POLICY REVIEW

BREXIT

SUMMARY

The mission of the Campaign for Science and Engineering (CaSE) is to ensure the UK has the policies, funding and skills to enable science and engineering to thrive. On that basis, this report makes recommendations for Government to guide negotiations and development of domestic policy as the UK leaves the European Union. It draws on public data, statements and reports and wide consultation with member organisations from across the spectrum of science and engineering.

A thriving science and engineering environment is built on a complex and finely-tuned web of organisations, regulation, skills, funding, standards, infrastructure, agreements and connections. The UK environment is internationally competitive, but there are areas for development. Leaving the EU provides a reset point to address some of these areas. In parallel, substantial change inevitably brings significant risks, and these must be adequately and comprehensively addressed.

SECURE AN AMBITIOUS AGREEMENT ON RESEARCH AND INNOVATION WITH THE EU

Science and innovation is an area of UK competitive strength, a mutual benefit of our relationship with Europe that currently works well, and an endeavour attracting broad support from the UK public and Government. It must be a pillar of the negotiations with the EU.

COORDINATE GOVERNMENT EFFORTS TO UNLEASH UK SCIENCE AND ENGINEERING POTENTIAL

To meet the economic, health, security and environmental challenges facing our society, the coordinated effort of Government is required. Alongside the negotiations, Government must ensure domestic policy and funding work together to support a thriving science and innovation base for the wider benefit of the UK.

CaSE
Campaign for Science and Engineering

INTRODUCTION

Science is a significant and successful feature of the UK-EU relationship. At a national, organisational and individual level there are science and engineering ties between the UK and the EU. Leaving the EU will bring changes to these relationships; however there is strong consensus that it must not result in severing the ties if the UK is to build on its science and engineering strength in future.

This report draws on input from our members spanning the science and engineering sectors and makes recommendations for EU negotiations and domestic policy in these priority areas.

PRIORITIES FOR BREXIT

PEOPLE

Development, retention, access and mobility of global talent

16% EU   12% non-EU

28% of academic staff in UK universities are non-UK nationals (1)

30% of London-based digital tech start-up founders were born overseas (4)

FUNDING

Access to EU programmes and networks, and ambitious domestic funding

€ € € € €

18% of all money received from the EU by the UK is for R&D (2)

60% of the UK's internationally co-authored papers are with EU partners (5)

REGULATION

A stable regulatory environment that facilitates trade, access to markets and innovation

34

Number of European regulatory agencies' frameworks which affect the UK (3)

The UK's Medicines and Healthcare products Regulatory Agency led a third of all EU-wide safety reviews since 2012 (6)

Achieving a positive outcome for science and engineering from Brexit will require Government pushing all its levers for supporting science and innovation in the same direction, including domestic policies and negotiation outcomes.

APPROACH TO BREXIT

As the negotiations move into the second phase, Government and Parliament have a duty to ensure that evidence and science advice informs their decisions, positions, and scrutiny. The reluctance to present evidence transparently in relation to Brexit so far is concerning. CaSE calls on Government to ensure the transparent and rigorous use of evidence and science advice in all its decisions, documents and messaging on Brexit.

- Put in place structures and processes in Government and Parliament to ensure scientific and technical expertise and advice is accessed
- Take a lead on transparency and good use of evidence across all messaging, policy and publication of data
- Publish the underpinning body of evidence when domestic policies are announced, clearly stating the basis for a decision where it conflicts with the weight of evidence

RECOMMENDATIONS

SECURE AN AMBITIOUS AGREEMENT ON RESEARCH AND INNOVATION WITH THE EU

PEOPLE

- Reciprocal frictionless movement for science and engineering professionals

FUNDING

- Secure full UK participation in Framework Programme 9

REGULATION

- Prioritise stability and harmonisation of regulation in established areas
- Seek influence on regulation that impacts on UK science and engineering

COORDINATE GOVERNMENT EFFORTS TO UNLEASH UK SCIENCE AND ENGINEERING POTENTIAL

PEOPLE

- Take radical action to deliver diversity in STEM
- Transform recruitment and retention of teachers
- Equip providers to deliver high-quality STEM education
- Abolish the Tier 2 (General) cap
- Permit research activity overseas in Indefinite Leave to Remain rules
- Promote the UK as a place to learn, earn and contribute
- Create an immigration system that supports the retention, access and movement of those who lead, undertake and support research and innovation

FUNDING

- Assess and mitigate impact of likely EU funding changes
- Increase public investment in R&D to 0.7% of GDP by 2022
- Create a cross-government international research and innovation strategy

REGULATION

- Lead the world in regulation of emerging areas of science and innovation
- Access and use scientific and technical expertise and advice

3

PEOPLE

INVEST IN SKILLS FOR THE FUTURE

Two thirds of roles on the Shortage Occupation List are in STEM, and we face the largest skills gaps in the areas where we have the lowest diversity. In her first speech as Prime Minister, Theresa May said, "We will do everything we can to help anybody, whatever your background, to go as far as your talents will take you." (7) The UK must develop and equip a wider-range and growing number of UK citizens into STEM study and work to meet skills needs, to provide fulfilling careers for individuals and well-paid jobs for the economy.

Take radical action to deliver diversity in STEM

Under-representation in STEM is perpetuated by a lack of knowledge of career pathways, and careers provision is unevenly distributed. Without action, measures to grow apprenticeships and technical education will compound the issue. Female apprentices are more likely to be found in sectors with lower pay, qualification levels and career prospects and the proportion of female STEM apprentices is declining. Data for a wider range of characteristics is lacking.

Government is well positioned to take a lead on coordinating and using diversity data, and to embed diversity and inclusion throughout a joined-up careers strategy*, including:

Increase the budget for schools and colleges by £40m to fund 0.25FTE (based on average teacher salary) to deliver on the Career Leader ambition.

Set out a challenge as part of the Industrial Strategy Challenge Fund to take a research-led approach to delivering diversity in STEM education and the workforce.

Mandate the Institute for Apprenticeships to embed diversity monitoring, ensuring coverage of multiple characteristics by sector. Consider options for using funding as a lever to increase diversity where progress is insufficient.

*This is fully explored in our Diversity Policy Review: www.sciencecampaign.org.uk/resource/diversity2018.html

Transform recruitment and retention of teachers

If the UK is to build on its science and engineering strengths, the Government must address the current emergency caused by the shortage of specialist, qualified teachers in mathematics, physics, computing, engineering, and design & technology.

Develop an evidence-based, long-term, fully-funded strategy to improve recruitment and retention of teachers of these subjects in primary, secondary and further education.

Equip providers to deliver high-quality STEM education

Deliver sustainable funding for further and higher education, maintaining real-terms funding for high-cost STEM subjects, including for part-time provision.

Reform the apprenticeship levy so that targets, funding and scheme rules work together to develop more highly-skilled STEM workers and give employers sufficient flexibility.

4

A GLOBAL SCIENCE AND ENGINEERING HUB

Leaving the European Union provides a reset point for UK immigration policy. There is an opportunity to develop a new UK immigration system that contributes to the UK being a global hub for science and engineering.

Research is international and intrinsically collaborative. It is built upon the creation of ideas, sharing of expertise and the development of partnerships to expand the boundaries of knowledge, tackle global challenges and improve quality of life. This vibrant research and innovation environment is fuelled by mobility of people.

The UK has benefitted from free movement of scientists and engineers across the EU and recruitment from beyond the EU. Scientific breakthroughs are not developed in isolation – mobility is a key contributor to the highest standards of performance. It is therefore unsurprising that international movement is a feature of academic researchers' careers - 72% of UK-based scientists spent time at non-UK institutions between 1996 and 2015. (8)

The public support immigration of scientists and engineers

Nine in ten people think that scientists (90%) and engineers (88%) make a valuable contribution to society. (9) This approval rating appears to apply equally to migrant scientists and engineers, 86% of the British public want to increase or maintain levels of immigration of scientists and engineers. Only 18% of Leave-voters want migration of scientists and engineers to decrease. (10)

Brexit uncertainty is affecting the UK's reputation as a go-to science nation

In a Prospect member survey of 650 EU nationals working in the UK nearly 70% of respondents said they are thinking of leaving the UK because of Brexit. (11) 47% of British Heart Foundation funded researchers are 'more likely' to take up a post outside the UK than before the vote to leave the EU, rising to 80% for non-UK EU nationals. (12) Some members spoke of staff holding offers for work overseas and waiting to see what happens in the UK before making relocation decisions.

Organisations have started to see a decline in the flow of talent from the EU to the UK, noting that the best candidates are harder to attract. This is reflected in application patterns for research positions, including PhDs, postdoctoral roles, fellowships and academic posts. In their submissions to CaSE members reported:

- In 2017, the proportion of EEA researchers applying to Wellcome's early career research schemes fell by 14%.
- UCL have seen significant drops in application rates from EU nationals for postgraduate research roles and academic posts and in 2017 had no applications from the EU for their Life and Medical Sciences research excellence fellowships that offer three years' salary and £50,000 of research funds. In previous years, EU nationals made up approximately a third of applicants.
- Major science funders, including Wellcome Trust, British Heart Foundation and Cancer Research UK, report instances of candidates for prestigious research fellowships and funding turning down the opportunity citing uncertainty due to Brexit as a key factor.

REBUILD CONFIDENCE IN THE SHORT TERM

The UK must rebuild its reputation as a nation open for business. Current immigration policy is a bellwether for future action. A radical change of approach is needed in immigration policy and messaging if the UK is to compete for globally-mobile international talent. Government must unilaterally make changes to signal they are serious about welcoming science and engineering talent to the UK and provide confidence to individuals and employers in Brexit transition.

Abolish the Tier 2 (General) cap

The Tier 2 cap conflicts with messages from Government about Global Britain. Productivity will suffer if firms cannot access the talent they need when they need it. In the short term, the Government should exempt roles on the Shortage Occupation List and PhD level roles from the Tier 2 cap. No such arbitrary cap on skilled workers should be implemented in any new system.

Permit research activity overseas in Indefinite Leave to Remain rules

Some UK-based research projects require long periods overseas. Rules preventing researchers wishing to obtain Indefinite Leave to Remain (ILR) in the UK from spending more than 180 days overseas in any 12-month period in the course of their work has forced researchers to leave the UK and fails to take into account the nature of our sector. This could be easily resolved by amending ILR rules.

Promote the UK as a place to learn, earn and contribute

Government must promote the UK as a global research and innovation hub through trade missions, international strategy, Brexit negotiating positions and ministerial speeches.

Reciprocal frictionless movement for science and engineering professionals

Ensure UK science and engineering professionals can work in the EU following Brexit without requiring a visa, and vice-versa.

CREATE A STREAMLINED SYSTEM IN THE LONG TERM

Create a migration system that supports the retention, access and movement of those who lead, undertake and support research and innovation*

Research and innovation requires mobility for excellence, skills, education and collaboration. A future streamlined system should retain the ease of mobility currently afforded to scientists and engineers within the EU, while reducing barriers and bureaucracy for those from outside the EU, including provisions for families. Any such system should support frictionless movement of science and engineering professionals, ensure rules are proportionate to risk, benefit and labour market demands, be founded on robust evidence, and be fit for the future.

*This is fully explored in our Immigration Policy Review:
www.sciencecampaign.org.uk/resource/immigration2018.html

"The UK has been **successful** in science and innovation because it attracts excellent talent from overseas."

Prof Dame Jocelyn Bell Burnell, President, Royal Society of Edinburgh (13)

"One of the things that enables large global organisations to be successful is the ability to move talent around the organisation and **experience different markets**, and the fact that we can draw from talent pools all across the globe, including Europe, is critical to the success of our organisation."

Mark Hicken, MD UK & Ireland, Janssen (14)

"Over **half our staff** were born outside the UK. It is really important that businesses such as ours can attract, employ and retain the talented people from overseas we need to help our businesses thrive."

Prof Jackie Hunter, CEO, BenevolentBio (15)

"If you want to be a global hub for tech, you have to be a **global hub for tech talent**… and if you are a very small company that is growing fast you will move your company to where the talent is."

Anthony Walker, Deputy CEO, Tech UK (16)

"If you take away access to a labour pool of more than 500m, there will have to be a radical **overhaul and assessment of all levels of visas**…[The needs of SMEs and start-ups] do not often fit into the boxes or definitions of certain skill sets, qualifications, or access to capital."

Daniel Morgan, Innovate Finance (17)

"Any restrictions on EU researchers coming to the UK post-Brexit would damage the **quality and impact of research** at UCL and other universities."

Prof David Price, Vice-Provost (Research), UCL (18)

"£34.2m is spent by the University of Plymouth's international students each year in the city….Restrictions on the number of international students would have a hugely detrimental impact on our efforts to promote the **city's global profile**."

University of Plymouth (19)

"We must be welcoming to foreign researchers, technicians, innovators and their families. This is not because there is any shortage of home-grown scientists – but because the arrival of people with new ideas and **fresh thinking lifts standards**."

Dr Jeremy Farrar, Director, Wellcome Trust (20)

"As well as the considerable cost, the lack of predictability with this (Tier 2) system results in challenges regarding **business planning**."

GlaxoSmithKline (21)

FUNDING

The UK and the EU have a successful research and innovation partnership

The EU's Framework Programmes (FP) are the most effective multilateral funding schemes in the world. €1 invested into EU research programmes delivers returns of €11 for society. (22) In the UK, EU research funding generates 19,000 jobs and contributes more than £1 billion to GDP. (23)

Brexit uncertainty is affecting R&D funding

Most companies are pragmatically approaching Brexit in a similar way to other operational risks. Some are putting R&D capital investment on hold until the landscape is more certain. In the year to September 2017, UK business share in Horizon 2020 funding has fallen from 12.4% to 11.1%, dropping from second highest recipient, behind Germany, to fifth.

In 2017, the UK's total share of Horizon 2020 funding and share of project leads reduced. (24) The Government is keen to maintain UK application rates, but uncertainty regarding future involvement and reluctance from partners to having a UK project lead, is making some UK researchers and collaborators hesitant.

Secure full UK participation in Framework Programme 9 (FP9)

An ambitious science and innovation agreement with the EU must include participation in FP9. There is broad support for participation. Creating national substitute activities is widely considered a less desirable option. FP9 and the next multi-annual financial framework are in development so there is mutual benefit from early clarity on UK involvement and contribution. To achieve this, the UK should participate in development and be pragmatic about the cost, and the EU should be pragmatic about the terms of association. (25)

Assess and mitigate impact of likely EU funding changes

Some regions, organisations, sectors and disciplines could suffer disproportionately if EU funding streams change. (26, 27, 28) Action should include replacing EU structural funds with domestic funding to support R&D capacity building.

Increase public investment in R&D to 0.7% of GDP by 2022

Since 2016, the UK has increased public investment and set out measures in the industrial strategy to drive private investment in R&D. However, the UK must do more in the next five years than it has in the past to counteract risk factors and uncertainty arising from the Brexit process to attract private R&D investment. Public investment 'crowds in' private investment in R&D. (29) Therefore alongside other levers to increase private investment, frontloading the public investment portion is an essential part of the package if Government's 2027 target to invest 2.4% of GDP in R&D is to be met.

Create a cross-government international research and innovation strategy

UK science and engineering collaborations, partnerships and exports are global. UK-based researchers most frequently collaborate with scientists from the US, with EU countries making up the rest of the top five. There is an opportunity to be more coordinated and strategic in developing and capitalising on global connections, including through trade deals, international development activity, and participation in multinational programmes.

"Europe has achieved so much relative to America over the last 20 years as a result of **working together** and establishing some major research initiatives that have put it on the map"

Prof Alex Halliday,
Vice President, Royal Society (30)

"Health and science are global. Collaboration between the UK, countries in Europe and beyond enables the **discoveries that benefit patients** everywhere. It is vital that patients and research are prioritised in Brexit negotiations."

Emlyn Samuel, Head of Policy Development,
Cancer Research UK (31)

"The UK's hosting of EU agencies and infrastructure (such as the European Medicines Agency, the Joint European Taurus, and the Galileo satellite monitoring station) has brought **high quality STEM jobs** to the UK"

Prospect (32)

"We know that science thrives when funding incentives encourage **collaboration across borders**… The EU's Framework Programme funding does this exceptionally well, stimulating excellence and partnership where many schemes with similar intent have failed."

Dr Jeremy Farrar and Baroness Manningham Buller, Director and Chair, Wellcome Trust (33)

"The European Investment Fund has been critically important for **venture capital in the UK**, particularly in tech. Between 2009 and 2015, it accounted for around a third of the funding that VCs channelled into start-ups in the UK."

Tom Morrison-Bell, Head of Public Affairs, TechUK (34)

"Johnson Matthey receives €4M per annum from Horizon 2020 – equivalent to approximately 2% of our R&D spend. This money is spent specifically on **supporting the development of higher risk innovative technologies**…Johnson Matthey has used EU funded programmes to strengthen supply-chain and customer relationships as well as develop key components, products and manufacturing processes. Membership of a pan-European research and innovation programme is vital for ensuring that organisations such as Johnson Matthey remain world-leading."

Johnson Matthey (35)

"We have engaged very effectively with European partners through the various European funding schemes, and it is one of our concerns going forward that we would still have **access to collaborators and funding**."

Prof James Stirling, Provost,
Imperial College (36)

"The partnership working mandated by EU funding is central to its value. Funding is not just about topping up budgets, but **building networks and resources**."

Creative Industries Federation (37)

"The very best principal investigators will not come to the UK if they do not feel they are going to have **access to funds** to lead their research."

Prof Ian Diamond, Principal and VC, University of Aberdeen (38)

REGULATION

A thriving science and engineering sector requires a stable regulatory environment that facilitates trade, access to markets, and innovation. From aerospace to pharmaceuticals, parts and raw materials cross borders frequently in highly integrated European supply chains and operations are finely tuned, often on a 'just in time' principle. Cross-border data flows are increasingly crucial for research, operations, service provision, and for many organisations' business models.

Prioritise stability and harmonisation of regulation in established areas

There is no appetite for regulatory upheaval. Instead, the priority is for stability and harmonization of current and future regulations and standards to support trade and collaboration.

The UK's geographical and regulatory positioning has made it an attractive platform for accessing regional markets. Tariff barriers are not insurmountable, particularly for larger companies, but make the UK environment less competitive. Non-tariff barriers affecting access to markets or data and disruption to supply chain operations are business-critical for many. Significant work is already underway by organisations to limit risk and facilitate smooth operations following Brexit. The transition agreement is seen as good news. However, as time goes on organisations will be enacting contingency plans that will impact on jobs, location and investment decisions. Clarity must be given as early as possible to ensure that only necessary contingencies are enacted.

Seek influence on regulation that impacts on UK science and engineering

There is mutual benefit in seeking out continued influence and input. The UK will need to remain compliant with many EU regulations if UK businesses are to continue to export to the EU market. EU regulation is and has been heavily influenced by the UK. In its position as a scientific leader within the EU, and as a nation with comparatively developed and embedded mechanisms and structures for accessing and using scientific advice, the UK's influence on EU regulations has arguably contributed to ensuring countries across the EU benefit from an improved regulatory environment. This is a UK asset in negotiations.

Lead the world in regulation of emerging areas of science and innovation

The UK's strong research base combined with our evidence-based approach in the development of regulation could present an opportunity to lead the way in developing regulations in rapidly evolving areas of research and innovation. The UK should embed the innovation principle in the Government's approach to regulation, developing a more nimble approach to regulation in rapidly evolving areas of science, ensuring they can be applied safely and ethically.

Access and use scientific and technical expertise and advice

The sector-specific implications of regulation are vast. The quotes on page 11 and in our recent dossier on regulation illustrate these implications*. Government must ensure that scientific and technical expertise informs their negotiating positions with the EU, and that suitable advice structures are in place to inform future trade deals and decisions.

New regulatory relationships cannot be set up overnight. In some sectors, the whole UK regulatory system from start to end of product life is part of the EU regulatory system that the UK had significant influence in designing. Adapting to new processes, regulatory relationships and agreements needs to be carefully planned and will take time and resources for companies and Government.

*This is fully explored in our member consultation on the future of regulation post-Brexit: www.sciencecampaign.org.uk/resource/case-member-consultation-regulation.html

"Currently UK patients benefit from the timely approval of marketing authorisations by the EMA. Companies also benefit, as they do not need to file **separate applications** in different EU countries. There is a risk that any [regulatory] divergence would lead to medicines being made available to UK patients later than those in the EU."

AstraZeneca (39)

"Deregulation and divergence should be viewed with **great caution**. Investors must trust UK research…Divorcing the UK from EU legislation risks poorer EU legislation and leaves the UK outside the system or forced to accommodate weak regulation."

Wellcome Sanger Institute (40)

"Harmonisation is incredibly important for the technology sector, because tech and digital is **all about scale**."

Anthony Walker, Deputy CEO, Tech UK (41)

"Our greatest fear is that leaving EURATOM sends a very bad message to the global scientific community about the value we place on **scientific cooperation**"

Oxford University (42)

"With 82 million patient packs travelling between the UK and EU each month, it is vital that teams on both sides of the channel make **patient safety** a priority. The complex issues surrounding medicines regulation and supply chain need to be front and centre in the second phase of talks and industry needs a realistic transition period to ensure that the supply of lifesaving and life extending medicines to patients in the UK and across Europe is not affected."

Steve Bates, CEO, BioIndustry Association (43)

"Businesses that translate scientific discoveries into products and services need to know what the **UK's future regulatory framework** will look like, particularly during the proposed transition period." Jo Reynolds, Director of Science Policy, Royal Society of Chemistry (44)

"We are an integrated company, and the **smooth movement of people, goods and services** is really important for us, across Europe and around the rest of the world."

Katherine Bennett, Senior Vice President, Airbus (45)

"There is a risk that regulatory divergence from the European Medicines Agency and the CE medical devices marking system could delay access to treatments and **life-saving medical technologies** for patients in the UK."

Roche (46)

"**Data has to be able to move freely** across national borders. If it does not, the growth potential of our digital economy will be limited. That will affect business and industry as much as it will consumers who have so much to gain from digitisation"

Dr Jo Twist, CEO, UK Interactive Entertainment (47)

About the Campaign for Science and Engineering (CaSE)

CaSE is the UK's leading independent advocate for science and engineering. Our mission is to ensure that the UK has the skills, funding and policies to enable science and engineering thrive. We represent over 110 scientific organisations including businesses, universities, professional bodies, and research charities as well as individual scientists and engineers. Collectively our members employ 380,000 people in the UK, and our industry and charity members invest around £43bn a year globally in R&D.

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Notes: House of Commons (HOC), House of Lords (HOL), Science & Technology (S&T), Business, Energy and Industrial Strategy (BEIS)

To view the above reports go to:

www.sciencecampaign.org.uk/engaging-with-policy/evidence-base/evidence-base-brexit.html

To view an online version of this briefing go to: www.sciencecampaign.org.uk/resource/brexit2018.html

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