

House of Lords EU Home Affairs Sub-Committee: movement of people in the fields of sport and culture

Evidence submitted by Historic England

1. Introduction

Historic England is the public body that looks after England's historic environment. We champion and protect historic places, helping people understand, value and care for them.

The historic environment - buildings, landscapes, towns, villages and much more besides - plays a significant role in society by enhancing our wellbeing and quality of life, improving the way places are perceived, and engaging the general public. The historic environment is an intrinsic part of the wider culture sector and is intrinsically linked to economic activity, with a large number of economic activities occurring within it, dependent on it or attracted to it. It is a vital part of our economy. Heritage assets from Stonehenge to modernist architecture are an integral part of our national identity. The proper care of our historic environment and our intuitive sense of place is a shared responsibility and brings rewards to all. We need to look after it for the benefit of this and future generations.

The Historic Environment transcends national boundaries. The UK Government has ratified international treaties such as the 1972 Convention Concerning the Protection of the World Cultural and Natural Heritage <http://whc.unesco.org/en/conventiontext/> , which recognises that, whilst it is primarily the responsibility of states where heritage of outstanding value to humanity is located to care for this heritage, it is also the duty of the international community as a whole to cooperate in its protection.

The English (and indeed UK) historic environment sector has skills that are widely respected on the international stage. The 2016 Culture White Paper <https://www.gov.uk/government/publications/culture-white-paper> recognises at section 3.1 that the sector can enhance the UK's global reputation and soft power. Developing and sustaining the skills and expertise of the historic environment sector during a period of significant change is therefore important.

Responses to Sub-Committee Lines of Inquiry

2. 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

- 2.1.1** There are significant numbers of non-UK EU citizens that work in the historic environment sector in England in a variety of capacities, and also UK companies and citizens who work in heritage in other EU countries.
- 2.1.2** Estimates presented in Annex 1 show that approximately 8% or 10,800 heritage workers are non UK EU nationals. The highest concentration of EU nationals are within heritage construction sectors- 'Building completion and finishing' Construction workers and 'Other specialised construction activities'.
- 2.1.3** Considerations for the next phase of Brexit negotiations from the heritage sectors perspective is discussed below and summarised in these bullet points:
- **The heritage sector relies on EU nationals. In particular, heritage construction sectors, archeological occupations and heritage tourism sectors rely on a workforce are from non-UK EU countries. These sectors should be given special consideration particularly as a future increase in demand are expected.**
 - **Income thresholds for visas applied to workers from non-UK EU countries will have adverse impacts on the heritage sector. While many heritage sectors employ highly skilled workers many are low paid sectors with wages below national median. There are also likely to be disproportionate impacts regionally due differences in median wages in heritage sectors in each region – London and the South East have above national median wages while wages in heritage sectors in the North East are almost 25% less (see annex 2).**
- 2.1.4 Construction sector workers:** Historic/traditional (pre-1919) buildings require a labour force with traditional skills. Industry figures suggest that there are c5.5million traditional buildings in England and that the 2012 spend (latest calculated figures) was £3.8billion, down from £5.3 billion in 2008. Over the last 10 years the shortage of skills to meet demand has ranged from about 85,000 to 110,000, with a significant proportion of the shortage related to contractors using traditional materials. There is also an ageing demographic in the traditional heritage skills workforce increasing the need and demand for workers. Heritage construction

sectors account for 64% of all EU nationals in the heritage sector. This is equivalent to 5% of overall heritage employment. Provisions for these workers should be considered in the phase 2 Brexit negotiations.

2.1.5 The archaeological labour force: Sector research by Landward Research ([available here](#)) shows that approximately 15% of the archaeological labour force is drawn from non UK EU countries. This figure has risen from 5% in 2013 [Landward Research \(2013 - Profiling the Profession\)](#) and **future demand for skilled archaeologists to work on major infrastructure projects such as HS2** is likely to be significant. By way of illustration archaeological workforce numbers on the A14 road project indicate approximately 20% field staff from overseas. Evidence indicates the [median salaries of archaeologists](#) was below national median wages in 2012.

2.1.6 Heritage tourism is a significant component of the tourism industry which employs almost 10% of the tourism workforce. Heritage visitor attractions are reliant on staff from non UK EU countries. A preliminary survey by the Historic Houses Association found that 25% of its members employed at least five EU nationals as part of their business.

2.1.7 Academics: Much heritage research in England has been built around the model of the free movement of academics within the European Union with significant expertise drawn from people who are from non UK EU countries. The flow is in both directions as UK researchers often take up positions within universities in EU countries. This has allowed the UK to play a prominent role in heritage research in Europe.

3. 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.?

3.1.1 Free Movement with job offer

Pros

- Ability to recruit successfully to all parts of the historic environment sector, including those where a more restrictive approach might widen existing skills shortages
- Limitation of wage inflation driven by skills shortages
- Lower rates of cost increases, particularly for conservation and repair works to historic buildings, than in a more restrictive environment

Cons

- Lessening of stimulus to expand training and development programmes aimed at developing skills within England.
- For businesses particularly for those employing seasonal workers there will be additional administration costs.

3.1.2 Restrictions similar to non EU/EAA nationals

Pros

- Stimulus to expand training and development programmes aimed at developing heritage skills within England

Cons

- Difficulties in recruitment risking increased skills shortages, particularly in those areas where there are existing shortages, eg traditional building skills;
- Wages inflation driven by skills shortages including additional business/administration costs particularly for businesses employing temporary and seasonal workers;
- Increased costs of conservation and repair works to historic buildings leading to increase in heritage at risk;
- Reduction in movement of academics between universities weakening England and UK leading role in heritage research.

4. 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?

- 4.1 Significant expansion of heritage sector training and development programmes and apprenticeships. Such an expansion would need to be adequately resourced.
- 4.2 The transition period would need to be from three to five years (depending on the part of the sector concerned) if an increase in skills gaps is to be avoided. A three year degree and at least two years practical experience is not unusual for skilled field archaeological work for example.
- 4.3 A deferral of the implementation of the more restrictive migration system for those parts of the sector that suffer from the most significant skills shortages, or an exemption from the new system.

Annex 1 Estimated EU Nationals Employed in the Heritage Sector

Industry	ONS EU	Estimated Total (England)	Estimated Total					All-EU
	Proportions Sector/Occupation		UK	EU14	EU8	EU2	Non-EU	
Historical sites and buildings	Other services	10,400	9,400	300	200	100	400	600
Archives	Other services	2,300	2,100	100	100	-	100	200
Gardens	Other services	16,500	14,900	400	400	100	700	900
Building completion and finishing	Construction	46,600	41,500	800	2,000	1,200	1,000	4,000
Other specialised construction activities	Construction	33,100	29,500	600	1,400	900	700	2,900
Archaeologists	*	4,300	3,600	-	-	-	100	600
Conservation professionals	Professional occupations	1,900	1,700	100	-	-	100	100
Architects	Professional occupations	9,900	8,800	400	100	-	500	500
Town planning officers	Professional occupations	3,700	3,300	200	-	-	200	200
Chartered surveyors	Professional occupations	10,800	9,600	500	100	-	500	600
Building and civil engineering technicians	Associate professional and technical occupations	3,700	3,400	100	100	-	100	200
	Total	143,200	127,800	3,500	4,400	2,300	4,400	10,800
	%		89%	2%	3%	2%	3%	8%

*Proportions from Landward Research 2017 - Archaeological Market Survey

EU14 are countries who were members of the EU prior to 2004: Austria, Belgium, Denmark, Finland, France, Germany, Greece, Ireland (Republic of), Italy, Luxembourg, the Netherlands, Portugal, Spain and Sweden.

EU8 are countries who joined the EU January 2004: Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Slovakia, Slovenia.

EU2 is Bulgaria and Romania, who joined the EU in January 2007

Annex 2: Median wages in heritage sectors by region

Annual Survey of Hours & Earnings (derived)

	2012	2013	2014	% of national median, 2014
North East	£399.78	£414.23	£399.98	76%
North West	£432.97	£457.81	£442.07	84%
Yorkshire and the Humber	£419.37	£431.43	£411.44	79%
East Midlands	£415.66	£436.46	£430.91	82%
West Midlands	£411.39	£426.70	£416.82	80%
East of England	£477.42	£497.32	£479.45	92%
London	£750.87	£761.11	£756.65	145%
South East	£535.21	£558.10	£538.64	103%
South West	£446.12	£465.34	£448.55	86%
England	£511.82	£529.15	£515.22	98%
National median (All sectors)	£512.60	£520.30	£523.50	100%