

Brexit: movement of people in the fields of sports and culture inquiry

28 February 2018

The Heritage Alliance

1. The Heritage Alliance is England's largest coalition of independent heritage interests. We unite over 115 organisations which together have over 7 million members, volunteers, trustees and staff. The vast majority of England's historic environment is owned, managed and cared for by Heritage Alliance members.
2. The Heritage Alliance welcomes this opportunity to respond to the Lord's EU Home Affairs Sub-Committee inquiry [Brexit: movement of people in the fields of sport and culture inquiry](#). The Alliance has also responded to the Migration Advisory Committee and met with the former Immigration Minister, Brandon Lewis, to raise these issues.
3. **There are significant numbers of non-UK EU citizens that work in the heritage sector in England in a variety of capacities, and UK companies and citizens who work in heritage in other EU countries. This two-way exchange of expertise and labour is extremely important to the sector.**
4. Restrictions on access to EU labour adds to a larger Brexit impact on the sector. For instance, as set out in our [Brexit Briefing](#), last year Historic England published a EUCLID report on the impact of Brexit on heritage sector funding. That report found that Heritage focused or related projects in England received a minimum of £450m in EU funding in the period from 2007-2016, and this is likely to be an underestimate. The Arts Council has released [its own EUCLID reports](#) on the impact of leaving the EU on the cultural sector which found that the EU's contributed £345m to the arts, museums and creative industries in England between 2007-16, equating to £40m each year. Over a ten-year period, the figures taken together would approach £1 Billion in England alone. This research demonstrated that the heritage sector is especially vulnerable to a loss of EU funding, the effect of which will be compounded by a lack of access to EU labour.
5. We carried out a brief survey to add to the evidence we already hold on how immigration restrictions might affect the heritage sector. A further 37 organisational responses were received, which highlight rather starkly the potentially damaging effect of a visa regime based on salary levels. Respondents were from both inside and outside the Heritage Alliance's membership and ranged from local groups and businesses through charities, commercial units to museums and national organisations. Most responses came from buildings, architecture and archaeology. The major findings include:
 - Around 30% of respondents employ over 30% of non-UK EU nationals;
 - 22% of respondents employ over 60% non-UK EU nationals. Respondents also noted that they employ additional EU nationals as subcontractors;
 - In contrast to the figures for EU nationals, 89% of respondents employ less than 10% of non-UK nationals from outside the EU;

- Over 55% of respondents say that a restriction on access to EU workers would negatively affect their organisation. One respondent noted that posts in their organisation might have otherwise remained unfilled;
- If a salary level of 30,000 were required as minimum for a visa for EU nationals over half of respondents report that over 50% of the jobs in their organization would not meet this criterion, with 46 % saying that this salary requirement would affect over 60% of their job roles.
- Over three quarters of respondents anticipate their workload increasing in the future, exacerbating an existing skills gap, with well over half of respondents believing that the UK does not have enough labour at present to meet this increased need without access to EU nationals.
- Many tourism-based heritage organisations rely on some form of foreign seasonal staff. A recent provisional Historic Houses Association survey showed that 25% of their members indicated that they employed 5 or more EU nationals in the businesses on their properties. For 18% of respondents to our survey, seasonal workers made up 10-30% of their total workforce.

(i) The considerations or choices relating to UK-EU migration in the fields of sports and/or culture that the Government should consider for phase 2 of the Brexit negotiations;

6. The Alliance considers that it is fundamental that heritage is included in the definition of culture. Our key asks for Government are to ensure:
- continued access to skilled labour from EEA countries;
 - exemptions for accredited heritage experts and academics;
 - any new visa system should allow the UK to export its archaeological, buildings conservation and museum expertise and, where necessary import skills from the EEA where they are not available in the UK;
 - any new visa system should not be dependent on income levels
 - swift access to visas or the research equivalent of a diplomatic passport;
 - Government commitment to support training and apprenticeships in the UK;
 - Construction-related occupations facing high demand, including heritage craft and building skills (e.g. stonemasonry) and archaeology, placed on the UK Shortage Occupations List; and
 - Free movement of accredited archaeologists and other heritage specialists across the Irish Border.

Set out below are several case study areas within the heritage sector demonstrating the challenges that the Government should consider for phase 2 of the Brexit negotiations.

Construction

7. Labour Force Survey statistics show 12.6% of construction workers were born outside the UK and 5.7% were born in EU accession countries (Eastern European countries who joined after 2004). We know that in London and the South East, the percentage of the workforce made up of EU nationals is considerably higher and closer to 50%. Given the severity of the skills shortages we already face, the retention of these workers is a critical concern for the industry. Repair and maintenance of historic buildings directly generated £9.6bn in construction sector output in 2015. Historic/traditional (pre-1919) buildings require a labour force with traditional skills. There are c5.5million traditional buildings in England. The 2012 spend (latest calculated figures) was £3.8billion, down from £5.3 billion in 2008. Over the last 10 years the skills gap to meet demand has ranged from about 85,000 to 110,000, with a significant proportion of the gap related to contractors using

traditional materials. There is an ageing demographic in the traditional heritage skills workforce. We will continue to need to draw on skilled labour from EU countries. Further developing training measures and apprenticeships within the UK is another way to help meet this need but this would require both a commitment to investment and time for the skills to be developed. Construction, including heritage craft skills and archaeology, should be placed the UK Shortage Occupations List.

Archaeology

8. There is a shortage of heritage skills for development-led work in the UK and while there are efforts to address these shortages would be made worse by restricting the number of EEA nationals able to work in the UK. The sector has struggled to respond quickly enough to an increased demand for archaeologists following on from the skills losses experienced during the recession. It continues to experience difficulties in planning for its future skills needs for a number of reasons including fluctuating market conditions. A 2016 Historic England study found that the sector is already working at or near capacity as evidenced by existing skills shortages. There aren't enough archaeologists now to meet predicted future demand and we need an increase in capacity building, supplemented by continued access to skilled non-UK EU archaeologists, to meet the need. There are over 40 major infrastructure projects planned across the UK over the next 17 years.
9. The latest State of the Market for Archaeological Services report, completed by Landward Research on behalf of HE, ClfA and FAME gives the following figures relating to the nationalities of UK-based staff. 15% of people working in UK applied archaeology in 2017 are non-UK EU citizens; a further 2% of the archaeological workforce are neither from the UK nor the EU. This is a significant figure, which will need to be carefully monitored as future demand for skilled archaeologists to work on major infrastructure projects such as HS2/ A303 is expected to rise significantly over the next 15 years.

	Archaeological Market Survey 2017	
	March 2017 (N=45)	
British (UK subjects)	1744.05	83%
Nationals of other EU states	305.6	15%
Nationals of other countries (non-UK, non-EU)	40.2	2%
total	2089.85	

10. At the time of the Profiling the Profession 2012-13 survey, the last time comparable data were gathered, 3% of the entire archaeological workforce's countries of origin were European Union states (other than the UK). A further 4% of the workforce in 2013 were originally from countries in the rest of the world. This suggests that demand for EEA skills has increased significantly in the last 5 years.
11. To illustrate: workforce numbers on A14 road project indicate c. 20% field staff from overseas. HS2 enabling works programme had an assumption that organisations in the supply chain could/would look to recruit EU and other overseas archaeologists as part of their strategy. If labour movement is restricted, home grown talent will become increasingly important. We will need to create and fund new routes to skills. Some new routes are already being created but employers may need support in their use. Some of the requirements around the Trailblazer apprenticeships make it difficult for SMEs to engage and the lack of predictability in the market is a real factor for employers who will

need to commit to minimum 12-month contracts for apprentices. Diminished focus on arts subjects in the school curriculum (and stopping subjects such as archaeology A-level) is counter-intuitive in this context.

12. Archaeology is recognised as a construction skill by the Construction Skills Certification Scheme. To ensure economic growth, we will require common solutions for construction and archaeology. The size of the workforce we need in the UK fluctuates considerably in line with the construction cycle and pulling in EU archaeologists is one way that employers cope with the peaks in demand.
13. Free movement of archaeologists and other accredited heritage specialists across the Irish Border is of particular importance as cross-border working is the norm.

Conservation

14. An interesting example given by a Heritage Alliance Member shows that all 6 of their painting restorers are Italian where skills are plentiful and currently work is less available. Other organisations cite the fact that crucial members of staff who are EU nationals are intimately acquainted with our planning system – which takes time to develop – making them indispensable and difficult to replace. Any future restriction in the number of EEA workers must consider forthcoming large heritage and infrastructure projects supported by the Government which will further increase the UK's shortage of skills. These not only include the archaeology projects listed above, such as HS2, road building projects including upgrades to the A303 at Stonehenge and the Government's drive for more housebuilding, but also large conservation projects such as the restoration of Buckingham Palace, Westminster Palace, Wentworth Woodhouse and Clendon Park which will increase demand for already scarce heritage skills.

Skills exchange

15. If a visa system were developed in the future, it would need to work both ways. Exemptions for accredited experts and academics in the field should be considered. We want to be able to export our archaeological, buildings conservation, and museum expertise. We may also need to import significant training from Europe as we have in electrochemistry, acoustic emission and reflectance FTIR applied to cultural heritage when the knowledge was absent in UK. One particular challenge could arise if movement across borders is dependent on income levels.
16. Conservation and archaeological expertise are not necessarily highly paid but are highly skilled. This needs to be considered in the design of any visa regime.
17. The UK has, and can make more of, its world leadership in conservation and heritage science skills. Access to heritage science specialists/researchers will be an important issue for the UK. Swift access to visas or the research equivalent of a diplomatic passport would help. Bilateral agreements between countries are of limited value as it would be difficult to identify any one country in preference to another in the European context. A sectoral approach to free movement is what is needed to support heritage science.

Research

18. Freedom of movement for researchers is crucial. Bilateral agreements with individual countries would have limited value to heritage science research. A sectoral approach would protect the acknowledged leadership that the UK has in heritage science and other areas. Horizon 2020 and its predecessor schemes have invested significant sums of money in transnational historic environment research. The share of funding obtained by English research institutions over the last ten years is at c£90m. If this funding was lost it is likely that research would take place outside of or exclude the UK from partnerships and access to these skills may be lost.

(ii) What do you see as the pros and cons of two high-level options – free movement with a job offer and restrictions along similar lines to those in place for non-EU/EEA nationals? For example, what effect do you think these approaches will have on the ability to recruit, wages, prices, etc.?

19. In general, both options will be damaging to the heritage sector and will exacerbate the skills shortages mentioned above. A job offer which is not restricted by salary level would mitigate some of these challenges, but it is important to recognise that the heritage sector has consultants and specialists working on projects who would not be described as employees and thus would not have a formal job offer. Please note the statistics at the start of this response which demonstrate the anticipated and detrimental impact of restricting access to labour.

20. An example emerging this week of the challenges facing non-EU specialists who have been paid and invited to contribute to conferences in the UK, has seen two non-EU experts refused visas despite evidence of their legitimacy. If such a regime were to be applied to EU nationals we might see our world leading experts treated the same way when they seek to work or share expertise in the EU in the future. DCMS, the Foreign Office and the British Council have been encouraging the heritage sector to make more of their world leading expertise. A visa regime which works against this, however inadvertently, would counter the important work of another part of Government, with knock-on effects on the tourism industry as well.

(iii) What steps do you think would need to be taken to manage the transition to a more restrictive migration system to ensure that the future talent and workforce needs of the sports and/or culture sectors are met?

21. It is vital that there are exemptions for accredited heritage experts and academics as a permanent element of a new visa scheme and should be an important transitional element to ensure continuation. A scheme ensuring swift access to visas or the research equivalent of a diplomatic passport should also be considered.

22. There are shortages of many heritage skills, and arrangements will be needed to ensure continued access to these. Loss of access to EU national's skills would be both damaging to the world-leading nature of the heritage sector and could jeopardise Government schemes and infrastructure projects as mentioned above.

23. Putting heritage skills on the UK skills shortage list and defining archaeology as construction would be helpful moves, as well as ensuring that heritage skills are included in a new exceptional talent list.

Other areas of culture and the creative industries have recently benefitted from this list and heritage should not be excluded given that the sector is world-leading in many areas.

24. More broadly, in the future, the Government needs to invest in the future supply of skills. It may be impossible, or very time consuming, to fill current and future shortfalls solely from within the UK.
25. It is important to note the nature of the heritage sector, with many organisations being charities and NGOs, means that it cannot easily meet visa salary restrictions.

For further information, please contact The Heritage Alliance.

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