EEA Workers in the UK Labour Market

Migration Advisory Committee call for evidence
October 2017

UNIVERSITIES & COLLEGES EMPLOYERS ASSOCIATION

Response from the Universities and Colleges Employers Association (UCEA)

UCEA is a membership body funded by subscriptions from 163 UK higher education institutions (HEIs), in addition to eight sector associate members. Our purpose is to support our members in delivering excellent and world-leading higher education and research by representing their interests as employers and facilitating their work in delivering effective employment and workforce strategies.

UCEA's response is based on sector data and on the views of its member HEIs in their capacity as employers. We have focused on responses on sections 1 and 2 of the call for evidence.

In compiling this response we have worked closely with other sector representative bodies, including Universities UK, GuildHE and the Russell Group.

Executive summary

European Economic Area (EEA) staff make a vital contribution to higher education in the United Kingdom. They are employed across all roles, comprising 17% of academic staff in UK HEIs and 6% of staff in professional service roles.

EEA staff form an important part of the UK's pipeline for future talent; 54% are in the two early stage academic career levels compared to 40% of UK nationals. They also form an important part of the senior academic workforce; 13% of professors come from EEA countries. The vast majority of professional service roles are filled by UK nationals. EEA staff in these roles are generally distributed similarly to UK staff across contract levels but EEA staff are particularly concentrated in technician roles and in lower skilled occupations such as cleaning and catering.

HEIs seek to recruit the best candidate for the role, irrespective of nationality. Methods used to recruit and select EEA migrants do not differ from those used for UK nationals or non-EEA nationals (apart from where compliance with Tier 2 rules is required). It is the nature of the role that determines any such differences. For professional and support staff roles it is generally likely that HEIs can source suitable candidates from within the UK, either nationally or locally. However there are some clear skill shortages being experienced, as evidenced in the 2017 Higher Education Workforce Survey (see Section 1: EEA Migration Trends in Higher Education). For academic and research roles specialist knowledge is critical and for this reason HEIs are more likely to use advertising media with a wider global reach to find the most suitably qualified candidate. The knowledge and skills required for some academic and research posts makes them suitable for only a small number of individuals worldwide. Several academic subjects are reliant on the EEA workforce and in most cases the higher proportion of EEA staff is accompanied by a higher proportion of non-EEA migrant staff, indicating either a skills shortage among the domestic population or the requirement for very specialist skills and experience sourced from around the world. HEIs seek the best candidates from a diverse pool of world leading, highly skilled talent. If HEIs are to remain competitive in a global market, restrictions on recruitment from outside the UK (either within

or outside the EEA) will be problematic for the sector, where skills and knowledge are in short supply.

The employment of EEA nationals strengthens educational collaborations and results in increased funding and investment in research in the UK. International researchers and teaching staff play a significant role in developing knowledge and skills of both research staff and students, creating an international diversity of ideas, knowledge and culture which is an essential part of higher education in a global economy. EEA staff also bring direct financial benefits where they come to the UK with funding from EU sources. EEA nationals contribute directly to teaching and research conducted in all subject areas and without them the viability of some subjects offered by UK HEIs would be seriously threatened.

In addition to employing EEA migrants, HEIs are significant employers of non-EEA migrants. They are highly aware of their responsibilities as sponsors, particularly under Tiers 2 and 4. Applying the current immigration system for non-EEA migrants to EEA migration post-Brexit would impact negatively on the sector, creating an unwelcome administrative and financial burden on HEIs and EEA applicants and deterring EEA candidates from coming to work in the UK. In response to a 2016 UCEA survey, 35% of HEIs reported job offer rejections directly related to the referendum; 26% reported resignations as either a direct or indirect effect. Since the referendum HEIs have spent time and resources advising and reassuring EEA staff and potential applicants and dissuading them from leaving. Furthermore, a potential application of the current Tier 2 system to EEA staff could negatively impact on roles that are crucial to the sector but not currently categorised as 'highly skilled', such as Technicians, Research Assistants and Language Assistants. Brexit is an opportunity to rethink the migration system to best meet the needs of UK employers.

Whilst appreciating the importance of recruiting the best talent worldwide, HEIs are not complacent when it comes to developing their own workforce. The sector is heavily involved in activities designed specifically to create a pipeline of UK academic and research talent. Such activities range from the HR Excellence in Research Award, to providing PhD students with the opportunity to teach, which is key to a career in academia, to a variety of programmes to develop the next generation of academic leaders through internal and externally validated programmes. HEIs also support a wide variety of apprenticeship programmes, increasing with the introduction of the apprenticeship levy, and run internal staff development initiatives, including coaching and mentoring and management development programmes. The Technician Commitment, a sector-wide initiative designed to address the UK's shortage of Technicians, is a key example of the sector's commitment to addressing skills gaps.

By its very nature, the higher education sector plays a critical role in upskilling the domestic population, through the provision of high quality undergraduate and postgraduate courses. HEIs have developed close, collaborative relationships with local and national industries, both SMEs and larger enterprises, and have been working in partnership to design and deliver industry relevant courses and graduates with broad employability skills.

Higher education is necessarily global and collaborative. UK HEIs do not discriminate on the basis of nationality, rather they seek to recruit and retain the best possible candidates irrespective of nationality. The majority of roles in the sector (77%) are filled by UK workers. Where the roles are highly specialist in nature or there is a shortage of supply in the domestic labour market, HEIs have to recruit internationally. EEA candidates are not favoured over non-EEA ones but applying non-EEA immigration rules to EEA candidates would have a negative impact on the sector. At the same time HEIs are deeply involved in initiatives to upskill the sector labour market, as well as upskilling the UK workforce more generally through the provision of a high quality education, often in direct partnership with UK industry.

Section 1: EEA Migration Trends in Higher Education

1. Please provide evidence on the characteristics (e.g. types of jobs migrants perform; skill levels, etc) of EEA migrants in your particular sector/local area/ region. How do these differ from UK workers? And from non-EEA workers?

EEA staff make a vital contribution to UK higher education. They are employed across all roles in the sector with higher concentrations in academic (teaching, research, knowledge exchange) roles. EEA staff comprise 17% of all academic staff in UK higher education institutions (HEIs) and 6% of staff in professional service roles.[1] EEA staff comprise at least 7% of the higher education staff population in every region/nation in the UK with the highest concentrations in Northern Ireland, London and the East of England – Table 1. Apart from in Northern Ireland, where the figure is influenced by figures from the Republic of Ireland, the ranking is similar for non-EEA staff.

Table 1: Higher education staff by nationality and region, 2015-16

Region	No. of HEIs in region	No. of EEA nationals in region	Total workforce	Proportion of workforce UK (%)	Proportion of workforce EEA (%)	Proportion of workforce non-EEA (%)
North East	5	1,295	17,235	86%	8%	6%
North West	15	3,150	39,125	86%	8%	6%
Yorkshire and The Humber	11	2,395	33,860	87%	7%	6%
East Midlands	9	2,155	27,705	85%	8%	7%
West Midlands	12	2,685	31,635	84%	8%	7%
East of England	10	3,375	26,070	71%	13%	10%
London	38	13,525	75,860	68%	18%	11%
South East	19	7,285	61,365	78%	12%	8%
South West	13	2,475	26,250	84%	9%	6%
Wales	9	1,435	20,670	87%	7%	4%
Scotland	18	5,130	43,705	81%	12%	8%
Northern Ireland	4	1,625	6,650	69%	24%	6%

[1] Professional services refers to staff that are not employed on an academic contract and includes technical staff, administration and other services such as security and catering.

Academic staff

Several subjects are particularly reliant on the EEA workforce, particularly in demand and growth subjects such as economics, STEM (science, technology, engineering and mathematics), medicine and modern languages – Table 2. In most cases a high proportion of EEA staff is accompanied by a high proportion of non-EU staff indicating either a skills shortage among the resident population or the requirement for international expertise or experience. The latter is most obvious in modern languages, international studies and area studies. The areas with high proportions of EEA staff align closely to those subject areas that HEIs report as most difficult to recruit to. The 2017 Higher Education Workforce Survey found that 61% of HEIs reported difficulties recruiting to academic posts in engineering and technology, 55% to medicine, dentistry and health, and 47% to economics and econometrics.[2]

Table 2: EEA academic staff by subject area (top 20 by percentage of EEA staff), 2015-16

Subject area	EEA	Non-EU	Total staff	% EEA	% non-EU
(137) Modern languages	2,075	865	5765	36%	15%
(129) Economics & econometrics	1,035	845	2915	36%	29%
(114) Physics	1,370	1005	5180	26%	19%
(128) Politics & international studies	850	565	3235	26%	17%
(116) Chemical engineering	290	335	1115	26%	30%
(140) Classics	165	85	645	26%	13%
(125) Area studies	90	100	355	25%	28%
(122) Mathematics	1,175	1000	4650	25%	22%
(112) Biosciences	3,085	1965	13635	23%	14%
(113) Chemistry	950	770	4215	23%	18%
(127) Anthropology & development studies	205	230	915	22%	25%
(109) Veterinary science	300	150	1370	22%	11%
(126) Archaeology	155	105	720	22%	15%
(121) IT, systems sciences & computer software engineering	1,435	1270	6685	21%	19%
(118) Civil engineering	390	400	1930	20%	21%
(141) Philosophy		210	1095	20%	19%

[2] UCEA (2017), *Higher Education Workforce Survey 2017*. www.ucea.ac.uk/en/publications/index.cfm/hews2017

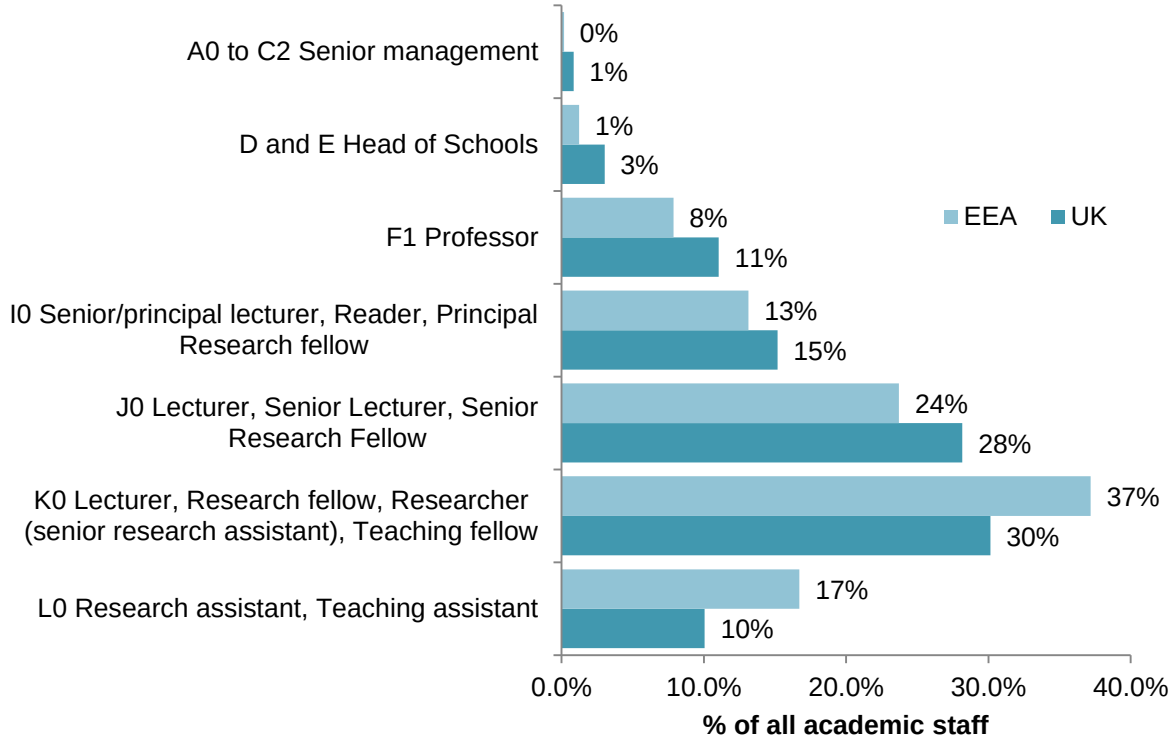
Subject area	EEA	Non-EU	Total staff	% EEA	% non-EU
	215				
(106) Anatomy & physiology	330	190	1685	20%	11%
(117) Mineral, metallurgy & materials engineering	240	345	1245	19%	28%
(101) Clinical medicine	4,660	3250	23975	19%	14%
(119) Electrical, electronic & computer engineering	825	1250	4430	19%	28%
(111) Earth, marine & environmental sciences	655	465	3740	18%	12%

Source: HESA.

EEA staff comprise a significant part of the UK's clinical academic workforce including 11% of clinical academic doctors and dentists and 15% of other clinical academic staff. These staff are fundamental to the UK Government's ambition to improve the UK's domestic medical expertise and strengthen the NHS staff pipeline.

EEA academic staff form an important part of the UK's pipeline for future talent. Over half of EEA academic staff (54%) are in the two early stage academic career levels (levels L0 and K0) compared to 40% of UK nationals – Figure 1. EEA staff also form an important part of the senior academic workforce with 13% of professors coming from EEA countries and 8% of school heads.

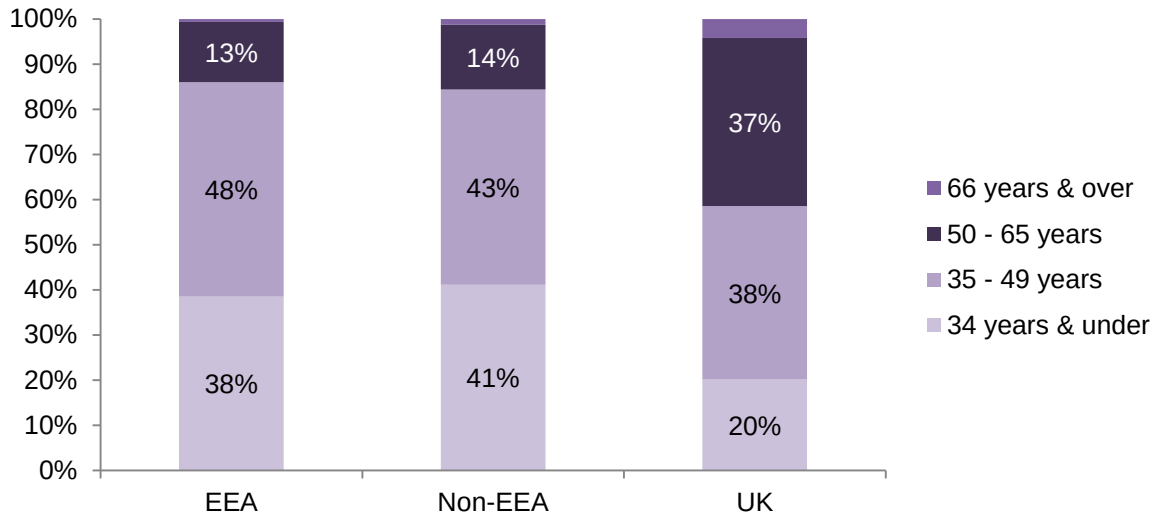
Figure 1: Distribution of contract levels of academic staff by nationality, 2015-16



Source: HESA. Due to rounding and small numbers in other levels percentages may not add to 100. As there is no national grading structure in higher education, contract levels are used to group staff into similar levels. For further information: www.hesa.ac.uk/collection/c16025/combined_levels

The concentration of EEA staff in early career stages is reflected in the age profile of EEA academic staff in the UK. As Figure 2 shows, 38% of EEA staff are aged 34 years or younger compared to 20% of UK staff. Only 14% of EEA staff are aged 50 years or over compared to 41% of UK nationals. Non-EEA international staff are similar in age composition to EEA staff.

Figure 2: Age group by nationality, academic staff, 2015-16



Source: HESA.

Our analysis of HESA data finds that EEA academic staff are paid at equivalent pay rates to UK staff for the four main contract levels covered by collective bargaining – Table 2.

Table 3: Average pay spine point by contract level, 2015-16

	UK	EEA
I0 Senior/principal lecturer, Reader, Principal Research fellow	48	48
J0 Lecturer, Senior Lecturer, Senior Research Fellow	42	41
K0 Lecturer, Research fellow, Researcher (senior research assistant), Teaching fellow	34	33
L0 Research assistant, Teaching assistant	29	29

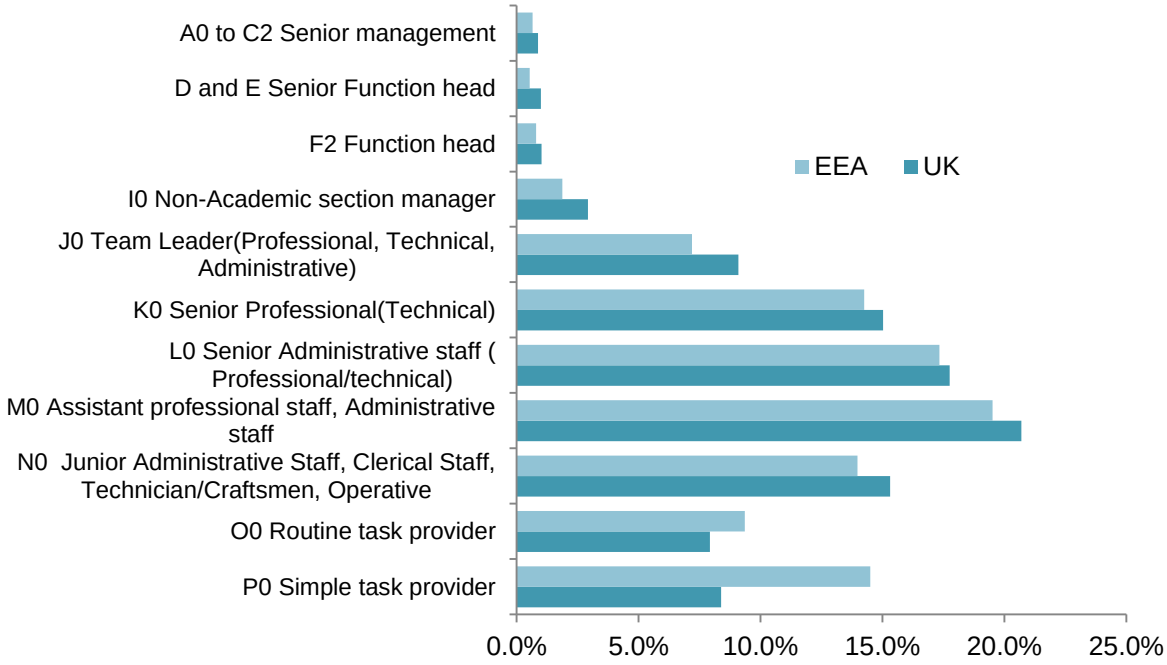
Source: HESA. The 51-point single HE pay spine is used by 147 HEIs for staff up to, but not including professor and equivalent level roles. HEIs map these points to their own grading structures.

Professional services staff

Unlike the distribution of academic staff, EEA staff in professional service roles tend to be distributed similarly to UK staff across contract levels apart from at HESA level P0 simple task provider which covers catering, security and cleaning operatives – Figure 3. Looking at occupational groups (3-digit SOC), the greatest number of EEA staff are in administrative occupations (SOC415) (1,660 EEA staff), cleaning occupations (1,050 staff), 'science, engineering and production technicians' (905 staff) and 'business, research and administrative professionals' (855). Out of significant occupational groups in higher education, the occupation with the highest proportion of EEA staff is 'natural and social science professionals' (18% EEA) and health associate professionals (13%) which will be technicians and other research scientists supporting teaching and research but not on an academic contract. The next three groups with the highest proportion are in lower-skilled

occupations including ‘elementary service occupations’, ‘food preparation and hospitality’, and ‘elementary cleaning occupations’ - Table 4.

Figure 3: Professional services staff by contract level, 2015-16



Source: HESA. See notes on contract levels in Figure 1.

Table 4: EEA professional services staff by occupational group (3-digt SOC), top 20 by proportion, 2015-16

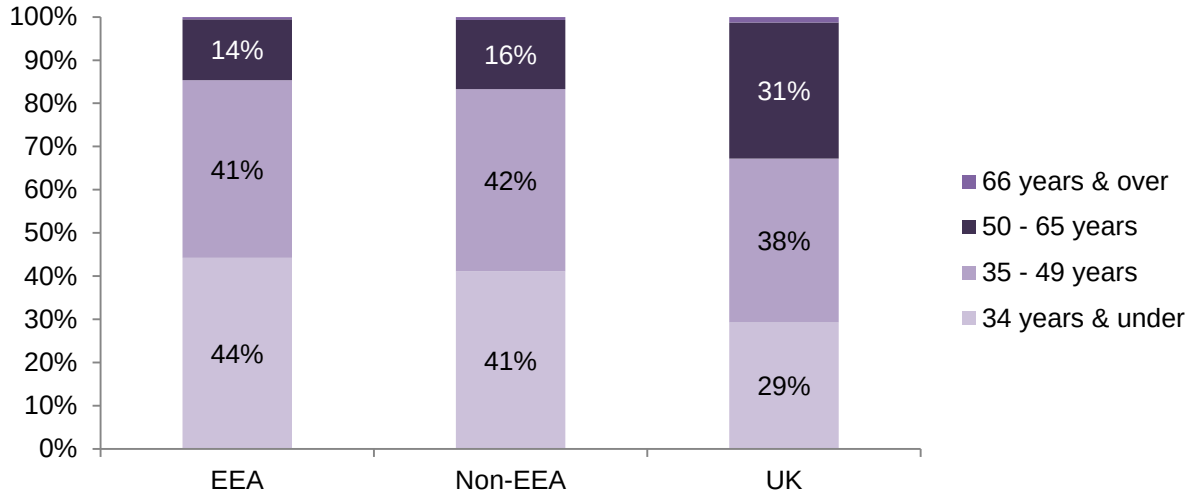
Activity Standard Occupational Classification	UK %	EEA %	Non-EEA %	Total
(211) Natural and Social Science Professionals	70%	18%	10%	870
(321) Health Associate Professionals	81%	13%	6%	715
(927) Other Elementary Services Occupations	81%	11%	6%	6,000
(543) Food Preparation and Hospitality Trades	83%	11%	4%	2,050
(923) Elementary Cleaning Occupations	83%	8%	8%	12,430
(223) Nursing and Midwifery Professionals	87%	8%	4%	600
(614) Caring Personal Services	86%	8%	5%	680
(212) Engineering Professionals	82%	8%	9%	565
(921) Elementary Administration Occupations	85%	8%	5%	1,460
(311) Science, Engineering and Production Technicians	88%	7%	4%	12,620
(231) Teaching and Educational	88%	7%	4%	

Activity Standard Occupational Classification	UK %	EEA %	Non-EEA %	Total
Professionals				9,130
(242) Business, Research and Administrative Professionals	88%	7%	4%	12,015
(721) Customer Service Occupations	88%	7%	5%	1,785
(215) Research and Development Managers	88%	7%	5%	1,385
(613) Animal Care and Control Services	89%	7%	1%	830
(623) Housekeeping and Related Services	87%	6%	4%	2,340
(245) Librarians and Related Professionals	89%	6%	3%	2,835
(413) Administrative Occupations: Records	90%	6%	3%	16,495
(926) Elementary Storage Occupations	90%	6%	2%	590
(353) Business, Finance and Related Associate Professionals	89%	6%	4%	4,035

Source: HESA. Excludes occupations where total staff is lower than 500.

Similar to academic staff, EEA staff in professional services have a younger age profile. Figure 4 shows that 44% of EEA staff are aged 34 years and under compared to 29% of UK nationals. Only 15% of EEA staff are aged 50 years or over compared to 32% of UK nationals. Non-EEA international staff have a similar age profile to EEA staff.

Figure 4: Age group by nationality, professional services staff, 2015-16



Source: HESA.

Technical staff

There are over 20,000 technicians in higher education who support the delivery of teaching and make a significant contribution to research including authorship of academic papers. Taking a wider definition of technical staff, developed by the Russell Group and looking beyond specific level 3 standard occupational codes, we estimate that there an additional

12,000 staff who contribute to academic work in a technical capacity from IT support to data analysis. Technical staff in higher education are more highly-qualified than their counterparts in the wider economy with 20% of science and engineering technicians holding a higher degree compared to 11% in the wider economy and 30% of health associate professionals in the sector compared to 12% in the wider economy – Table 5.

Table 5: Difference between qualifications of technicians in higher education (HE) and whole economy

	First degree or higher (% holding)			Higher degree (% holding)		
	HE sector	**Whole economy**	**Difference (% pts)**	**HE sector**	**Whole economy**	**Difference (% pts)**
(311) Science, Engineering and Production Technicians	49.2	32.0	17.2	19.9	11.4	8.5
(313) Information Technology Technicians	53.6	36.4	17.3	14.4	9.1	5.3
(321) Health Associate Professionals	62.2	42.0	20.1	29.7	12.3	17.4

Source: UCEA analysis of HESA and Labour Force Survey (Oct-Dec 2015) data.

Technicians perform a diverse range of roles within the sector and a recent Biotechnology and Biological Sciences Research Council (BBSRC) survey found that many teach and directly supervise students. While EEA staff form a lower proportion of this part of the workforce (Table 6) compared to academic staff, there are concerns that the domestic workforce is ageing with 31% aged over 50 – by contrast, just 10% of EEA staff are over 50 and 54% are aged under 36 (32% of UK nationals). And while 40% of the technical workforce is concentrated in bioscience and clinical medicine 54% of the EEA technicians are working in these important areas – Table 7.

HEIs are taking the pipeline and development issues relating to the technician workforce seriously and at national level the Science Council's Technician Commitment is ensuring that this part of the workforce is supported and succession issues are considered.[3] Although a core part of the commitment relates to ensuring the sustainability of the technician workforce, UK HEIs will need to access the widest possible labour market to meet demand and skills needed in the near term. As currently configured, the majority of technicians would not be eligible under the Tier 2 system on the basis of both salary and skill level. Along with UUK, the Russell Group and other sector organisations, we would urge the Government to consider how these highly-skilled EEA staff could continue to contribute to UK higher education under a future immigration system.

[3] http://sciencecouncil.org/techniciancommitment/

Table 6: EEA nationals in selected technical occupations, 2015-16

SOC	Example of job titles	EEA	Total	% EEA
311 - Science, engineering and production technicians	Laboratory technicians, electrical technicians, engineering technicians, building and civil engineering technicians, quality assurance technicians.	940	13,320	7.0%
313 - Information Technology Technicians	IT operations technicians and IT user support technicians.	385	7,790	5.0%
321 - Health Associate Professionals	Pharmaceutical technicians, medical and dental technicians.	105	750	13.9%

Source: Analysis of HESA by UUK.

Table 7: The proportion of technicians in biosciences and clinical medicine with an EEA nationality, 2015-16

	Biosciences	Clinical medicine
Number of EEA nationals	265	245
% from EEA	9.6%	11.3%

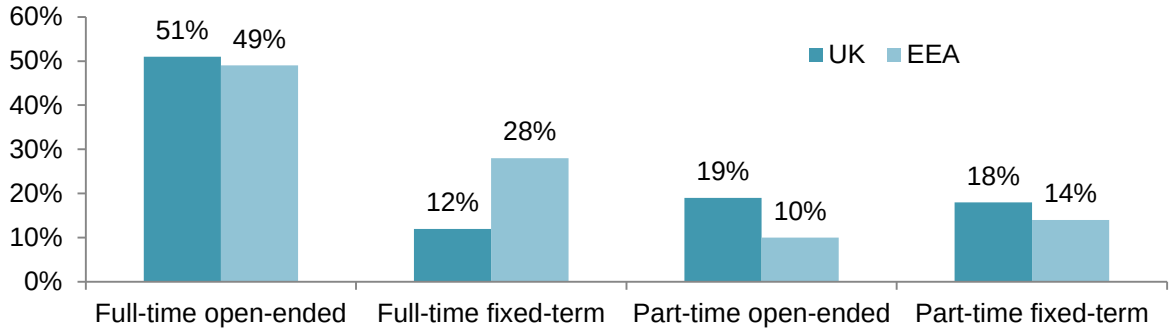
Source: Analysis of HESA data by UUK.

EEA technical staff are more highly qualified than their UK counter parts with a UUK analysis showing that 42% hold a PhD or other higher degree compared to 19% of all technicians. Although this workforce is highly-qualified, more than half of this group is paid less than the current Tier 2 salary experienced threshold of £30,000.

2. To what extent are EEA migrants seasonal; part-time; agency-workers; temporary; short-term assignments; intra-company transfers; self-employed? What information do you have on their skill levels? To what extent do these differ from UK workers and non-EEA workers?

Although a similar proportion of EEA and UK academic staff are on full-time open-ended contracts, EEA staff are significantly more likely to be employed on fixed-term contracts than UK nationals with 42% on such contracts compared to 30% of UK staff – Figure 5. They are less likely to work part-time (24%) than UK nationals (37%). We do not have any information on the profile of agency workers providing services to HEIs.

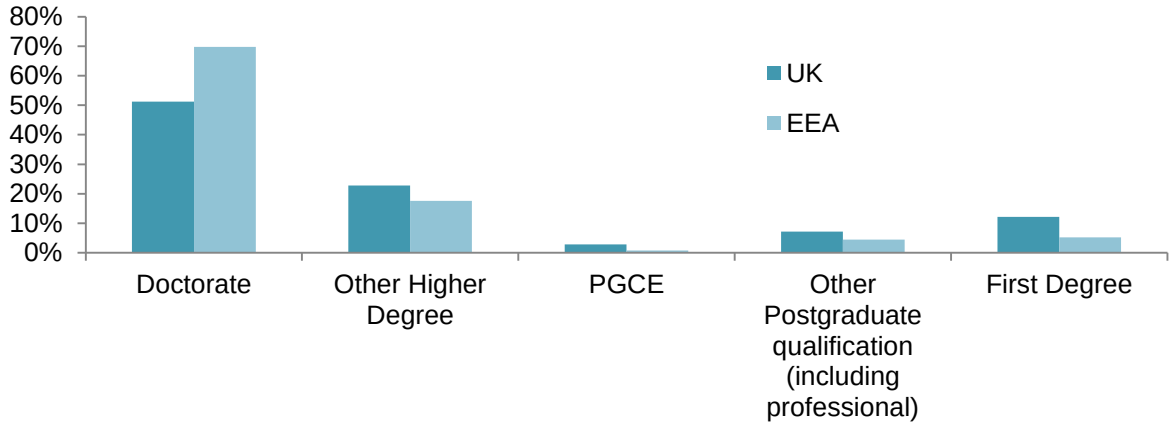
Figure 5: Contract type, academic staff, EEA and UK, 2015-16



Source: HESA. Excludes atypical staff.

EEA academic staff are, on average, more highly qualified with 70% holding a doctorate compared to 51% of UK nationals – Figure 6. This is also the case for staff on non-academic contracts (15% compared to 7%).

Figure 6: Highest qualification held, academic staff, UK and EEA, 2015-16



Source: HESA. Excludes unknown.

3. Are there any relevant sources of evidence, beyond the usual range of official statistics, that would allow the MAC to get a more detailed view of the current patterns of EEA migration, especially over the last year?

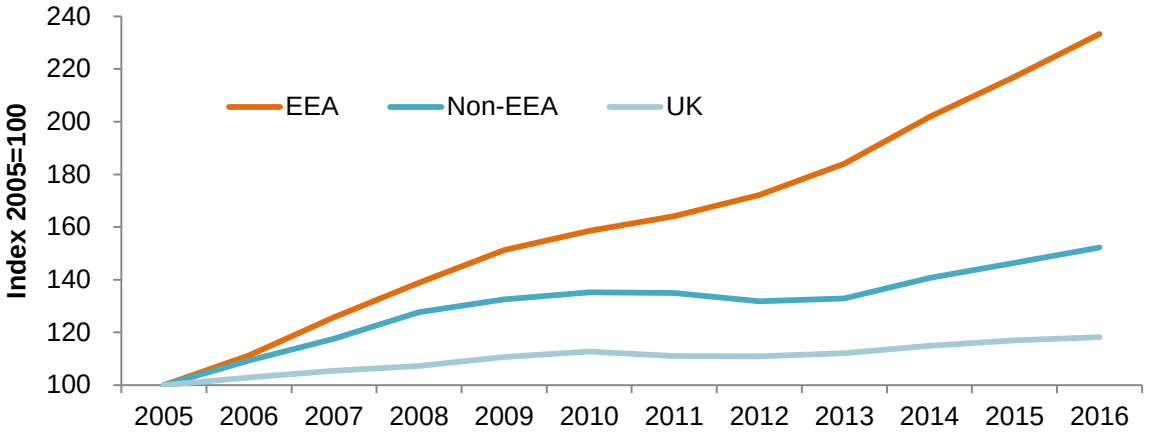
Detailed data on UK higher education is available from the Higher Education Statistics Agency (HESA). The most recent data available is for the 2015-16 academic year but 2016-17 data will be available in December 2017/January 2018. www.hesa.ac.uk

4. Have the patterns of EEA migration changed over time? What evidence do you have showing your employment of EEA migrants since 2000? And after the Brexit referendum? Are these trends different for UK workers and non-EEA workers?

Since 2005 the EEA component of the higher education workforce has increased at more than 7 times the rate of UK nationals and 2.6 times the rate of non-EEA international staff – Figure 7. Over this period EEA staff went from comprising 6% of the workforce to 11% while non-EEA international staff increased from 7% to 8%. EEA staff as a proportion of all

academic staff increased from 10% to 17% over this period and professional services staff from 3% to 6%.

Figure 7: EEA staff in higher education trend, 2005 to 2016



Source: UUK analysis of HESA data.

HEIs are reporting more difficulties in recruiting staff than in retaining staff as a result of the Brexit result. In the three months following the result, 38% of HEIs reported job offer rejections directly related to the referendum result with a further 29% reporting indirect effects.[4] There was a more limited impact on resignations with 26% reporting resignations as either a direct or indirect result of the referendum. More recently the 2017 HE Workforce Survey found that the overall impact has to date been limited with recruitment again more affected than retention. Although the total number of resignations was small, several of the roles that have been affected are high level academic appointments where global expertise is limited to a small pool of mobile talent. The international competitiveness of UK HE salaries has also fallen due to the weakened pound compounding recruitment issues.

The referendum result has created a high level of uncertainty with HEIs which has required a robust response from the sector. Most HEIs undertook one or more of the following activities in the three months following the result in order to reduce anxiety and respond directly to requests from staff:

- Develop online content including FAQs for staff
- Information events run by managers, HR or external experts
- Access to legal advice
- Support for incidents of xenophobia and racism

HEIs have also provided assistance with residence and citizenship applications.

5. Have you conducted any analysis on the future trends of EEA migration, in particular in the absence of immigration controls?

No.

[4] UCEA, 2016.

6. Have you made any assessment of the impact of a possible reduction in the availability of EEA migrants (whether occurring naturally or through policy) as part of your workforce? What impact would a reduction in EEA migration have on your sector/local area/region? How will your business/sector/area/region cope? Would the impacts be different if reductions in migration took place amongst non-EEA migrants? Have you made any contingency plans?

As most HEIs employ a significant number of EEA staff, assessments of the potential institutional risk are commonplace. UCEA surveyed its members in October 2016 and found that 41% of HEIs had already established a task force or similar group to foc0us on the implications of Brexit for the HEI.[5] Workforce mapping was widespread with 74% having already undertaken an audit of their EEA workforce in order to understand the staffing groups, subjects and functions most at risk. These assessments also considered the proportion of funding that is from EU sources and the number of staff whose employment is paid for by that funding.

Section 2: RECRUITMENT PRACTICES, TRAINING AND SKILLS

1. Please provide evidence on the methods of recruitment used to employ EEA migrants. Do these methods differ from those used to employ UK and non-EEA workers? What impact does this have on UK workers? Have these methods changed following the Brexit referendum?

HEIs seek to recruit the best academics irrespective of nationality. HEIs use open and transparent recruitment methods for all substantive posts and treat UK and EEA nationals in the same way. The vast majority of HEIs hold the HR Excellence in Research Award, which recognises alignment with the European Code of Conduct for the Recruitment of Researchers (discussed further in our response to question 5).

HEIs use a variety of staff recruitment methods. They advertise online and usually on the HEI's own site. They advertise on jobs.ac.uk for academic and research roles in particular and use local and social media more often for administrative, manual, trades and apprenticeship posts. For academic roles they may use specialist, sometimes discipline-specific, websites, job boards and publications. Jobcentre Plus is used, as legally required, for roles which need to meet the Resident Labour Market Test (RLMT). The higher education (HE) sector employers are committed to openness, fairness and transparency in their recruitment. The variety of methods used reflects a strategy of seeking the best candidate for each post including, in cases where skills are in short supply in the UK and the best candidate may not be a UK national, facilitating recruitment from abroad.

Specialist knowledge is critical for academic and research roles and HEIs may use advertising media with a more global reach for these posts. This enables them to seek the best candidate from a diverse pool of world leading, highly skilled talent. As explained elsewhere in this submission, in the HE sector in some circumstances there may be a very small pool of suitably qualified individuals worldwide. In these circumstances it is very possible that the best candidate will come from outside the UK; this is a matter of fact rather than a choice made by UK HEIs. For lower level posts, advertising is more localised as it generates sufficient response rates from appropriately qualified applicants and HEIs can recruit relatively easily from the UK labour market.

[5] UCEA (2016), *Brexit Survey Report – November 2016*. Member only report.

Recruitment methods in the sector may seek to attract potential applicants from around the world but HEIs neither seek to deter, nor do they restrict, applications from UK nationals, who are equally able to apply. Once applications are received the selection methods used do not differ between UK, EEA or non-EEA workers. HEIs seek the very best person for the job, regardless of any particular characteristic including nationality.

Pay rates for staff below the level of professor in UK HEIs are determined by the New Joint Negotiating Committee for Higher Education Staff (New JNCHES), a central committee for multi-employer negotiations and dialogue on the 50-point pay spine and pay-related issues. 148 (92%) HEIs pay their staff using the nationally negotiated pay spine determined under these arrangements. HEIs assign roles and grades on to the pay spine locally, following a process of job evaluation. Indeed, the National Framework Agreement (2003) for higher education staff, the principles of which were implemented locally by the vast majority of HEIs, stipulates that all staff will be placed on the appropriate grade for the job. This arrangement provides transparency of pay and ensures equal treatment for starting salaries at an individual HEI irrespective of nationality. The common practice is to place applicants on the bottom of the scale for the relevant grade unless they can demonstrate specific skills or experience, or are moving from another HEI or employer where they enjoyed a higher salary; in which case they may be placed at an appropriate higher point within the pay scale for the post.

The exception to this non-differentiation in recruitment methods is where it is a condition of grant funding that the post is offered to non-UK nationals, such as Marie Curie Fellowships. Marie Skłodowska-Curie actions (MSCA) is the researcher training strand of the European Union's research funding programme, 'Horizon2020'. MSCA enables universities, research centres and companies to host talented foreign researchers and to create strategic partnerships with leading institutions worldwide. The scheme accounts for 30% (€900 million per year) of all European research funding and provides fellowships and studentships across the breadth of EU member states. The grants fund all career stages of research, from PhD training to experienced researchers, with all subject areas eligible. MSCA grants aim to equip researchers with the necessary skills and international experience for a successful career. At the heart of MSCA, is the ethos of international, interdisciplinary and inter-sectoral mobility of researchers in Europe. As such, a condition of all MSCA funding is that researchers must move country, either within the EU or to the EU (sometimes via a non-EU country). MSCA rules state that 'a host institution cannot employ a researcher who has resided in that country for more than 12 months in the last 3 years'. Therefore, UK institutions cannot employ UK-based applicants on MSCA grants. This condition holds for all researchers supported through this scheme and is based on place of residence and not nationality. Such arrangements also benefit UK nationals, who are offered similar opportunities in European HEIs on a reciprocal basis.

Another example of where recruitment procedures are influenced by stipulations set out by funding authorities is highlighted by the University of Kent. Each year its School of European Culture and Languages offers short term training posts, of six months, recruited to by partner institutions in EEA countries and employed through Kent's direct hire process.

Roles that are required to meet the RLMT for non-EEA staff are advertised for 28 days as per the legal requirement, which may be longer than the advertising period for other posts. Under the Tier 2 arrangements, if a suitably qualified settled worker is available (i.e. a candidate who is a UK citizen, EU national, or holds Indefinite Leave to Remain or a UK Ancestry visa) for a post below PhD level, HEIs are legally obliged to appoint that worker to the vacancy. Heriot-Watt University explains its experiences in relation to the RLMT when seeking the specialist skills of research workers, as follows:

As stated above, our "norm" for advertising vacancies is routinely 2 weeks and there are very many of our vacancies that we advertise only for this period of time which attract a number of qualified UK candidates. It is already difficult to ascertain how helpful the RLMT is in certain roles, partly because the specialised skills of some research vacancies mean that there is a very small recruitment pool internationally, let alone within the UK or EEA, sometimes only 2 or 3 applicants worldwide. It is also unclear as to why a longer period of advertising is required to attract the local market. Requiring a 4-week advertising period for certain posts has not, in our experience, extrapolated into an increase of quality applicants from within the UK and is unlikely to do so in the future.

HEIs were consistent in their feedback that they have not changed their recruitment methods following the Brexit referendum. However, a number have highlighted the increasing need to respond to the questions and concerns of EEA applicants or potential applicants for posts around the possible implications of Brexit.

It is important to note that UK HEIs operate in a global and collaborative environment and international staff are critical to success. Recruiting EEA nationals is significantly faster and less bureaucratic than recruiting non-EEA nationals through the Tier 2 system. Having unfettered access to the best talent in Europe, and being able to attract and retain that talent freely and without hindrance, has been key to the UK's success as a global research nation, as measured by citation weight impacts.

2. Do recruitment methods differ by skill-type and occupation?

The higher education sector, like many others, employs staff in a wide range of roles, requiring very different types and levels of skills and experience. As such many, but not all, HEIs differentiate their recruitment, and also their selection, according to skill and seniority level, although the exact approach is not uniform across the sector.

For more senior and/or highly skilled roles – academic, research and senior specialist and technical – posts are generally advertised more widely: both nationally and internationally through specialist media and networks for the subject discipline. HEIs sometimes engage the services of specialist head-hunters/executive search consultants to identify strong candidates. More senior and specialist roles are nearly always advertised in such a way as to comply with the RLMT because it is a global market. Some disciplines may only have a handful of leading academics worldwide and is possible that none of them are EEA or UK nationals. In order to recruit successfully it is essential to take this approach and be prepared to issue a Certificate of Sponsorship as required. Senior scientific and technical expert roles are also very competitive as there is a limited talent pool and it is therefore essential to have the broadest reach when advertising such vacancies.

Senior professional services roles are likely to be advertised nationally, but would not necessarily be aimed at an international candidate pool, so would not, as standard, be advertised to meet the RLMT. It is more likely that professional services roles can be filled from within the UK or, occasionally, the EEA.

For professional services staff, as with academic staff, it is always the aim to recruit the best candidate for the job. However, it is not usually necessary to advertise internationally to find an appropriately qualified candidate for these posts. Senior professional services roles would normally be advertised nationally, as at this level candidates might be prepared to relocate for a senior post to further their career, and local advertising alone would limit the talent pool. However, for lower grade support roles (clerical, administrative, manual and less senior technical) posts would normally be advertised locally. The University of Liverpool, for

example, reports that there is a good range of candidates in the city region who have the skills and experience to fill their support staff roles.

Methods of application and selection methods generally also vary according to type of post, although there is no standard approach across the sector. Applications to higher grade posts are likely to require a CV and cover letter, whereas recruitment to lower grade posts might involve an application form. For academic staff, HEIs are likely to use a mix of methods to select the best candidate: there will typically be an interview, usually with an appointment panel, and other selection methods such as presentations and/or lectures. For example, at the University of Kent, for higher grades (grades 7 and above) including research and academic vacancies, applicants are required to submit a CV and covering letter. Selection for academic staff generally consists of a presentation to school staff and an interview with the appointment panel. At Staffordshire University selection to academic roles will involve an interview and the candidates being asked to deliver a lecture so that the selection panel can assess key skills such as verbal communication and technological skills. At the University of Edinburgh, selection processes for academic posts are most likely to take place over a number of days, comprising an in-depth interview with a substantial panel, often comprising academics from outside of the recruiting school, presentations relating to the candidate's area of research, seminar delivery, and individual meetings with key staff.

For professional services roles, the selection processes are similar to those used for academic and specialist roles, with interviews and possibly a presentation or test. At the University of Kent, for example, selection involves a test relevant to the role, such as in the use of particular IT skills. At the University of Edinburgh candidates for professional services posts are most likely to be selected following a short interview with a small panel, which may, depending on the technical and/or managerial level of the post, include a short presentation. Staffordshire University assesses candidates for senior management roles, using interviews, presentations and assessment tests.

For lower grade professional services posts (cleaning, catering and hospitality), there is likely to be an interview and possibly also a test relevant to the post.

3. What are the advantages and disadvantages of employing EEA workers?

As outlined above, HEIs recruit the best candidate for the post in question, and do not differentiate based on nationality; indeed to do so would breach anti-discrimination legislation in the Equality Act 2010. It is not a question of there being an overall advantage in employing EEA workers, over UK workers, per se; rather in some individual cases the best candidate for the job may happen to be an EEA national or a non-EEA national. Clearly, it is currently easier to recruit EEA nationals compared to non-EEA nationals, and this presents an existing advantage, though not in comparison to UK nationals. Nevertheless, there are distinct benefits to employing a diverse mix of staff, including EEA nationals, as outlined below.

For academic staff in particular, HEIs need to recruit the best academics and researchers for each subject area, regardless of their nationality. The specialist nature of academic work will sometimes mean that there are very few people globally who possess the required skills and experience for a particular post. As such, HEIs have no choice but to recruit from overseas in some instances.

Higher education is a global sector: research is increasingly collaborative and can operate across borders. Academic staff may come to the UK on either a short or long term basis to conduct research and to teach. It is therefore very important that academics are able to travel for work and relocate as necessary. The employment of EEA nationals (where they

are the best person for the role) strengthens educational collaborations and results in increased funding and investment in research in the UK. EEA nationals can bring with them different approaches to research which can have a positive influence on the research undertaken in the UK and on the skills that UK students will learn. Collaboration also brings access to world-class research networks, which benefits UK-based research, and builds important links with overseas institutions. Connectivity with other research institutions across the world and industry partners internationally facilitates the organisation of student placements: HEIs are finding that an increasing numbers of students want to undertake their professional training year placements internationally.

For research work in particular, the ability of staff to move between institutions (nationally and internationally) provides the most effective form of sharing insights and innovation between collaborating institutions.

EEA researchers and teaching staff play a huge role developing the knowledge and skills of both research staff and students (both post-graduate and under-graduate) creating an international diversity of ideas, knowledge and culture which is an essential part of higher education in a global economy. Students on most courses benefit from exposure to perspectives from peer countries in the developed world. Indeed, HEIs report that students increasingly expect an international perspective to their education and seek employment within a globalised labour market.

The academic and research staff at the University of Cambridge comprise globally renowned experts from a wide variety of nationalities and backgrounds. Cambridge highlights The Elsevier report of 2013, which found that the UK benefits from international researchers working in the UK and from UK researchers working overseas, even over periods of a few years. This phenomenon is described as ‘brain circulation’ – researchers moving between countries, learning new techniques, accessing equipment, sharing experiences and ultimately publishing findings, many of whom do so whilst working at UK research institutions. The existence of free movement within the EU/EEA has significantly aided ‘brain circulation’, in that it has aided not just EEA researchers coming to the UK, but UK researchers going to EEA countries.

It is not just exposure to global perspectives that is important; EEA staff also contribute to the high quality teaching received at UK universities: for example, at Aston University, which rated Gold for teaching excellence, EEA staff make up just under a quarter of academic staff (who undertake teaching and research) and almost 13% of ‘teaching only’ staff. EEA migrants who teach at Aston University contribute directly to graduates’ excellent degree and employment outcomes. 82% of Aston graduates find a professional level job or further studies within six months of graduating; many of whom (44%) are from disadvantaged backgrounds in the West Midlands region and further afield. As such EEA nationals have a direct impact on the upskilling and employment prospects of UK nationals in the local community.

EEA staff also bring direct financial benefits. For example, Birkbeck, University of London, reported being in receipt of approximately £2.5m annually from EU sources; mostly from personal awards and fellowships. The senior researcher in receipt of the personal award may come to the UK institution for two to three years, during which time they play a vital role in the institution’s research environment and lead projects which are often highly impactful for the UK. The following examples illustrate the range of impact that EEA nationals are continuing to have on higher education in the UK.

> University of Surrey:
> At the University of Surrey, Professor Dirk-Jan Dijk, Professor of Sleep and Chronobiology, is a very high profile researcher routinely publishing in Science and

Nature journals and has an H-index according to Google Scholar of >80. He is particularly well connected to researchers in the USA (Harvard University) and also across Europe (Liege, Belgium) and has been resident in the UK for 14 years having moved here from the USA. His research is world leading and, as a consequence, he has a number of links with industry. The impact that he and his research group (which includes many EEA nationals) has is significant to both the University and to the local and national economy.

Royal Academy of Music:
Although only a relatively small percentage of teaching staff at the Royal Academy of Music are from the EEA (15%), their work forms a crucial part of its broader educational offer to all students, British as well as international. From its establishment in 1822, the Academy has always prided itself on the range of European musical traditions represented amongst its teaching staff, and this has continued to the present day. It is arguable that the particular strength of British music education has been the interaction and interplay between these varied traditions. The contribution of the Academy's EEA staff is inestimable, and the Academy believes that they could not replace this range of skills and experience by substituting UK nationals for them.

The Academy's Vocal Department includes staff who are native speakers in German, French and Italian and who work as both language and opera coaches. This is an area of specialist expertise, which requires detailed knowledge of spoken pronunciation as well as the subtle and complex adaptations required by singers to ensure clarity of diction and effective communication with their audiences. There are very few coaches with this particular combination of expertise and they are almost all from the EEA.

Sheffield Hallam University:
The collaboration between Sheffield Hallam's Thin Films Research Centre in the Materials and Engineering Research Institute and Germany's Fraunhofer Institute for Surface Engineering and Thin Films in Braunschweig, has been operating effectively, driving forward the development and implementation of novel coatings technologies, for more than ten years. It provides an excellent example of the importance of the ability of students and research staff to move between institutions, thereby sharing knowledge and expertise, to successful research programmes. The impact of restricting such movement would be felt as it would dramatically hamper research progress particularly in highly specialised areas.

Aston University
Aston has a strong reputation for using research to support businesses in key sectors to grow and innovate. EEA staff working at Aston University have close links with regional SMEs. EEA migrants, including MSCA Fellows[6] make up a significant proportion of academics and research fellows from the Aston Institute of Photonic Technologies AIPT. Photonics is a science and technology platform based on the use of photons (particles of light) instead of electronics. It is an enabling technology, with applications including: telecommunications, data storage, optical metrology and imaging, medical diagnostics, broadband communications, manufacturing, healthcare, and many more. EEA MSCA Fellows in AITP frequently work on research

[6] The European Commission Marie Skłodowska-Curie Action (MSCA) Fellowships Scheme is designed to facilitate the mobility of international researchers in Europe. Fellows undertake a two year multi-disciplinary research and training project, supervised by a UK HEI host. Typically, funded Fellows are world class researchers who produce high quality outputs, patents, IP, publications, bring their network to UK HEIs, and develop follow-on projects.

proposals alongside local SMEs, conducting experimental research through to device design and prototyping with significant impact on the regional economy. The AIPT model harnesses the high quality outputs of researchers, often EEA MSCA Fellows, and transfers the practical, technology aspects directly to local SMEs via two multi-million European Regional Development Fund technology transfer projects.

University of Glasgow
Professor Salmeron-Sanchez holds a prestigious European Research Council Consolidator Award, and since arriving in Glasgow has built a now well established research group of 20 highly skilled individuals who are working at the interface of engineering and the medical sciences. Higher education has recently been awarded a £5m Engineering and Physical Sciences Research Council programme grant enabling him to draw together a team from three universities (Glasgow, Imperial, Nottingham) as well as the Scottish National Blood Transfusion Service to tackle major challenges in tissue therapy. Other examples of his research include work with charities, including The Leverhulme Trust and Cancer Research UK, and most notably on developing bone replacement for land-mine victims where he leads a large programme of research which includes a multidisciplinary team of engineers, biologists and surgeons (with Glasgow Royal Infirmary). He also engages closely with industry (for example local SMEs such as BiogelX, Taragenyx and Collagen Solutions) with whom he has developed collaborations, co-supervises PhD students and is currently discussing licensing options for his technology.

Have these changed following the Brexit referendum result?

The benefits of employing EEA nationals have not changed since the referendum, but higher education employers have needed to devote time and resources towards seeking to reassure their staff to dissuade them from leaving. 89% of HE employers[7] have also helped EEA staff with immigration-related applications.

The prolonged uncertainty over the ability to work and remain in the UK has had and will continue to have a negative impact on retaining existing talent and attracting new talent to UK HEIs. Already some HEIs have reported that they have made job offers to EEA nationals that have been rejected as a result of the UK's decision to leave the EU. For example, at Aston University, a Reader (the level above a senior lecturer) position was recently offered to a well-qualified EEA candidate, who turned down the position citing uncertainty over Brexit (particularly relating to their partner's situation rather than their own) as the reason. Similarly, Cardiff University reported that an EEA member of staff has already left the School of Physics and Astronomy due to the referendum result. The School is particularly vulnerable to changes due to the referendum as 17% of academic staff in the School are EEA nationals, and of the 19 academic staff recruited in physics over the last three years, 10 are EEA nationals.

4. To what extent has EEA and non-EEA migration affected the skills and training of the UK workers?

HEIs, by their very nature, play a critical role in educating, training and enhancing the skills of the existing and future domestic workforce. EEA nationals contribute directly to teaching and research conducted in all subject areas, but most notably in key areas including economics and econometrics (35% EU academics), modern languages (36% EU academics), physics, area studies, chemical engineering, and politics and international studies (each with 26% EU academics), and maths (25% EU academics). Without EEA

[7] UCEA/HEFCE Workforce Survey 2017

nationals, the viability of some subjects would be seriously threatened and even where such subjects could continue, their quality would be undermined without access to this diverse and talented pool of academics, as explored in the examples below:

- The Department of Cultures and Languages at Birkbeck, University of London, has the highest proportion of EEA academic staff within the institution, at 37% in total. The potential loss of these staff would be particularly significant as the department is relatively small at only 46 staff.
- At the University of Liverpool, the School of Modern Languages and Cultures offers a range of languages, including French, German, Spanish, Portuguese, Chinese, Italian, Basque and Catalan. In additional to academic staff the School also employs native language tutors who are vital to the support of the teaching of language.
- The University of Sheffield notes that if the pipeline of talent from the EEA were no longer available, there may be skills gaps, particularly in science and engineering, as due to the highly specialist nature of some roles there may only be a few individuals internationally who are able to fulfil the requirements of the job.

As well as educating and developing undergraduates and post-graduates from across the UK, academic staff, including EEA nationals, often work in partnership with local industries, as demonstrated in the following two examples:

Cardiff University

The National Software Academy is a centre of excellence for software engineering in Wales. It is an initiative by the Computer Science School at Cardiff University, working in partnership with Welsh Government and industry leaders, which aims to address the national shortage of skilled programming and software engineering graduates. The Academy currently employs two key staff who are EEA nationals: one who specialises within Web Semantic, Linked data, Ontologies, Information Retrieval, Knowledge Management and Information Extraction; and one who has teaching expertise in Information Architecture, Interactive Multimedia, Human-Computer Interaction and Developing for Mobile Applications.

University of Lincoln

The University of Lincoln has an established track record of co-designing and co-delivering degree programmes and related activity in partnership with industry (public, private and third sector) to meet their employment, research and development needs. The University has established six new STEM schools in the last seven years based on this model. It has recently been recognised for its pioneering approach to working with industry, and has developed unique relationships with companies such as Siemens and the Lincolnshire Co-op, demonstrating its innovative industry-engaged approach. It is one of only a handful of HEIs to hold Global Principal Partner status with Siemens. It is currently driving major research and development in the agri-food sector, which is heavily reliant on an EEA migrant labour force. Ninety-five per cent of the University's recent graduates were in work or further study six months after finishing their course, securing jobs at major companies and organisations around the world.

Academic staff, including EEA nationals, develop opportunities for student placements, supporting future employability, as shown in the example below:

Cardiff University

Within the School of Pharmacy and Pharmaceutical Sciences, an EEA national lecturer specialising in teaching and scholarship leads the undergraduate placement-based learning within the School of Pharmacy. This learning is important as it supports students during their transition to independent healthcare practitioners within their future careers, impacting on the local and national environments.

Academic staff, including EEA nationals, have contributed to development opportunities in their local communities, as per the example below:

University of Liverpool

Dr Panayiota Vassilopoulou is a Senior Lecturer in the University's Department of Philosophy and has been involved in developing extensive and sustained knowledge exchange links with cultural institutions and communities across the North West of England. She pioneered Academic Residencies as a form of institutions collaboration between the University and the creative and cultural sector, by becoming Philosopher in Residence at the Bluecoat, Liverpool's Centre for contemporary arts and held that position between 2013 and 2015. This model of situated cross-institutional collaboration, was followed up by a Sociologist-in-Residence (Bluecoat 2016-17), a Poet-in-Residence (Open Eye Gallery, 2017) and her own appointment as Resident Philosopher at Bury Art Museum and Sculpture Centre (2017), where she worked with the museum's curators and Artist-in-Residence on the exhibition, Random Archive. Through her Residencies, she offered a rich and diverse programme of philosophy public events, thereby attracting new audiences to partner institutions and contributing to the ways the community engages with philosophy and art. She also offered consultation to the partner institutions and staff training, thus enriching the diversity and level of reflection on the education programmes and the artistic choices made by institutions.

By aligning practice, research and teaching, Dr Vassilopoulou has developed her regional links to establish studentships and placements with over 15 cultural partners. Since 2011, a three-month curatorial studentship with Tate Liverpool, which had previously been advertised nationally, is being offered exclusively to one University of Liverpool MA student each year; in 2013 the model was adopted by LiNK, a School of the Arts placement initiative for PhD students that now runs as a University-wide programme. These opportunities have afforded students invaluable knowledge, experience and networking skills to succeed in the creative sector, as confirmed by graduates' career paths (recent examples include: Educational Manager, National Museums Liverpool; Artistic Director, Royal Standard; Development Coordinator, FACT, Exhibitions Assistant, Tate Liverpool; Curator, Open Eye).

5. How involved are universities and training providers in ensuring that the UK workforce has the skills needed to fill key roles/roles in high demand in your sector? Do you have plans to increase this involvement in the future?

HEIs are involved in a wide range of activities and programmes that seek to ensure a pipeline of UK academic and professional staff and, clearly, they play a critical role in upskilling the domestic population, through the provision of high quality degree and postgraduate level courses. However, it is vital to recognise that the delivery of a world-class education requires world-class teaching and learning opportunities, which by definition, necessitates recruiting the best, world-leading academics and researchers, regardless of nationality.

Supporting PhD students

The higher education sector is engaged in a wide variety of activities designed specifically to create a pipeline of UK academic and research talent. HEIs have a track record of developing PhD students to carry out teaching and research in order to train them prior to joining the workforce, commonly through a Graduate Teaching Assistants framework, which provides doctoral students with the opportunity to teach, which is key when considering a career in academia. The University of Sheffield uses its Graduate Teaching Assistant opportunities to create a strong pipeline of academics for the future, at PhD level. Leeds Beckett University currently employs 45 Graduate Teaching Assistants, a role which combines PhD study with part-time lecturing.

The London School of Economics and Political Science (LSE) is committed to ensuring that it supports PhD candidates to succeed in academic careers and, has been extremely successful in providing highly trained teachers and researchers for the UK higher education sector. The results of LSE's PhD Destinations of Leavers from Higher Education (DLHE) survey demonstrate that, over the last five years, 61% of LSE's UK PhD graduates have moved into academia and 85% of these have stayed to work in the UK.

Supporting career development of researchers

The Concordat to Support the Career Development of Researchers is an agreement between funders and employers of research staff to improve the employment and support for researchers and research careers in UK higher education. It sets out clear standards that research staff can expect from the institution that employs them, as well as their responsibilities as researchers. Although the seven principles of the Concordat are specific to the UK context, they encompass most of the 40 principles of the European Charter for Researchers and Code of Conduct for the Recruitment of Researchers.

Implementation of the Concordat in the higher education sector is intended to sustain research excellence and bring benefits to the health, economy and well-being of the UK including: increasing attractiveness of the UK for talented researchers, improving research output and impact, attracting and retaining researchers from the widest pool of talent; and providing potential to secure more research funding, being particularly useful for attracting EU funding.

In recognition for commitment to the Concordat's principles, HEIs can apply for the HR Excellence in Research Award. The HR Excellence in Research logo tells researchers that a HEI is committed to supporting their careers and can give them confidence about moving to a new institution, perhaps in a new country. A main driver for the initiative is to ensure that Europe is an attractive place for researchers from all over the globe. At October 2017, 100 UK HEIs hold the Award.

National frameworks to support teaching and research

The higher education sector has developed a number of nationally-recognised frameworks for benchmarking success within HE teaching and learning support and research:

- For teaching and supporting learning in higher education: the Higher Education Academy's (HEA) UK Professional Standards Framework (UKPSF) is a comprehensive set of professional standards and guidelines, which can be applied to personal development programmes at individual or institutional level to improve teaching quality, and the student experience.

- For research: the Vitae Researcher Development Framework is a professional development framework for planning, promoting and supporting the personal, professional and career development of researchers in higher education. This

approach to researcher development aims to enhance capacity to build the UK workforce, develop world-class researchers and build the research base.

Individual HEI initiatives

In addition to the national frameworks and awards, HEIs often develop their own frameworks to support academic staff development, as illustrated by the two examples below.

University of Southampton

The University of Southampton has established a 'continuum of development for researchers' (initiated under the Roberts funding), with the explicit aim of supplying doctoral and early career researchers to both the academic and non-academic workforce. The Doctoral College, in partnership with Faculties, provides a full programme of development which largely focuses on transferable skills, whilst the Centre for Higher Education Practice supports the professional development of research and academic staff communities (i.e. attendances averaging 6,000 each year, combined total). The fundamental premise of the Doctoral College and Research Staff programmes was to create a pipeline of skilled researchers for academia, industry and the European research area. Notably, in support of the UK academic pipeline, the University of Southampton's Centre for Higher Education Practice (CHEP) develops educator skills, primarily through the Postgraduate Certificate in Academic Practice, and provides initial teacher-training to early stage and early career researchers. In the future, CHEP will adopt an integrated approach towards developing staff, supporting the whole academic lifecycle.

University of Edinburgh

The University of Edinburgh's flagship Chancellor's Fellowship scheme invests in the future of academic staff by offering five-year fellowships across multiple disciplines which support early career researchers at the start of their independent academic careers. The scheme is open to UK, EEA and non-EEA nationals and has supported the development of over 70 UK early career academics since its launch in 2012.

Future academic leaders

The higher education sector is also committed to developing a future generation of academic leaders, as critical to the success of HEIs. The programmes run by HEIs are either:

- Developed internally by the individual HEI: for instance, Durham University has prioritised academic and research leadership through its Academic Leaders Programme (aimed at staff who are about to become, or have the potential to become, the head of an academic unit), its Leading Research Programme (aimed at early career researchers who have, or are about to obtain, their first research grant) and its Future Leaders Programme (aimed at professional and academic staff who have the potential to become the leaders of the future); or
- Linked to external frameworks, such as: the Academic Leadership Programme of the HEA; and the Leadership Foundation for Higher Education, which runs a wide variety of programmes to develop future academic leaders at different levels of leadership within the sector.

Apprenticeships

HEIs, as employers, are very conscious of the need to develop their own workforce and support future talent pipelines. The majority of HEIs (60.6%) already employ apprentices and a further 22.5% plan to do so in the near future[8]. The sector is seeking to maximise the opportunities provided by the apprenticeship levy to offer a variety of apprenticeship programmes designed to upskill the sector workforce and is increasing its provision in this

[8] UCEA/HEFCE Workforce Survey 2017

area as more standards are approved. University of Exeter, for example, has an apprenticeship strategy and a programme to improve workforce capability, through growing their own talent from a variety of entry routes, and enhancing skills of their existing staff to meet their existing and future skills gaps, particularly for professional services and technical roles. Heriot-Watt University offers Modern Apprenticeships to develop administration and office skills and has recently introduced Graduate Level Apprenticeships across the key development areas of – IT Management for Business; IT: Software Development for Business; and Engineering: Design and Manufacturing. The University of Salford is currently employing its first tranche of apprentices and through its Brexit task group has been discussing ways to nurture home-grown/in-house talent as part of its Recruitment and Talent Management Strategy. Middlesex University London has plans for the following degree apprenticeships; Management Level 7, Higher Education Administrator Level 6 and Doctorate Level 8.

More widely, the higher education sector is currently developing three significant new apprenticeship standards to seek to offer development opportunities in the core HE workforce:

- Academic Professional standard (level 7)
- Higher Education Professional standard (level 7)
- Professional Assistant Technician standard (level 3)

These are being developed by a large consortium ("Trailblazer") of 115 HEIs and as such, it is likely that the majority of HEIs will offer one or more of these three standards to prospective and existing staff once the standards are finalised and ready for delivery.

Staffordshire University is currently devising a five-year apprentice training programme designed to ensure that the workforce skill level is aligned to its strategic plan. It is one of two universities leading the "Trailblazer" group to develop the academic professional apprenticeship standard, and plans to use its levy for 30 academic professional apprenticeships over the next 12 months. Also, in response to particular difficulties in the recruitment of IT and computing staff, Staffordshire University is creating three IT degree-apprenticeships to fill these vacant posts and will continue to consider the use of apprenticeships where there are difficulties recruiting to roles.

<u>Internal staff development programmes</u>
HEIs provide a variety of other internal staff development programmes that reflect the diverse career pathways within the sector. These include training opportunities for the development of transferable skills as well as discipline-specific/technical skills and management development.

Durham University, for example, offers mentoring and coaching schemes to all staff, with mentors chosen on the basis of subject area and experience. Departmental mentoring schemes are in place to support new members of staff (academic and non-academic); and to support research active staff. Mentors are chosen because of their subject area and experience in the university, and EEA staff have a key role in mentoring UK workers. Similarly, the coaching network is open to all staff and there are a number of EEA staff registered as coaches. Coaches are chosen based upon their skills and abilities as a coach and their willingness to help support individuals.

The University of Southampton is involved in a wide variety of initiatives to support the development of managers and staff. The University of Southampton's Leadership and Management Development Framework provides a suite of training interventions, including understanding change, enabling change, maximising contribution, managing

underperformance, appraisal training and promotions interview training. The University of Southampton supports the development of senior managers through 'The Jubilee Group', where the purpose is to support, develop, and grow a pipeline of talented and capable leaders, able to fill senior roles and portfolios within the University and HE sector. It also runs 'The Leadership Circles' programme, with the purpose of providing middle managers with an opportunity to broaden their leadership thinking and gain an understanding of the wider leadership challenges faced at the University.

To conclude, the higher education sector is experiencing difficulties recruiting staff to a variety of role types. Those mentioned most frequently in response to this call for evidence are academic and research roles in the STEM subjects, business and management academics and digital and IT workers. This is backed up by the UCEA/HEFCE Workforce Survey 2017, which found that HEIs had experienced recruitment difficulties for academic roles in engineering and technology (61% of HEIs), biological, mathematical and physical sciences (32%) and administrative and business studies (29%); while 62% of HEIs had experienced difficulties recruiting IT professionals. As highlighted later in this response, HEIs are concerned about their ability to continue to recruit staff to support their research and teaching; one important initiative seeking to address this being the Technician Commitment (which is described in response to question 6).

The examples above provide evidence of the range of work that HEIs are undertaking to develop their staff as well as the UK workforce more widely. This will go some way meeting the skills gaps of UK workers to create a pipeline of home-grown talent. However, it is crucial to appreciate that the very nature of academia requires the engagement of staff with highly specialised, niche skills and knowledge, which cannot be replaced in the short to medium-term. Developing and moving through the normal academic career route requires a first degree, postgraduate study and postgraduate training, then between five to eight years progression through the Lecturer/Research Associate – Fellow – Professorial route; this is from the point of entry into university at undergraduate level. Developing the greater range of skills and knowledge that the sector needs in the UK workforce also requires a long-term, holistic approach to Government policy in relation to training and educational opportunities. Even if it were possible to employ a fully home grown staff body, this would put the UK higher education sector at a considerable disadvantage compared to its international competitors. The academic workforce will remain highly international even with a significant academic workforce from the UK, and universities will always need to recruit the best academic or researcher for the required field, which will mean continuing to recruit from abroad seeking global talent. The benefits of recruiting the very best skills, of international collaboration and partnerships, as set out elsewhere in this paper, cannot be underestimated.

6. How well aware are you of current UK migration policies for non-EEA migrants? If new immigration policies restrict the numbers of low-skilled migrants who can come to work in the UK, which forms of migration into low-skilled work should be prioritised?
For example, the current shortage occupation list applies to high skilled occupations; do you think this should be expanded to cover lower skill levels?

HEIs are significant employers of non-EEA migrants – 9% of the total higher education workforce are non-EEA nationals – and are highly aware of their responsibilities as sponsors of migrants, particularly under Tiers 2 and 4, but also increasingly under Tier 1 Exceptional Talent and Tier 5.

UCEA runs a very active Immigration HR Network for HR professionals in HEIs specialising in immigration policy and provides regular, detailed training sessions for HR professionals new to this policy area.

HEIs are very aware of the immigration rules for Tier 2 and devote resources to complying with those rules. As such they have a good understanding of the implications for them as employers, and for HEIs as research institutes and providers of higher education, were the Tier 2 rules to be applied to non-UK EEA migrants.

UCEA's response to the 2015 MAC call for evidence on the review of Tier 2 highlighted the sector's concerns about the Tier 2 system creating barriers to the employment of emerging early career researchers, for example due to salary thresholds or restrictions on dependents' rights. Please refer to that submission for more details. If the Tier 2 system were extended to EEA nationals, HEIs' concerns would extend also to the future employment of technical staff and language assistants, where EEA nationals currently comprise a significant minority of these staff groups. These key posts are not categorised as "highly-skilled" and in many cases would not meet the current Tier 2 salary and skill thresholds.

Technicians

Technicians' roles, such as laboratory assistants and equipment specialists, are intrinsic to supporting high quality research in HEIs. Technicians also play an important role in directly upskilling the future UK workforce by leading practical laboratory work and teaching technical skills to students. EU Technical staff comprise 7.1% of all Technical staff in HEIs, though this of course varies between HEIs. One HEI, for example, reported that 16% of its Technicians are EEA nationals.

The main subject areas supported by Technicians are Science, engineering and production; although the area with the greatest proportion of EU technicians is national and social sciences (20% EU staff). Technical support staff can be found in a wide range of subject areas, not just STEM, for example, at the Royal Academy of Music, in terms of teaching support, there are three luthiers from the EEA. There is a severe shortage of luthiers in this country with the necessary breadth of experience to deal with the wide range of over 200 historic instruments in the Academy's collection, all of which require ongoing care and maintenance. When the Academy appointed its current curator of strings, four out of the five shortlisted applicants were from EEA countries.

Currently, HEIs can only appoint EEA nationals (including UK nationals) to Technician posts as the skill level for the roles is classified as being too low, even though the posts are highly specialised and require unique skills and expertise, for example radar analysts in the Antarctic and spectroscopy specialists. The majority of Technicians are educated to NQF level 6 and many hold a PhD, and this is particularly so for EU Technical staff: while 9% of UK Technical staff held a PhD in 2015-16, 20.6% of EU Technical staff do.

Moreover, half the Technical staff in the sector do not meet the current Tier 2 minimum salary threshold of £30,000 (see Part 1). In 2017-18, over half the EU Technical staff were on salary points below this threshold.

HEIs are rightly concerned about their ability to continue to recruit sufficient staff with the right skills and expertise to support their research and teaching. The sector is developing two new initiatives to develop the future Technician workforce:

- Professional Assistant Technician (level 3)
- The Technician Commitment

As explained in responding to question 5, the Professional Assistant Technician Apprenticeship is being developed by a large consortium ("Trailblazer") of 115 HEIs, as an entry-level apprenticeship for Technicians. However, the apprenticeship is still in the development stages at the time of writing. Higher level apprenticeship standards for Technicians may be developed in the future once the level 3 Standard is approved for delivery.

The Technician Commitment[9] is a sector-wide initiative developed by the Science Council and supported by the Gatsby Foundation. The Commitment was developed to seek to address the UK's shortage of Technicians. It was acknowledged that despite the importance of technicians, their role is not well-recognised and their career and professional development can be overlooked. The aging technical workforce also means that large numbers of highly-skilled technicians are retiring every year. UCEA is a member of the steering group for the Commitment, which was launched on 31 May 2017, and 58 HEIs have already signed up to it so far.

Individual HEIs are putting the Technician Commitment into practice locally, to continue to develop the future technician workforce. For example, the University of Nottingham has developed its 'Technical Services Strategy' to ensure they achieve the vision of attracting and retaining the highest quality technicians. The Strategy has been developed by the University's Technical Managers, across a range of disciplines in partnership with the University's Technical Skills and Development Manager (a cross University role introduced in 2016) and senior leadership. The strategy has four strands, aligned to key elements of the University's Global Strategy 2012; Research excellence, Teaching and Student Experience, People and Partnerships for Growth and is due to launch internally in early 2018.

Whilst these two initiatives will support the sector in developing future domestic workforce, there will still be a need in the short to medium term to be able to recruit an appropriately skilled and specialist Technician workforce from the wider EEA. Nevertheless, it is also very important to recognise that the specialist nature of some research work will mean that it may not always be possible to recruit a UK national to support particular projects; hence some prioritisation of these roles in any future immigration system would be necessary for the sector to support research in science, technology, engineering, arts and mathematics (STEAM) effectively.

Language Assistants

Modern language assistant posts are often filled by native speaker EEA nationals. If restrictions were placed on EEA nationals filling such roles in a future immigration system, some language courses in HEIs would become unviable. The technical spoken, aural and writing components are intrinsic to modern language degrees and are vital for preparing students for the overseas study component of their course. Without sufficient numbers of appropriately skilled language assistants in the range of language courses available, the quality of modern language degrees in the UK would suffer.

Lower skilled staff

HEIs employ EEA staff in low-skilled roles such as porters, catering and hospitality assistants and cleaners. In some HEIs EEA nationals can represent a fifth of staff in these lower grades. If restrictions were placed on recruitment to these roles, many HEIs would face recruitment challenges in their support functions at a time when all other employers would similarly be seeking to replace labour. With employers recruiting from the same, depleted, pool of potential applicants, any changes to free movement should be brought in in such a way as to avoid a cliff edge and provide a transition phase to source staff for these low-skilled but important support functions.

[9] http://technicians.org.uk/techniciancommitment/

Research Assistants

Early career researchers may not meet the current Tier 2 minimum salary threshold with around 8% of EEA researchers falling below the current experienced threshold. If the current Tier 2 system were applied to EEA staff, HEIs could miss out on talented research assistants who could go on to fill highly-skilled research fellow positions. HEIs are concerned about a potential risk to their future talent pipeline and to UK research in general if their talent pool is reduced to exclude EEA nationals.

Recruitment of EEA students post-study

When considering possibilities for a future immigration system, and reflecting on the current non-EEA immigration rules, HEIs are concerned about there being any restrictions on the ability of EEA students to move into employment post-study and the impact that would have on their academic and research talent pipelines.

Barriers to post-study work could deter EEA students from choosing the UK for their studies, which as well as reducing the income for the institution and the economic benefit for the local economy, would also reduce the future talent pipeline from which HEIs can recruit. Limiting the potential pool of early career academic staff would remove the potential contribution of EEA nationals to UK-based research and the upskilling of UK students. It would be more beneficial to the UK to be able to retain the skills of these highly-qualified graduates.

The University of Edinburgh commented that:

> "International students form an important global alumni network for universities and this can be especially important in research—not only may students introduce different research methods whilst at university but they may also develop links allowing them to continue to collaborate on projects with UK-based researchers when they return to their home country."

The London School of Economics and Political Science (LSE) gave an example of the benefit to the UK economy and UK higher education of EEA students going on to work in this country after university:

> "Of the taught EU students that go on to work in the UK, the majority hold professional-level jobs in key sectors that support the UK economy and society. For example, 60% of LSE EU graduates in 2015/16 were Managers / Directors or in professional occupations. EU postgraduate students particularly go on to work in financial services (21%); education (12%); and NGOs/international development (10%). Around 65% of LSE EU PhD graduates move into academic careers after completing their doctorate. Of these, 58% remain in the UK in academic roles representing a valuable pool of talent that it is crucial we maintain in a post-Brexit immigration system."

Concerns about the potential burden of a new immigration system for EEA staff

As noted above, HEIs are very familiar with the current non-EEA immigration rules and work associated with compliance. Several HEIs have modelled the likely cost of administering a similar system for EEA staff, in addition to that for existing non-EEA staff. The costs are significant, relating to recruitment, administration, systems and financial resource to understand apply and communicate new rules, and ongoing compliance and audit. If the same rules were applied to non-EEA staff, one HEI suggested that it would require at least five additional full-time equivalent posts to support the expanded system. Many HEIs would see the number of staff requiring visas increasing significantly – in some cases more than doubling.

The University of Exeter explained that:

> "We currently employ a full-time member of staff to oversee the university's compliance duties for our 163 Tier 2 international staff, and a smaller number of Tier 5 temporary workers. This includes ensuring Home Office policy is translated into working practice; supporting managers and HR colleagues to meet in full our sponsor duties regarding recruitment, record keeping etc; and supporting international staff with visa applications. As we currently have 616 EEA staff – primarily employed in academic roles – there would be a significant new administrative overhead if the UK government required visas for even a small proportion of these numbers."

Edinburgh Napier University estimates the administrative burden associated with processing non EEA international applications is at least double that of other applicants. This includes the initial analysis of the role to establish Tier 2 applicability, sponsorship and visa administration and on-going post appointment checks to ensure the University meets its regulatory obligations.

In addition to the administrative costs, an immigration system for EEA nationals might bring with it costs for visas, certificate of sponsorships, NHS surcharges and immigration skills charge. These are likely to deter EEA nationals from choosing the UK as a destination for their future research and teaching work, to the potential detriment of UK higher education. Under the current Tier 2 system, some HEIs chose to fund some of these costs for their non-EEA staff but may find it unaffordable to extend such a policy to all migrant staff.

PhD-level roles are currently exempt from the immigration skills charge, and HEIs would wish to see recognition of the value of these roles in a new immigration system. As one HEI described it "PhD level roles in particular should be exempt as the value brought in by staff working in this area far outweighs any revenue that would be raised by such a system".

Any restrictions on the ability of dependents to come to the UK and/or to work would be a further deterrent to EEA academics choosing to work in the UK. At present it is difficult to know how many dependents EEA staff have as there is no visa system for EEA nationals and therefore no concept of "dependents" off EEA nationals, as 'dependents' can move and work as freely as their partners. However, as a proxy, we can refer to the research undertaken by the Permits Foundation in 2015[10] which showed that 97.6% of the dependants of respondent Tier 2 visa holders were educated to degree level (NQF 6) and above and four-fifths work in managerial or professional occupations in the UK. It is in the interests of the UK to enable such individuals to be active in the labour market and contribute to the state, rather than design policies that promote economic inactivity. Moreover, such restrictions would deter the main visa holder from coming to the UK in the first place: over 80% of the 222 Tier 2 HE sector staff who responded to the survey said that they would probably not (40%) or definitely not (41%) have accepted the current assignment if their spouse or partner did not have the right to work in the UK. If an immigration system is applied to EEA workers, there should be no restrictions on the ability of dependents to come to the UK and to work. This would avoid deterring talented EEA staff and their dependents from contributing to the UK economy.

One aim of an immigration system is to deter employers from seeking to recruit non-UK workers (or currently non-EEA workers). However, as outlined in this response, UK HEIs often need to recruit from overseas in order to fill very specialist posts and to recruit world-leading experts. It is not a question of overlooking domestic talent in favour of overseas

[10] Data extract from survey by Permits Foundation to access the mobility and social impacts of restricting the right of dependants of Tier 2 visa holders to work in the UK (September 2015); Referenced in the UCEA submission to Call for Evidence on the Review of Tier 2 (September 2015).

talent; rather the global nature of higher education and the specialisms involved in many subject areas will always mean that HEIs will need to recruit from across the world.

Introducing burdensome, costly immigration rules and visas will not deter HEIs from recruiting internationally; it will only serve to make higher education and research in the UK more expensive.