knowledge of English caused problems. Some people did come with a friend to act as a translator, although this was not ideal if the problem was of a personal nature. In Powys a translation file was being developed by the Local Health Board, which contained certain key phrases. Use was also being made of the NHS Direct website, some of which was translated into Polish

3.5 Social networks

Overall, it appeared that there was little interaction between migrant workers and local residents within rural communities. In some cases it was noted that a divide within the community had emerged in towns that contain a sizeable migrant population. In the majority of cases, respondents stressed that divisions were not antagonistic.

They keep to themselves, we keep to ourselves...They never bother you...There's no problem... The only problem is that we're getting a divide between two communities...I hope that we can live together...There is a divide, not a nasty one. (Councillor)

There had been flash points of hostility between locals and migrants in rural Wales. Ill-feeling towards migrant workers in Llanybydder had been reported, and in other areas respondents reported isolated incidents of crime or violence. One officer considered it potentially problematic that incomers were not being vetted and “*we don't know the background of these people*”.

Despite a lack of evidence of higher rates of crime as a result of an increased presence of foreign workers, there was a strong assumption that migrants were causing problems. This was noted by a Police representative:

There is a sense that if there is ever any trouble in the area it must be them [Polish workers], but it isn't... usually it is local lads...every issue the Poles are blamed. (Police representative)

Improving the knowledge of residents about overseas workers was considered of paramount importance, particularly for those who did not have any contact with them.

You get more prejudice from people who have never met any migrant workers because they listen to the BNP and they read the Daily Mail that says that people are coming and taking away our jobs. These are people who coming and doing jobs that no one else wants to do and they don't really see that...If

you ask people who are working with migrant workers, you get some really positive feedback from them. (NWREN)

Box 2: Community tension in Welshpool

As a result of an increased number of Eastern and Central European workers in Welshpool, a partnership had been established to monitor tensions and, where possible, mitigate them. This partnership, known as the 'Gold Group', consisted of representatives from the County Council, Powys Police Divisions, PAVO, Community Safety Partnership, Powys Housing Department and the Fire and Rescue Service.

In June 2006, an information gathering day was held to assess the needs of migrant workers in the area, identify action that had been taken to support them, and consider the need for further support. This was attended by around 40 people, including councillors, service providers and council officers.

Subsequent action involved improving dialogue with migrant workers and 'indigenous' community members, and the production of an action plan and vision statement to ensure the community was cohesive, despite these demographic changes. If the programme was successful, it was intended that similar action would be taken in other areas of Powys that had high numbers of migrant workers.

Several authorities had produced, or were in the process of producing, 'myth buster' documents that sought to provide answers to commonly asked questions about economic migrants (e.g. Wrexham, Flintshire). Others were working with equality officers and community cohesion officers (e.g. Flintshire, Carmarthenshire), to overcome tensions. In terms of support, there appeared to be a strong feeling that the focus of attention and action should be towards achieving better and safer communities for everyone, rather than treating migrant workers who lived in rural Wales as a problem that needed to be addressed.

SECTION 4: CONCLUSIONS AND FUTURE RESEARCH

4.1 Conclusions

In rural Wales, the presence of migrant workers and support mechanisms that were in operation varied significantly across the region. Local authorities could be classified as being in one of three situations. These scenarios reflected the extent to which a migrant workforce was identified as being present within each area and the degree to which support structures had been developed to meet their needs:

1. **Absent** – There was not considered to be a significant migrant workforce within the local authority area.

2. **Invisible** - There was a presence of foreign workers, but there was little knowledge of their numbers and characteristics and no action had been taken to meet the needs of this group of residents. For example, an economic development officer from Denbighshire reported: *“I am not aware of any specific services that the local authority provides to them... I don't think that they really have any specific requirements.”*
3. **Visible** - Authorities that were aware of a significant and growing presence of migrants within their territory and were taking action to meet their needs.

Section Two of this report notes that obtaining information on the migrant workforce is complex and, in many cases, not robust. The ‘visible’ local authorities, in particular, are seeking more detailed data on the migrant workforce within their territory. It is necessary to collect and disseminate additional data on migrant workers throughout Wales, for rural Wales and at the local level. This includes both statistical information and exemplars of ‘best-practice’ in terms of meeting the needs of migrants and integrating them into communities. To a large extent, obtaining information is dependent on open communication with migrant workers, their employers and employment agencies.

As well as looking at the situation within Wales, there is a need to look outside of Wales and learn from experiences in other regions of the UK, many of which are experiencing a far greater influx of A8 nationals and have been addressing these issues for a longer period. This was noted by NWREN, who were anxious to adopt a proactive approach, rather than being reactive when problems occurred:

“Instead of avoiding the mistakes that were made in England, we will commit them as well...They are further along the road because they have been forced to take steps because things have happened...Organisations such as us and BEN [Black Environment Network] are trying to get the process in place without the riots happening.”

Meeting the needs of migrant workers involves fostering an approach which transects sectors, organisations and departmental remits. It is vital that support to this group of residents adopts an integrated strategy that addresses issues and objectives through a range of stakeholders. Furthermore, the scales at which policies and programmes operate are multi-level, thus there is a need to co-ordinate different levels of governance.

4.2 Growth in the number of overseas workers in rural Wales

The extent to which the migrant workforce will continue to grow in rural Wales is uncertain; however, the consensus from the scoping interviews was that more overseas workers are expected. Tracing the trajectory of previous waves of migration, it is probable that the characteristics of migrants from Eastern and Central Europe will change as they become established in communities, become more proficient in speaking the language and settle as family units.

Political decisions made by other EU members are likely to have a bearing on the volume of future migrants to Wales. It is not yet evident whether the numbers of economic migrants entering the UK has decreased since May 2006, when a further

four countries (Spain, Greece, Portugal and Finland) fully opened their labour market to A8 nationals. At present, states neighbouring the Accession countries, such as Germany and Austria, have not yet opened their borders, but when they do so, flows of Central and Eastern European workers to the UK and to rural Wales may be significantly reduced.

The proposed entry of Romania and Bulgaria to the EU in January 2007 may result in another influx of migrant workers to the UK. Once the Commission has finalised the date of accession, EU member states will stipulate whether residents from these countries face any employment restrictions. In the UK, it is unclear whether Romanians and Bulgarians will have similar rights to employment as those from the A8. If they do have freedoms to work in the UK, it is predicted that a further wave of migration from Eastern and Central Europe will occur, which is likely to impact on rural Wales.

4.3 Further research

Amongst local authority officers, it was widely commented that further research on the migrant workers was necessary. In several cases, local authority officers were aware that the data they hold was incomplete and inaccurate, which was preventing them from addressing issues at a policy level. Further research should include:

- Collecting data from the Labour Force Survey and National Insurance registrations on A8 nationals working in rural Wales
- Developing local level data on migrant workers to identify 'hot spots' that contain particularly high proportions of overseas residents
- Contacting migrant workers and residents in places in which they live or work to determine the key issues that they face
- Identifying the processes through which migrant workers find work in rural Wales and what factors influence their decision to come to this area
- Investigating whether migrant workers intend to remain in rural Wales and, if so, whether they plan to be joined by family members

APPENDICES

Appendix 1: Research on migrant workers

This scoping study has examined a number of reports that address Central and Eastern European migrants in the UK. Key publications include:

- *The impact of free movement of workers from Central and Eastern Europe* (2006) is a working paper produced on behalf of the Department of Work and Pensions. The paper describes key features of A8 migration to the UK since accession and makes an assessment of the impact of migrant flows on the UK labour market.
- *The Accession Monitoring Report* (2006) is a joint publication from the Home Office, Department for Work and Pensions, HM Revenue and Customs and Department for Communities and Local Government. It provides data on A8 nationals who have registered in the UK between May 2004 and March 2006.
- The Citizens Advice Bureau has produced a report that outlines challenges that some rural bureaux have faced when supporting migrant workers. *Supporting migrant workers in rural areas* (2005) provides case studies of initiatives that have been instigated to provide services to migrant workers.
- The Learning and Skills Network has produced an exploratory study on *Learning and skills planning and provision for migrants from the accession states* (2006). This report presents information about learning and skills planning and provision for migrants from EU accession states.
- The TUC has produced a series of articles and reports on migrant workers. These include:
 - *Migrant workers: a TUC guide* (2002)
 - *Propping up rural and small town Britain – Migrant workers from the new Europe* (2004)
 - *Facts about asylum seekers, refugees and migrant workers in Wales* (2005)
- *Changing Status, Changing Lives? The socio-economic impact of EU Enlargement on low wage migrant labour in the UK* is a research project funded by the ESRC and the Joseph Rowntree Foundation. The lead researchers are based at The Centre on Migration Policy and Society, University of Oxford and the Sussex Centre for Migration Research at the University of Sussex. To date, the following papers have been published:
 - *Fair enough? Central and East European migrants in low-wage employment in the UK* (2006)
 - *Semi-compliance in the migrant labour market* (2006)
 - *Changing status, changing lives? Methods, participants and lessons learnt* (2006)

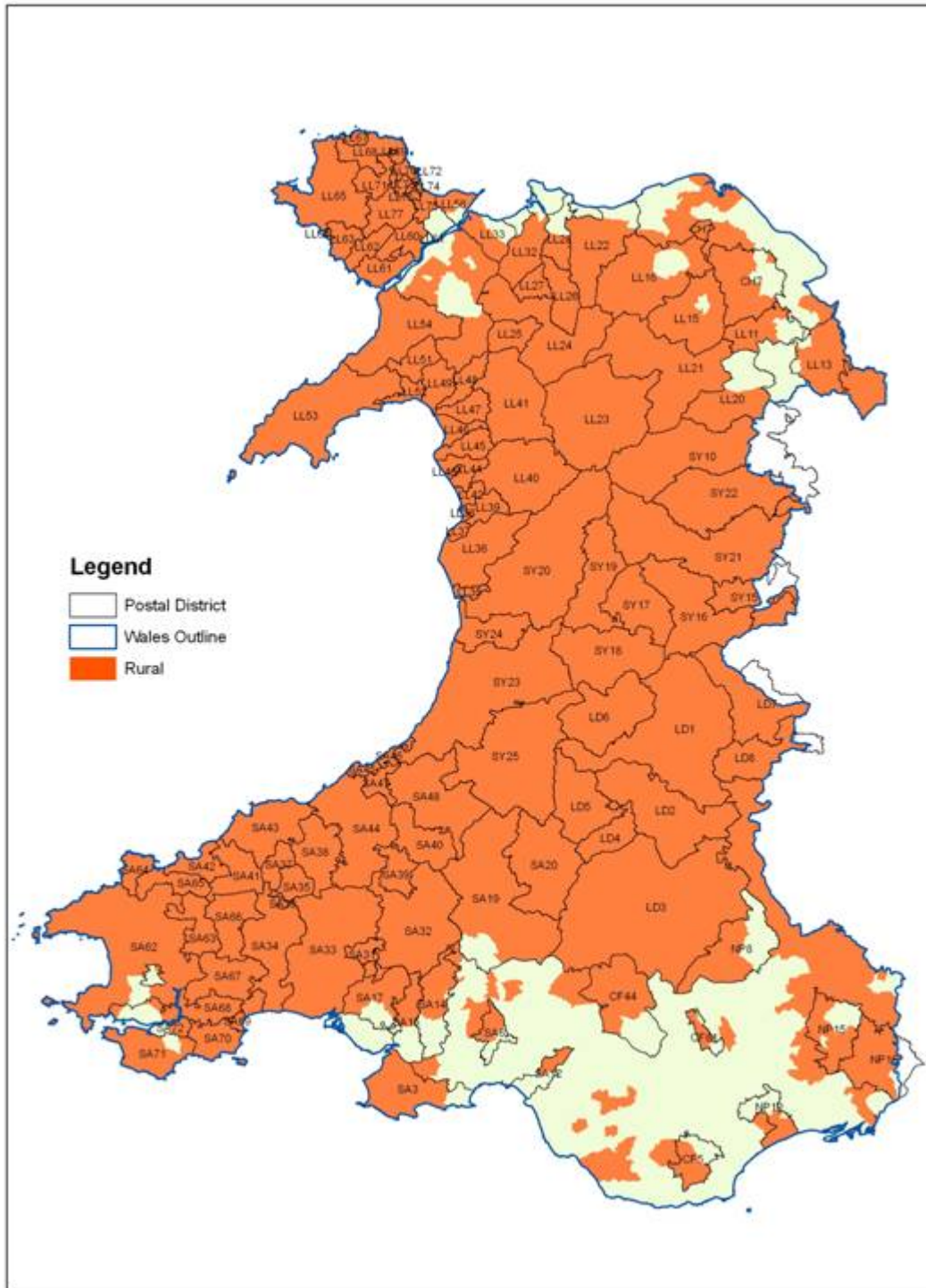
A large number of area-based studies that examine the influx of economic migrants on particular regions have been produced. These include:

- *The dynamics of migrant labour in South Lincolnshire* (2006). This report provides a comprehensive picture of the migrant workforce in this rural area. It

addresses the experiences and perceptions of labour users, gangmasters, migrant workers and members of the communities in which migrant workers live.

- The East of England Development Agency funded a report: *Migrant workers in the East of England* (2005). It considers the numbers and characteristics of migrant workers in the East of England and their impact on the local economy.
- A report by the University of Exeter entitled *Migrant workers in the South West* (2006) looked at the contribution of migrant workers to this region and the challenges that they face. In particular, the report identifies evidence of good practice from organisations that have provided support to migrant workers.
- In 2004 the Institute for Conflict Research published *Migrant workers in Northern Ireland*. The study aimed to establish an overview of the scale, background and location of the migrant worker population in Northern Ireland.

Appendix 2: Map of postcode districts that are classified as being in rural Wales



Appendix 3: Interview schedule

Name of authority.....

Name of respondent.....

The Wales Rural Observatory is scoping the possibility of undertaking some future research on migrant workers in rural Wales.

We're particularly interested in workers from accession countries to the EU in 2004: Hungary, Czech Republic, Slovakia, Slovenia, Poland, Estonia, Latvia and Lithuania.

We're currently speaking to every local authority in rural Wales to see firstly if there is any evidence of migrant workers in and, if so, what impact this is having on

- i. The economy
- ii. Society / community
- iii. Housing

1. Which sectors are they working in?

2. What jobs they are doing?

3. Where is their place of work?

4. Are you aware of the process through which they arrive here ...? (i.e. gangmasters, do most of them come with jobs?)

5. Who are they?

- Gender / Nationality / Age / Single / Skilled?

6. How long do they stay for?

7. Where do they live?

- Is housing provided by their employers?

8. What impacts do they have on the area?
 - Positive / negative

9. Would you say there is / are communities of migrant worker(s)

10. Is there any antagonism / ill feeling towards them?

11. Has the local authority been involved in any action as a result of the increased number of migrant workers within the authority?

12. Do you know of any other agencies that have responded to the needs of migrant workers?

13. Do you think there will be more migrant workers coming to ...(...given the forthcoming entry of Romania and Bulgaria to the EU)?

14. What about migrant workers from other countries?

15. Can you suggest anyone else who I could to speak to about this topic?