

# Construction Leadership Council (CLC) Response to the Migration Advisory Committee (MAC) Interim Review of Shortage Occupations in Construction

A Report by the Movement of People Working Group of the Construction Leadership Council (CLC) in collaboration with the Engineering Construction Industry Training Board (ECITB).

20 February 2023

## Summary

This short report has been compiled by the CLC and ECITB in response to an interim review from the MAC in regard to the current workforce shortages experienced in the construction sector, and the appropriateness of migration as a potential solution to those shortages.

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# 1. Recommendations summary

## CLC Recommendations

The rationale and evidence for these proposals is set out fully in section 5 of the report.

The CLC proposes the following Skilled Worker occupations should be recommended by the MAC for addition to the Shortage Occupation List:

SOC 2010 Code	Occupation Title	Note
<b>5311</b>	STEEL ERECTORS	Also recommended by ECITB
<b>5312</b>	BRICKLAYERS AND MASONS	
<b>5313</b>	ROOFERS, ROOF TILERS AND SLATERS	Also recommended by ECITB
<b>5315</b>	CARPENTERS AND JOINERS	
<b>5319</b>	CONSTRUCTION AND BUILDING TRADES N.E.C.	The CLC proposes that this code should include <b>Retrofit Co-ordinators</b> (as they are not currently included in any existing SOC 2010 code)
<b>5321</b>	PLASTERERS	The CLC proposes that this occupation code should also include <b>Dry Liners</b> and <b>Ceiling Fixers</b> (currently included within occupational code <b>8149</b> )

The CLC proposes the following occupations should be reclassified as RQF3 and therefore included in the Skilled Worker route and additionally added to the Shortage Occupation List:

SOC 2010 Code	Occupation Title	Note
<b>8141</b>	SCAFFOLDERS, STAGERS AND RIGGERS	

The CLC proposes the following occupations should be included in the Shortage Occupation List, despite being at level RQF1-2, because of the extreme difficulty in accessing domestic labour:

SOC 2010 Code	Occupation Title	Note
<b>8142</b>	ROAD CONSTRUCTION OPERATIVES	
<b>8149</b>	CONSTRUCTION OPERATIVES N.E.C.	Specifically: Thermal Insulators  Also recommended by ECITB  The CLC proposes that Dry Liners and Ceiling Fixers, currently included within this occupational code, should be reclassified as RQF3 and included in <b>5321: PLASTERERS</b> .
<b>8229</b>	MOBILE MACHINE DRIVERS AND OPERATIVES N.E.C.	Specifically: Plant Operative and Piling Rig Operative
<b>9120</b>	ELEMENTARY CONSTRUCTION OCCUPATIONS	Specifically: General Labourer and Ground Worker

Finally, the CLC proposes that the following occupations which are not currently included in any existing SOC 2010 code should be categorised as follows:

**1251: PROPERTY, HOUSING AND ESTATE MANAGERS**

Should also include: BUILDING SAFETY MANAGERS

**Note on occupations currently on the Shortage Occupation List:** *The CLC understands that the MAC is not currently seeking to review or recommend any removals from the existing Shortage Occupations List (dated 15 February 2022). The CLC has not therefore set out to re-evidence why the existing construction or construction-related occupations on the SOL should remain.*

**The CLC supports the continued inclusion of all construction occupations currently on the SOL, including architects and civil engineers.**

## ECITB Recommendations for the Shortage Occupation List

The rationale and evidence for these proposals is set out fully in section 5 of the report.

Occupation	SOC 2010	SOC 2020	Note
Pipefitting	5216	5214	
Steel erecting	5311	5311	Also recommended by CLC
Rigging & Scaffolding	8141	8151	Also recommended by CLC
Thermal insulators	8149	8159	Also recommended by CLC
Electrical maintenance and installation	3112 / 5250	3112 / 5250	
Project controls	3539	3543	
Design & Draft	3122	3120	
Welders	5215	5213	
Platers/sheet metal workers	5213	5211	

## 2. About the CLC, ECITB and participating organisations

### The Construction Leadership Council (CLC)

The CLC is co-chaired by the Minister for Business and Industry, (Department for Business and Trade) and Mark Reynolds, Group Chairman and CEO at Mace, together with his deputy co-chair Richard Robinson, Chief Executive Officer, Atkins UK and Europe.

*"Our mission is to work with our industry colleagues to address fundamental business challenges associated with our cyclical workload and our ability to invest in the supply chain and our people. We aim to find opportunities to invest in skills, innovation, and technology in order to deliver greater productivity, drive greater efficiencies and deliver better value outcomes for our clients."*

The CLC has a working group of industry representatives called the 'Movement of People Working Group' whose purpose is to help construction employers understand, engage and navigate the Points Based Immigration System (PBIS), provide industry feedback on challenges with the immigration system and to provide industry insight on skills shortages the sector faces. The group has co-ordinated and authored this report.

You can find out more about the CLC [here](#).

### Participating Organisations

A number of organisations have contributed to this report in various ways, whether directly as participants of the CLC's Task Force, or the CLC's Movement of People Working Group or through interaction with it. These organisations include:

- Association of Fencing Industries (AFI)
- Building Engineering Services Association (BESA)
- Build UK and its member trade associations
- Civil Engineering Contractors Association (CECA)
- Construction Industry Council (CIC)
- Chartered Institute of Architectural Technologists (CIAT)
- Chartered Institute of Building (CIOB)
- Construction Industry Training Board (CITB)
- Electrical Contractors Association (ECA)
- Finishes and Interiors Sector (FIS)
- Federation of Master Builders (FMB)
- Home Builders Federation (HBF)
- Institute of Workplace and Facilities Management (IWFM)
- National Access and Scaffolding Confederation (NASC)
- National Federation of Builders (NFB)

- National Federation of Roofing Contractors (NFRC)
- Royal Institute of British Architects (RIBA)
- Royal Institution of Chartered Surveyors (RICS)
- Royal Town Planning Institute (RTPI)
- Thermal Insulation Contractors Association (TICA)

## **ECITB**

The Engineering Construction Industry Training Board (ECITB) is the employer-led skills, standards and qualifications body for the development of the engineering construction workforce of Great Britain. An arms-length body of the UK Government, the ECITB reports to the Department for Education.

Engineering construction (EC) refers to the design, planning, construction, maintenance and decommissioning of energy and process plant infrastructure. Those working in this field include mechanical and electrical workers, craftspeople, technicians, engineers and many more. They operate across a number of sectors, including oil and gas, nuclear, renewables, petrochemicals, pharmaceuticals and waste and food processing.

### 3. Evidence of shortages across the industry

This section provides evidence of general workforce shortages across the construction industry. Further detailed evidence of occupation-specific shortages is provided in section 5 of the report.

**Build UK’s People Survey:** Build UK conducts biannual surveys of its members to understand current levels of employment within the industry and the impact of job vacancies across the supply chain. The most recent People Survey, published in September 2022, revealed that 68% of companies currently have vacancies, which is increasing pressure on existing teams and stifling business growth. Furthermore, the average number of job vacancies across Build UK Contractor members is 145, whilst Specialist Contractors have an average of 14 vacancies.

The latest Build UK People Survey can be accessed [here](#).

**CECA Members’ Survey:** As part of its ongoing member engagement strategy, the Civil Engineering Contractors Association (CECA) has surveyed members on a regular basis for more than ten years on their satisfaction with the availability of skilled operatives. CECA members have consistently and increasingly reported dissatisfaction with the availability of the supply of skilled operatives since 2013 with an upward trend to date. In 2022, the survey peaked with over 70% of members reporting dissatisfaction.



**Source:** Unpublished CECA Membership Survey Data 2011-2022

#### **CITB Construction Skills Network (CSN) Industry Forecast 2023-2027**

Published by the Construction Industry Training Board (CITB) on an annual basis, the latest CSN shows that the construction industry will require an additional 225,000 workers (either domestically or from overseas) to meet UK construction demand by 2027 (45,000 workers per year, down from last year's

figure of 53,200). The CSN predicts that all nine English regions plus Scotland, Wales and Northern Ireland are set to experience growth however, with a recession expected in 2023 and slow growth returning in 2024.

The CSN models work by forecasting demand and supply of workers separately. The difference between demand and supply forms the recruitment requirement. The forecast total workforce levels are derived from expectations about construction output and productivity. Essentially, this is based upon the question 'How many people will be needed to produce forecast output, given the assumptions made about productivity?'

The annual recruitment requirement (ARR) is a net requirement that takes into account workforce flows into and out of construction, due to factors such as movements between industries, migration, sickness and retirement. The ARR values show where extra recruitment is needed to meet forecasted demand; it is over and above existing flows that are occurring.

The latest CSN report (2023-2027) can be accessed [here](#), which also includes a link to how the CSN is produced.

**ECITB:** The engineering construction workforce is fluid, in that the skills required are not always industry specific. This creates a degree of flux into and out of the industry; the engineering construction industry shares skills with the construction industry, rail etc. Pinch points in one industry have a knock-on effect on related industries, with skills shortages in construction potentially leading to similar shortages in EC.

The ECITB uses a definition of EC to reflect the Industrial Training Act, 1982 and associated regulations, in order to identify its in-scope employers. These are employers who are liable to pay a training levy as they operate establishments in which at least 50% of the workforce undertakes engineering construction activities as defined in the legislation. The research undertaken by the ECITB generally covers this in-scope employer base. The wider ECI is potentially much larger than the ECITB can account for and ECITB therefore underline that the data presented here is an underestimate.

The 2021 Census of the Engineering Construction Industry (ECI) workforce [published](#) by the Engineering Construction Industry Training Board revealed that in one year, the industry struggled to fill vacancies which accounted for the equivalent of 2.5% of the workforce. This represents at least 2,250 jobs every year for ECITB in-scope companies. This number excludes other annual recruitment needs companies are generally able to meet. Specific skills shortages lead to delays, increase in cost, and possibly cancellation of projects across the UK, putting the ability of the industry to meet the increasing demand at risk.



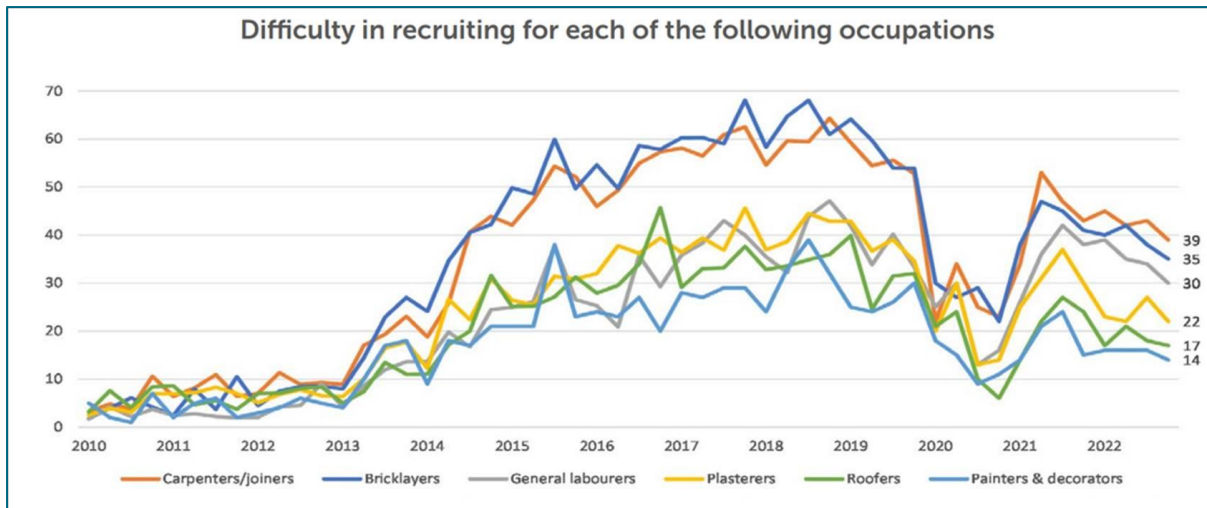
### List of ECI workforce main shortages:

Occupation	SOC 2010	SOC 2020	Among the companies who struggle to fill vacancies, % that mentioned occupations from the list: *
Pipefitting	5216	5214	11.8%
Steel erecting	5311	5311	6.6%
Rigging & Scaffolding	8141	8151	1.3%
Thermal insulators	8149	8159	1.3%
Electrical maintenance and installation	3112 / 5250	3112 / 5250	5.3%
Project controls	3539	3543	5.3%
Design & Draft	3122	3120	9.2%
Welders	5215	5213	13.2%
Platers/sheet metal workers	5213	5211	3.9%
* It should be noted that some respondents did not indicate the type of vacancies they were struggling to fill. ECITB therefore expects the figures in the table to be underestimated. Companies that have had difficulty filling vacancies account for 64% of the industry's workforce.			

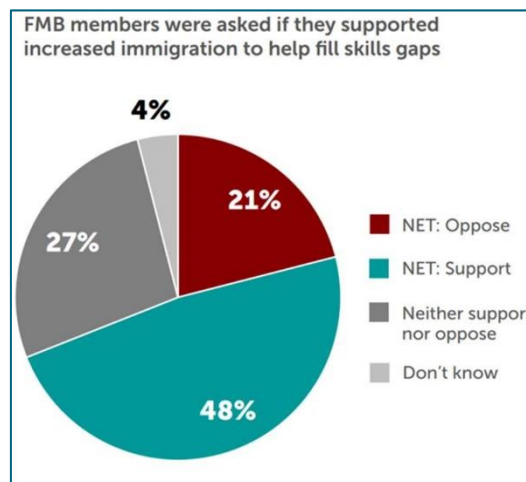
**Source:** ECITB Workforce Census 2021

The ECITB has continued to receive evidence from in-scope employers that vacancies for the occupations listed in the table above are still difficult to fill.

**Federation of Master Builders (FMB) State of Trade survey data:** The FMB has regularly surveyed its members through *its State of Trade Survey*, including asking members about their difficulties in recruiting specific trades since 2010. The survey results show a significant increase in difficulties since 2013, a trend also highlighted in CECA's Members' Survey results, and an upward trendline over the past decade for all occupations. FMB members were also asked whether they would support the use of immigration alongside investment in domestic training opportunities to help fill skills gaps, and 48% supported this approach with only 21% opposing. The latest version of FMB's State of Trade Survey (Q4 2022) is available [here](#).



**Source:** FMB State of Trade Survey Time Series Data (2010-2022)



**Home Builders Federation (HBF) – State of Play: Challenges and opportunities facing SME home builders 2021:** The HBF State of Play - Challenges and opportunities facing SME home builders reports are based on surveys of over 100 SME housebuilders. The survey and report includes data on labour supply. In 2021, 59% of all respondents reported the supply and cost of labour being a 'major barrier' to housing delivery. The HBF State of Play 2021 report is available [here](#).

The HBF has also worked with CITB through the Home Building Skills Partnership to illustrate the need for workers in building an extra 10,000 homes and 10,000 apartments:

## Attracting New People to Key Roles – for every extra ten thousand houses we need approximately -



## Attracting New People to Key Roles



## Where can new recruits come from?

		Bricklayer	Plumber	Plasterer/Dry liner	Carpenter	Groundworker	Electrician	Roofer	Floor/Wall Tiler
*New recruits for every 10k houses built 2016/17		2500	300	400	1000	2500	300	300	150
***Apprentice Achievements in England 2020/21	All levels	1550	2710	250	2570	210	2570	110	100
***FE Achievers 2020/21	Level 2	2860	6080	910	5080	650		270	390
	Level 3	400	1290	40	1090		4250	10	10
	<b>Total</b>	<b>3260</b>	<b>7370</b>	<b>950</b>	<b>6170</b>	<b>650</b>	<b>4250</b>	<b>280</b>	<b>400</b>
**% expected to enter construction 2020/21	25%	815	1843	238	1543	163	1063	70	100
<b>New recruits into construction from Education 2020/21</b>		<b>2365</b>	<b>4553</b>	<b>488</b>	<b>4113</b>	<b>373</b>	<b>3633</b>	<b>180</b>	<b>200</b>
*% of current workers from overseas 2016/17		15%	35%	21%	55%	22%	32%	10%	21%
**% of current workers retiring per year 2020/21	3%	938	105	156	420	938	126	105	53
**CITB estimate of total workforce in new homebuilding 2020/21		60%	18%	15%	13%		10%	17%	17%
**% of workforce self-employed (construction) 2020/21		69%	55%	76%	68%	46%	39%	73%	77%
*% of workforce self-employed (home building) 2016/17		90%	88%	92%	87%	87%	85%	91%	92%

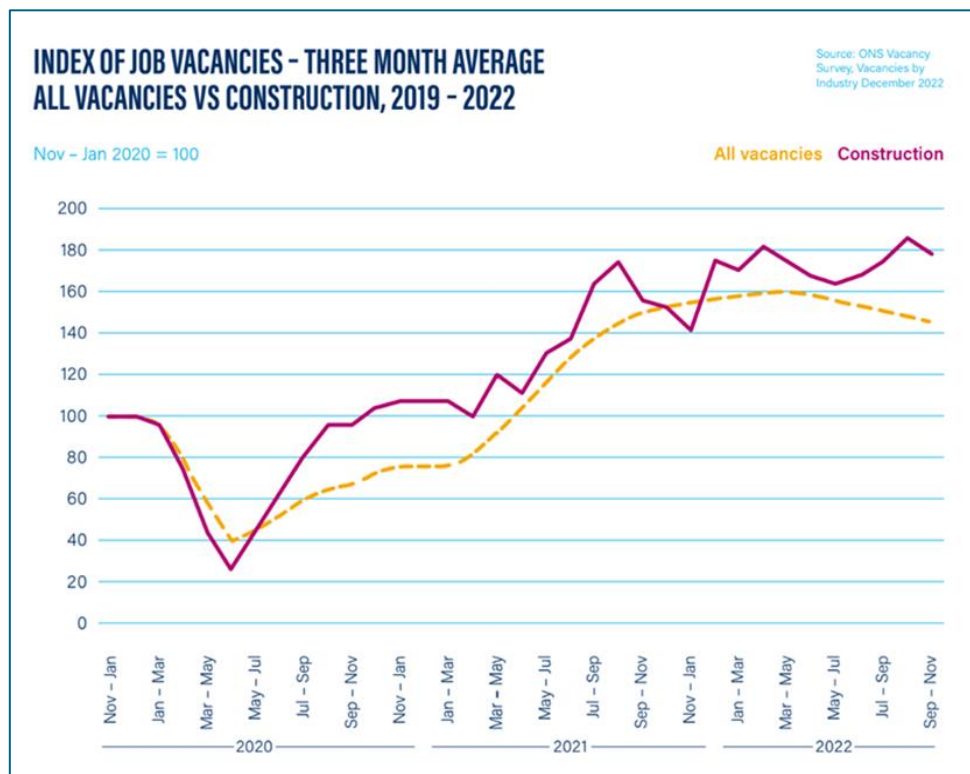
\*HBF Data  
\*\*CITB Data  
\*\*\*FE Data supplied by CITB



In conjunction with



**ONS Vacancy Survey, December 2022:** Vacancies in construction have consistently tracked above the all-industry vacancy index since the COVID-19 pandemic. The data shows that construction vacancies are currently higher than the all vacancy index and have been since the start of 2022.



**Source:** ONS Vacancy Survey, Vacancies by Industry, December 2022.

**National Federation of Builders (NFB) – Shortage Jobs and Occupations in Construction, Feb 2023:** In a survey of 62 building contractors undertaken specifically for this report, 84% said that their business had experienced 'sustained shortages' in labour (defined as one year or more). Of those who had shortages, respondents were asked to list up to three shortage occupations. The frequency of those occupations mentioned by respondents is listed below:

Occupation	No. of respondents listing occupation as a top three shortage occupation
Carpenter and Joiner	46%
Bricklayer and Mason	35%
General Labourer	21%
Plasterer and Dry Liner	17%
Ground Worker	15%
Site Manager	15%
Roofer	13%
Estimator	12%
Plumber	12%

*Note: Occupations mentioned by fewer than 10% of respondents excluded.*

**NFRC State of the Roofing Industry Q3 2022:** The National Federation of Roofing Contractors (NFRC) survey UK roofing, facade and cladding contractors on a quarterly basis, including on skills challenges. The data show that 51% of firms experienced difficulty meeting their recruitment needs. The MAC are asked to note that all firms are surveyed for all occupations (i.e. slating firms are asked whether they've had difficulty getting cladders, and will obviously say no, which is why the NFRC believe that these numbers are suppressed). The full report is available on the NFRC website [here](#).

**Shortage occupations in construction: A cross-industry research report, February 2019:** The report was published by a cross-industry group following a survey undertaken between December 2018 and January 2019. It was supported by 276 companies that collectively employ more than 160,000 employees. The participating organisations who facilitated this research include: Association for Consultancy & Engineering (ACE), Build UK and member trade associations, Civil Engineering Contractors Association (CECA), Construction Plant-hire Association (CPA), Construction Products Association (CPA) and member trade bodies, Federation of Master Builders (FMB), Highways Term Maintenance Association (HTMA), National Federation of Builders (NFB), The Chartered Institute of Building (CIOB).

The report recommended the following occupations at that time:

- production managers and directors in construction (SOC Code: 1122)
- quantity surveyors (SOC Code: 2433)
- chartered surveyor (SOC Code: 2434)
- construction project manager (SOC Code: 2436)
- bricklayer (SOC Code: 5312)
- carpenter (SOC Code: 5315)

- civil engineer (SOC Code: 5319)
- Construction & building trades supervisors (SOC Code: 5330)
- plant and machine operatives (SOC Code: 8229)
- general labourer (SOC Code: 9120)

The report is available on the Construction Leadership Council website, [here](#).

## 4. The changing nature of employment in construction

In its 2020 review of the shortage occupation list, the MAC reasoned that many of the occupations in construction under consideration would not benefit from being added to the SOL due to the high nature of self-employed people in those occupations. **The CLC asks the MAC to reconsider that reasoning for this review, noting the changes in the construction sector’s direct-indirect employment balance.** Since the 2020 review, the number of directly employed people has increased and the number of indirectly employed people has decreased – the gap is widening. It is also the CLC’s stated policy to pursue greater numbers of direct employment, as evidenced in the Industry Skills Plan.

### The CLC’s Industry Skills Plan 2021-2025

The CLC Industry Skills Plan sets out to “Strengthen support for direct employment to improve opportunity, culture and skills investment”.

The CLC’s Industry Recovery Plan recognises direct employment as ‘an enabler of apprenticeships, digital upskilling and competence’. The plan argues that secure employment is vital to attracting diverse talent, creating an inclusive culture and supporting social mobility. It goes on to say that “direct employment delivers a highly-engaged, competent workforce, increased productivity and higher value. It is reported to overcome skills shortages, spiralling labour costs, poor productivity and quality, avoiding low uptake of new work processes and technology.”

### Challenge 1.3: Direct Employment

**Strengthen support for direct employment to improve opportunity, culture and skills investment**

CLC’s Industry Recovery Plan recognises direct employment as ‘an enabler of apprenticeships, digital upskilling and competence’.

Self-employment has rapidly increased since 2008 and is over 35% of the whole construction workforce, heavily concentrated on site. Research correlates the decline in trade apprenticeships with the growth in labour-only subcontracting and agency work.

Self-employed workers have more accidents and poorer occupational and mental health outcomes. Secure employment is vital to attracting diverse talent, creating an inclusive culture and supporting social mobility.

Direct employment delivers a highly-engaged, competent workforce, increased productivity and higher value. It is reported to overcome skills shortages, spiralling labour costs, poor productivity and quality, avoiding low uptake of new work processes and technology. It is mandated on major infrastructure projects, reducing risks around delivery certainty, reputation and quality.

Path to Solving This Challenge	Outcomes and Benefits
<p style="font-size: 0.8em; margin: 0;">There is no simple or quick solution given the wide range of factors influencing the entrenched industry structure. A long-term, multifaceted approach is required:</p> <ul style="list-style-type: none"> <li>– Supportive Government regulation concerning procurement, taxation and employment status</li> <li>– Widespread use of value procurement models</li> <li>– Raising industry awareness of the benefits of direct employment and helping employers and individuals overcome challenges</li> </ul>	<ul style="list-style-type: none"> <li>– Increased proportion of directly employed construction workforce</li> <li>– Increased investment in apprenticeships</li> <li>– Improved safety, wellbeing, quality, productivity and innovation</li> <li>– Improved perception of construction careers</li> </ul>
Actions and Owners	
<p style="font-size: 0.8em; margin: 0;"><b>Use of value procurement models that reward direct employment</b></p> <p style="font-size: 0.8em; margin: 0;"><b>1. Work with Government to amend procurement policies to incorporate a mandate for direct employment</b>, supporting the implementation of the Construction Playbook</p> <p style="font-size: 0.8em; margin: 0;"><b>Owner</b> CLC/Government <b>Deadline</b> April 2022</p> <p style="font-size: 0.8em; margin: 0;"><b>2. Change procurement practices to demand direct employment</b> within supply chains through pre-qualification questionnaires and tender criteria. Develop model wording</p> <p style="font-size: 0.8em; margin: 0;"><b>Owner</b> CLC <b>Deadline</b> December 2024</p>	<p style="font-size: 0.8em; margin: 0;"><b>Supporting businesses to transform their employment models</b></p> <p style="font-size: 0.8em; margin: 0;"><b>3. Liaise with Government’s employment status team</b> to obtain greater visibility of future policy intention. Build industry awareness and develop resources to support businesses of all sizes</p> <p style="font-size: 0.8em; margin: 0;"><b>Owner</b> CLC <b>Deadline</b> April 2022 with commitment in place by December 2022</p> <p style="font-size: 0.8em; margin: 0;"><b>4. Collate direct employment good practice</b> including related procurement policies, contractual requirements and monitoring and enforcement mechanisms</p> <p style="font-size: 0.8em; margin: 0;"><b>Owner</b> CLC <b>Deadline</b> October 2021</p> <p style="font-size: 0.8em; margin: 0;"><b>Raising industry awareness of the benefits of direct employment</b></p> <p style="font-size: 0.8em; margin: 0;"><b>5. Engage widely with industry</b> to build an <b>evidence base</b> focused on realising the benefits of direct employment and overcoming challenges</p> <p style="font-size: 0.8em; margin: 0;"><b>Owner</b> CLC <b>Deadline</b> April 2022</p>

CLC Industry Skills Plan for the UK Construction Sector 2021 – 2025 24

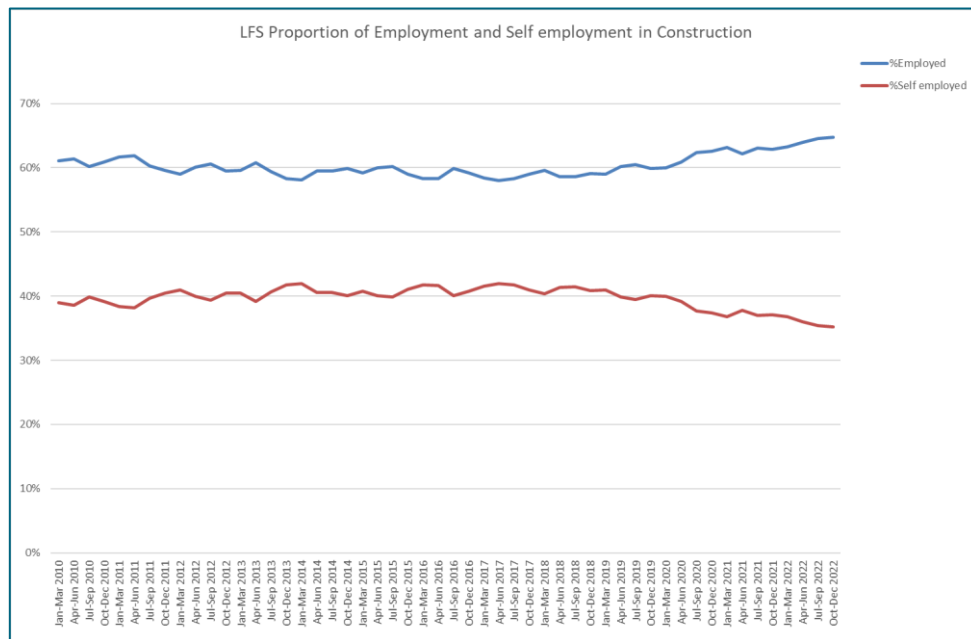
### Changes in domestic workforce: declining self-employment

The latest ONS Labour Force Survey (2023) data shows that construction employment has effectively stagnated. While the number of employees in construction has recovered (and slightly exceeded) pre-pandemic levels (October

2019 to December 2019) the number of self-employed workers remains 161,000 lower. Self-employment in construction is now at its lowest level for 20 years:

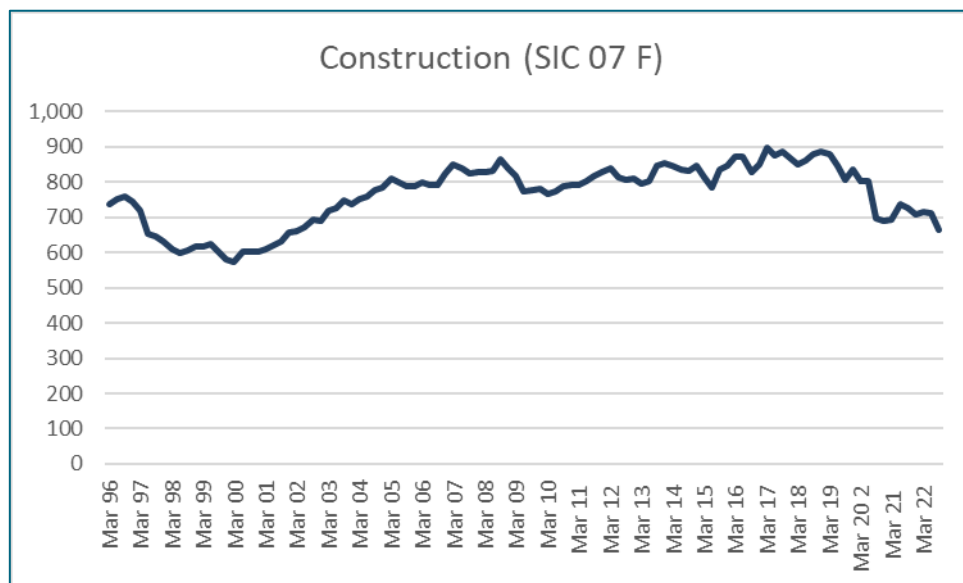
- Employees 15,000 higher at 1.397m
- Self-employed 1,000 lower at 760,000

### Increasing direct employment, decreasing self-employment – the widening gap



**Source:** ONS EMP14: Labour Force Survey. Published 14 February 2023.

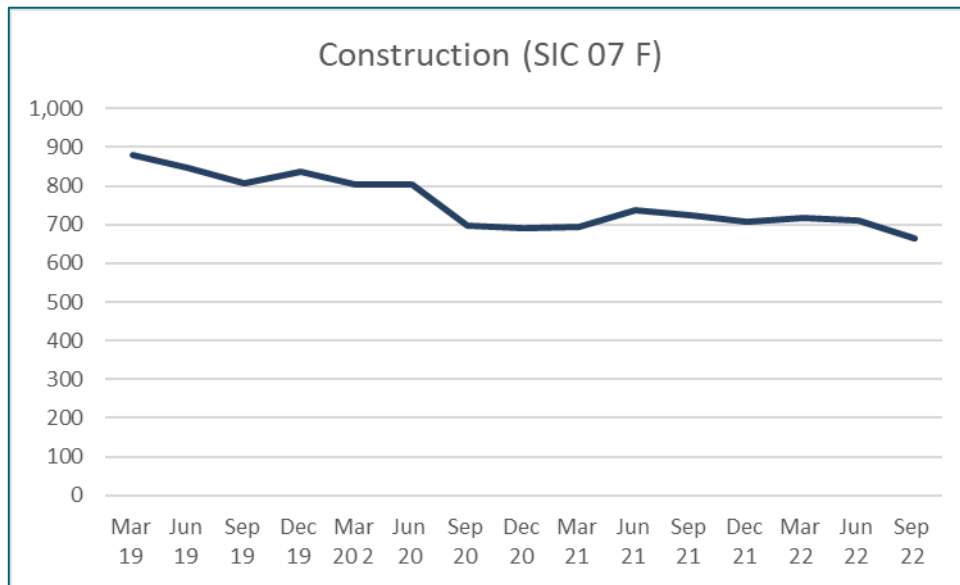
### Self-employment in construction (SIC 07 F). Date range March 1996 to September 2022



**Source:** ONS JOBS04: Self-employment jobs by industry. Published 13 Dec 2022. [Available here.](#)



## Self-Employment in Construction (SIC 07 F) Date range March 2019 to September 2022



**Source:** ONS JOBS04: Self-employment jobs by industry. Published 13 Dec 2022. [Available here.](#)

**Build UK's People Survey:** This trend of increasing direct employment of workers was also highlighted in Build UK's People Survey in which 33% of respondents have increased their number of directly employed workers in the last 12 months, with 50% predicting an increase over the next year.

## 5. Detailed evidence to support the recommendations (by occupational code)

### SKILLED WORKER LIST OCCUPATIONS

#### 3122 - Draughtspersons

**ECITB Workforce Census:** ECITB in-scope companies that struggled to fill vacancies accounted for 64% of the in-scope workforce in 2021. Among these companies, 9.2% specifically mentioned design and draft skills (which are classified as 'draughtspersons' in 2010 SOC, and as '3120: CAD, drawing and architectural technicians' in 2020 SOC). This percentage is likely to be an underestimate as some companies that struggled to fill vacancies did not mention specific occupations. The ECITB continually receives feedback from employers that design and draft skills are difficult to find.

#### 5311 – Steel Erectors

5311 – Steel Erectors		
Workforce 2022	Annual Recruitment Requirement (ARR)	Workforce / ARR Ratio
23,805	390	1.6%
<i>Source: CITB Construction Skills Network Industry Outlook 2023 - 2027</i>		

**ECITB Workforce Census:** ECITB in-scope companies that struggled to fill vacancies accounted for 64% of the in-scope workforce in 2021. Among these companies, 6.6% specifically mentioned steel erectors. This percentage is likely to be an underestimate as some companies that struggled to fill vacancies did not mention specific occupations. The ECITB continually receives feedback from employers that steel erectors are difficult to recruit.

**Shortage occupations in construction: A cross-industry research report, February 2019:** Of those surveyed, 14% said they had some difficulties 'now' in recruiting Steel Erectors, and 2% said they had severe difficulties 'now'.

#### 5312 – Bricklayers and Masons

5312 – Bricklayers		
Workforce 2022	Annual Recruitment Requirement (ARR)	Workforce / ARR Ratio
72,204	1,080	1.5%
<i>Source: CITB Construction Skills Network Industry Outlook 2023 - 2027</i>		

**FMB State of Trade Survey:** Bricklayers and Masons are reported as the second hardest to recruit trade by FMB members, with 35% of all members reporting as such in its latest State of Trade survey (Q4 2022). The difficulty in recruiting bricklayers exceeded 10% of members in 2013 and has remained persistently higher than 20% ever since, rating as the hardest to recruit trade in 7 years of the reporting period, peaking at almost 70% in 2017 and again in 2018.

**Home Builders Federation (HBF) – State of Play - Challenges and opportunities facing SME home builders 2021:** While the HBF State of Play survey does not specifically identify individual jobs or occupations, in the latest available data (2021) shows 59% of all respondents reported the supply and cost of labour being a ‘major barrier’ to housing delivery. HBF says that members report that these shortages include Bricklayers and Masons.

**Migration Advisory Committee Review of the Shortage Occupation List: 2020:** Bricklayers and Masons were the only construction occupation recommended by the MAC for inclusion in the SOL in 2020. The CLC agrees with the MAC’s recommendation for Bricklayers and Masons in that report and believes that the shortages faced then remain a persistent issue. The CLC believes that the recommendation at that stage, and the evidence the MAC received in its consultation at that point, also helps to evidence a continued issue in this occupation.

**National Federation of Builders (NFB) – Shortage Jobs and Occupations in Construction, Feb 2023:** In a survey of 62 building contractors undertaken specifically for this report, 84% said that their business had experienced ‘sustained shortages’ in labour (defined as one year or more). Of those experiencing sustained shortages, 35% listed Bricklayers and Masons in their top three occupations facing shortage.

**Shortage occupations in construction: A cross-industry research report, February 2019:** Bricklayers were found to be one of the top ten shortage occupations in this report. Of those surveyed, approximately 17.5% said they had some difficulties ‘now’ in recruiting Bricklayers and Masons, and approximately 13% said they had severe difficulties ‘now’.

### 5313 - Roofers, Roof Tilers and Slaters

5313 – Roofers, Roof Tilers and Slaters		
Workforce 2022	Annual Recruitment Requirement (ARR)	Workforce / ARR Ratio
46,195	690	1.5%
<i>Source: CITB Construction Skills Network Industry Outlook 2023 – 2027</i>		

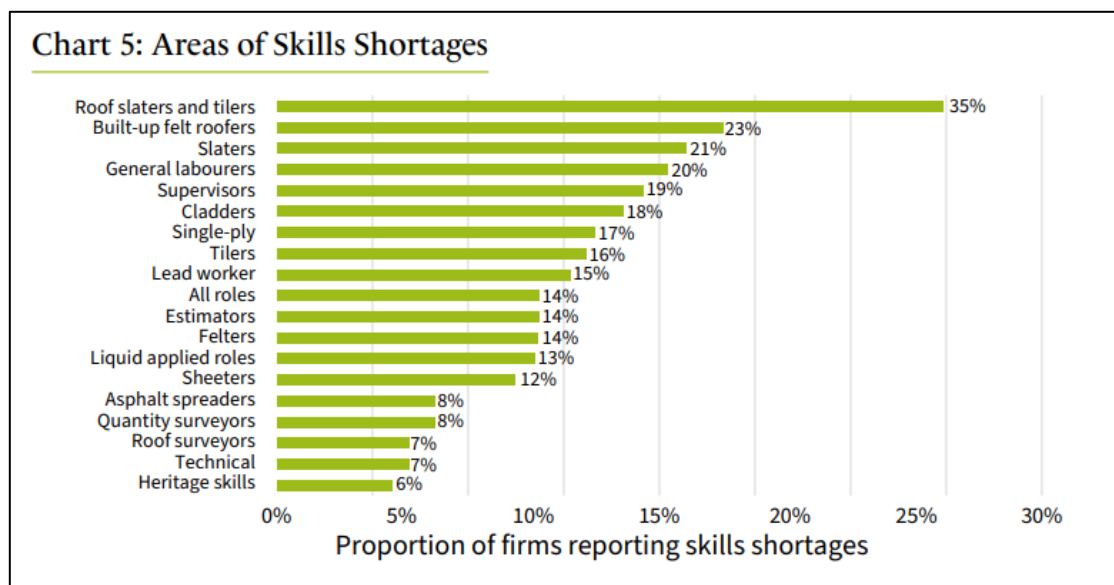
**FMB State of Trade Survey:** Roofers are reported as the fifth hardest to recruit trade by FMB members, with 17% of all members reporting as such in its latest State of Trade survey (Q4 2022). The difficulty in recruiting Roofers exceeded 10% of members in 2013 and remained persistently higher than 20% between

2014 and the pandemic, peaking at around 45% in 2016. Since the pandemic, Roofers have proven to be a difficult trade to recruit for between 17% and 25% of FMB members.

**Home Builders Federation (HBF) – State of Play - Challenges and opportunities facing SME home builders 2021:** While the HBF State of Play survey does not specifically identify individual jobs or occupations, in the latest available data (2021) shows 59% of all respondents reported the supply and cost of labour being a ‘major barrier’ to housing delivery. HBF says that members report that these shortages include Roofers.

**National Federation of Builders (NFB) – Shortage Jobs and Occupations in Construction, Feb 2023:** In a survey of 62 building contractors undertaken specifically for this report, 84% said that their business had experienced ‘sustained shortages’ in labour (defined as one year or more). Of those experiencing sustained shortages, 13% listed Roofers in their top three occupations facing shortage.

**NFRC State of the UK Roofing Industry Q3 2022:** *“Staff recruitment difficulties remain. 51 per cent of firms experienced greater difficulty recruiting suitable labour during the third quarter against nine per cent that saw an improvement in recruitment conditions compared to the previous quarter. A balance of four per cent of firms increased their direct headcount during the quarter and a balance of 17 per cent of firms increased their use of sub-contracted labour. In particular, firms operating in the new residential sector were most actively increasing their direct labour force and use of sub-contracted labour. Roof slater and tiler was the most frequently mentioned difficult to fill role with 35 per cent reporting recruitment problems. There were also widespread shortages reported of tilers, slaters and general labourers.”*



**Source:** NFRC State of the Roofing Industry Q3 2022.

**Shortage occupations in construction: A cross-industry research report, February 2019:** Of those surveyed, 12% said they had some difficulties 'now' in recruiting Roofers, and 6% said they had severe difficulties 'now'.

**Cladding Remediation:** The Construction Leadership Council also asks the MAC to consider that cladding is a job title included within this occupation code. Following the Government's announcement in July 2022 that it was reopening the £4.5bn Building Safety Fund for further remediation works on cladding, it is clear there is going to be an extraordinarily large need for additional cladders above and beyond the sector's 'normal' capacity. To date over 1,200 buildings have had successful funding applications progressed but work has only completed on 96 buildings, showing the huge scale of the work still to come. **The CLC asks the MAC to strongly consider the implications of this work and the need to ensure as widespread access to this occupation as possible, to deliver the remediation of buildings under the Building Safety Fund as quickly as possible.** Further information regarding cladding remediation of non-ACM buildings can be accessed on the Government's website page dedicated to the matter [here](#).

CSCS (Construction Skills Certified Scheme) have confirmed that there are circa 10,000 operatives in industry who hold a card relevant to cladding installation and remediation. Out of this number, CSCS confirmed that circa 3,500 have an accreditation in rainscreen cladding. Extensive supply chain engagement has confirmed that industry forecasts demand for cladders to undertake remediation projects will be significantly greater than supply. Separately, this industry forecast is currently being validated by DLUHC.

In addition to overall capacity concerns, industry is reviewing current training / qualification routes as this is understood to be slowing entry into the cladding labour market. This, coupled with the overall shortage of operatives, could potentially limit the number of projects that can be delivered per year. Furthermore, labour shortages will increase the costs of cladding remediation projects. Therefore opportunities to attract more operatives to the market would be advantageous.

Industry is currently responding to the shortage of qualified cladders by utilising operatives that are trained under their own criteria. There has also been a focus on reviewing the training that operatives need to undertake in order to become qualified as rainscreen cladders. The amount of time and cost required to undertake training to become a qualified rainscreen cladder has been identified as a barrier to entry to the cladding market i.e. for existing operatives looking to qualify for or change to this area, and attracting new people. The current NVQ route to become a qualified rainscreen cladder requires 680 hours of training. In response a shorter, modular pilot training course ('Level 2 Award for Rainscreen Cladding') was launched in 2021. This new shorter course allows people to be trained specifically as a Rainscreen Cladder rather than having to undertake wider training relating to other aspects of construction not necessarily related to rainscreen cladding (new pilot course requires 80 hours of guided training). As of January 2023, 17 people have completed the pilot course with the remaining 83 at various

stages of training. Options to adopt this shorter, modular approach to training are currently being reviewed by construction industry bodies.

Organisations would benefit by having a wider supply of operatives to recruit alongside a continued focus on training / qualification routes to ensure there is a sufficient number of qualified cladders. Current industry data suggest that even if the barriers regarding training / qualification routes are addressed, there are not enough operatives within the cladding industry as it stands. Therefore more operatives need to be attracted into the market – the SOL provides the opportunity to do this.

Increased availability of cladders will enable cladding contractors to tender / deliver more projects per year and help reduce wage inflation. The current shortage of available cladders would be expected to continue, increasing costs – including for the public sector - as well as potentially impacting delivery of other construction projects / programmes beyond cladding remediation.

## 5315 - Carpenters and Joiners

5315 – Carpenters and Joiners		
Workforce 2022	Annual Recruitment Requirement (ARR)	Workforce / ARR Ratio
242,075	5,280	2.2%
<i>Source: CITB Construction Skills Network Industry Outlook 2023 – 2027</i>		

**FMB State of Trade Survey:** Carpenters and Joiners are reported as the hardest to recruit trade by FMB members, with 39% of all members reporting as such in its latest State of Trade survey (Q4 2022). The difficulty in recruiting Carpenters and Joiners exceeded 10% of members in 2013 and has remained persistently higher than 20% ever since, rating as the hardest to recruit trade in the past 2 years and second hardest in 7 years of the reporting period, peaking at just over 60% in 2018 – showing a long term shortage issue.

**Home Builders Federation (HBF) – State of Play - Challenges and opportunities facing SME home builders 2021:** While the HBF State of Play survey does not specifically identify individual jobs or occupations, in the latest available data (2021) shows 59% of all respondents reported the supply and cost of labour being a 'major barrier' to housing delivery. HBF says that members report that these shortages include Carpenters and Joiners.

**National Federation of Builders (NFB) – Shortage Jobs and Occupations in Construction, Feb 2023:** In a survey of 62 building contractors undertaken specifically for this report, 84% said that their business had experienced 'sustained shortages' in labour (defined as one year or more). Of those experiencing sustained shortages, 46% listed Carpenters and Joiners in their top three occupations facing shortage, the most frequent occupation mentioned.

**Shortage occupations in construction: A cross-industry research report, February 2019:** Carpenters and Joiners were found to be one of the top ten shortage occupations in this report. Of those surveyed, 18% said they had some difficulties 'now' in recruiting Carpenters and Joiners, and 11% said they had severe difficulties 'now'.

## 5319 - Construction and Building Trades N.E.C.

5319 - Construction and Building Trades N.E.C		
Workforce 2022	Annual Recruitment Requirement (ARR)	Workforce / ARR Ratio
91,796	530	0.6%
<i>Source: CITB Construction Skills Network Industry Outlook 2023 - 2027</i>		

**Note:** The need for retrofit co-ordinators is not included within the CSN data as it is not currently categorised in a SOC code.

**The CLC recommends that Retrofit Co-ordinators are added to 5319 and added to the Shortage Occupation List.**

### Retrofit Co-ordinator

Retrofit co-ordinators will be an essential role for achieving the decarbonisation of the UK's housing stock. Retrofit co-ordinators are required for a number of existing Government funded schemes, including the Social Housing Decarbonisation Fund, and all future Government funded schemes relating to decarbonisation of homes are expected to involve this job, as it is a requirement under PAS 2035 (the required accreditation for Government funded retrofit schemes). In the CLC's National Retrofit Strategy, to meet the UK's Net Zero targets, it was estimated that the number of roles required will be approximately 35,000. To date, there are around 1,000 currently qualified at a training rate of just over 500 in 2022 – indicating a significant need.

The training will involve some of the following:

- Retrofit quality assurance and risk management
- Building physics – thermal efficiency
- Building physics – managing moisture risk
- Improving the building fabric – floors and roofs
- Improving the building fabric – walls and windows
- Improving airtightness and ventilation
- Improving the building services – heating, hot Water, lighting and power
- Improving the building services – renewable energy systems

In order to qualify for the retrofit coordinator course, you need to have a qualification in a built environment subject that is at least Level 3, and the retrofit coordinator course is at Level 5.

## 5321 - Plasterers

5321 – Plasterers		
Workforce 2022	Annual Recruitment Requirement (ARR)	Workforce / ARR Ratio
51,012	720	1.4%
<i>Source: CITB Construction Skills Network Industry Outlook 2023 – 2027</i>		

**FMB State of Trade Survey:** Plasterers are reported as the fourth hardest to recruit trade by FMB members, with 22% of all members reporting as such in its latest State of Trade survey (Q4 2022). The difficulty in recruiting Plasterers exceeded 10% of members in 2013 and has remained persistently between 20% and 40% ever since, except for the pandemic, peaking at around 45% in 2017 and again in 2018.

**National Federation of Builders (NFB) – Shortage Jobs and Occupations in Construction, Feb 2023:** In a survey of 62 building contractors undertaken specifically for this report, 84% said that their business had experienced ‘sustained shortages’ in labour (defined as one year or more). Of those experiencing sustained shortages, 17% listed Plaster and Dry Liner in their top three occupations facing shortage.

**Shortage occupations in construction: A cross-industry research report, February 2019:** Of those surveyed, 13% said they had some difficulties ‘now’ in recruiting Plasterers, and 9% said they had severe difficulties ‘now’.

**The CLC proposes that this occupational code should also include Dry Liners and Ceiling Fixers**, which are currently classified under **8149**. The MAC is asked to note that in the SOC 2020 Codes, Dry Lining is already reclassified under 5321.

## 5215 - Welding Trades

**ECITB Workforce Census:** ECITB in-scope companies that struggled to fill vacancies accounted for 64% of the in-scope workforce in 2021. Among these companies, 13.2% specifically mentioned welders. This percentage is likely to be an underestimate as some companies that struggled to fill vacancies did not mention specific occupations. The ECITB continually receives feedback from employers that welders are difficult to recruit.



## 5213 - Sheet Metal Workers

**ECITB Workforce Census:** ECITB in-scope companies that struggled to fill vacancies accounted for 64% of the in-scope workforce in 2021. Among these companies, 3.9% specifically mentioned platers and sheet metal workers. This percentage is likely to be an underestimate as some companies that struggled to fill vacancies did not mention specific occupations. The ECITB continually receives feedback from employers that platers and sheet metal workers are difficult to recruit.

## 5216 - Pipe Fitters

**ECITB Workforce Census:** ECITB in-scope companies that struggled to fill vacancies accounted for 64% of the in-scope workforce in 2021. Among these companies, 3.9% specifically mentioned pipefitters. This percentage is likely to be an underestimate as some companies that struggled to fill vacancies did not mention specific occupations. The ECITB continually receives feedback from employers that pipefitters are difficult to recruit.

## 5241 - Electricians and Electrical Fitters and 3112 - Electrical and Electronic Technicians

**ECITB Workforce Census:** ECITB in-scope companies that struggled to fill vacancies accounted for 64% of the in-scope workforce in 2021. Among these companies, 5.3% specifically mentioned electrical maintenance and installation skills. This percentage is likely to be an underestimate as some companies that struggled to fill vacancies did not mention specific occupations. The ECITB continually receives feedback from employers that electrical maintenance and installation skills are difficult to find.

## NON-SKILLED WORKER LIST OCCUPATIONS

### 3539 - Business and Related Associate Professionals N.E.C.

ECITB Workforce Census: ECITB in-scope companies that struggled to fill vacancies accounted for 64% of the in-scope workforce in 2021. Among these companies, 5.3% specifically mentioned project controllers (which are classified as 'business and related associate professionals N.E.C.' in 2010 SOC, and as '3543: project support officers' in 2020 SOC). This percentage is likely to be an underestimate as some companies that struggled to fill vacancies did not mention specific occupations. The ECITB continually receives feedback from employers that project controllers are difficult to recruit.

### 8141 - Scaffolders, Stagers and Riggers

8141 – Scaffolders, Stagers and Riggers		
Workforce 2022	Annual Recruitment Requirement (ARR)	Workforce / ARR Ratio
20,751	330	1.6%
<i>Source: CITB Construction Skills Network Industry Outlook 2023 – 2027</i>		

**Note:** The National Access and Scaffolding Confederation (NASC) question the figures provided in CITB CSN report and would suggest much higher figures based upon valid CISRS card numbers as of December 2022:

- 9257 Labourers
- 6829 Trainees
- 23,026 Scaffolders
- 11519 Advanced Scaffolders

Totalling 50,631 Operatives.

**ECITB Workforce Census:** ECITB in-scope companies that struggled to fill vacancies accounted for 64% of the in-scope workforce in 2021. Among these companies, 1.3% specifically mentioned scaffolders and riggers. This percentage is likely to be an underestimate as some companies that struggled to fill vacancies did not mention specific occupations. The ECITB continually receives feedback from employers that scaffolders and riggers are difficult to recruit.

**NASC National Access and Scaffolding Confederation (NASC) Member Survey, Feb 2023:** NASC surveyed its contracting members 16/02/23 specifically for this report. The NASC received 67 responses. 58 (87%) were currently looking for operatives. 53 (79%) has stated that they had turned down work due to current labour shortages. 444 additional operatives were currently being sought by those replying to the survey.

NASC said: “The figures represent about a third of NASC membership, taking this plus the number of scaffolding companies that currently operate outside of NASC membership into consideration, we feel both workforce and recruitment requirement figures should be much higher. The sector is currently experiencing extreme difficulty in accessing domestic labour.”

**Shortage occupations in construction: A cross-industry research report, February 2019:** Of those surveyed, 22% said they had some difficulties ‘now’ in recruiting Scaffolders, Stagers and Riggers, and 3% said they had severe difficulties ‘now’.

**Evidence of skill level at or equivalent to RQF3:**

- NOCN NVQ Level 3 in Access Operating and Rigging [1170 hours] – [here](#).
- Over 33% of currently CISRS operatives at Advanced Craft grade (VQ3) – 11,530 operatives.
- Level 2 qualification [820 – 1000 hours] expected to be achieved for the trainee CISRS card and above – [here](#).

## 8142 - Road Construction Operatives

8142 – Road Construction Operatives		
Workforce 2022	Annual Recruitment Requirement (ARR)	Workforce / ARR Ratio
21,938	250	1.1%
<i>Source: CITB Construction Skills Network Industry Outlook 2023 – 2027</i>		

**CECA Members’ Survey:** Road construction operatives are a key occupation required by civil engineering contractors for the construction of highways. While the CECA Members’ Survey does not specifically identify individual jobs or occupations, in the latest available data (Q4 2022) it has registered its highest level of dissatisfaction amongst members (75%) in the availability of skilled workers since it began asking that question in 2011. CECA says that members report that these shortages include road construction operatives.

**Shortage occupations in construction: A cross-industry research report, February 2019:** Of those surveyed, 11% said they had some difficulties ‘now’ in recruiting Road Construction Operatives, and 8% said they had severe difficulties ‘now’.

## 8149 - Construction Operatives N.E.C.

8149 – Construction Operatives N.E.C.		
Workforce 2022	Annual Recruitment Requirement (ARR)	Workforce / ARR Ratio
56,496	280	0.5%
<i>Source: CITB Construction Skills Network Industry Outlook 2023 – 2027</i>		

For this occupational code the **CLC believes that Ceiling Fixers and Dry Liners should be reclassified to 5321: PLASTERERS and that category added to the SOL.** The MAC is asked to note that Dry Liners have already been moved to 5321 in the SOC 2020 codes.

In addition, the **CLC believes that Thermal Insulators, included in this code, should be added to the SOL.**

- Dry Liners
- Ceiling Fixers

The CLC has received representation from the Finishes and Interiors Sector (FIS) that Dry Liners and Ceiling Fixers may be 'hidden' in other classifications such as carpenters and plasterers. FIS contend that the above CSN data does not represent the true workforce nor need of Dry Liners and Ceiling Fixers:

*"Wood Trades and Interior fit-out is a very broad church employing a lot of carpenters and joiners in the fit-out, finishing and interiors sector (some of whom will have evolved into doing drylining, ceiling fixing and partitions installation). Many plasterers are also now involved in drylining (in fact Drylining Finishing is actually in the Plastering Apprenticeship Standard along with other basic Drylining elements). With the trades so closely linked now Drylining has in the 2020 SOCs been moved to Plastering and Drylining (5312). Our [FIS] estimates indicate that there are now more dry liners than plasterers working in the sector (around 60,000).*

*...Drylining ... is likely, depending on how people got into the trade, spread between at least three categories (possibly four if you start to build in the close link between SFS and Drylining)..."*

FIS contend that "The Dry Lining occupation accounts for the highest employment sector, approximately 60,000 people were employed across the UK as Dry Liners at the start of 2020. The occupation has an annual recruitment rate (ARR) of approximately 1,200 individuals per year."

**Finishes and Interiors Sector (FIS) Skills Pulse Survey:** “At the start of 2023, 48% of contractors responding to our Skills Pulse Survey are experiencing labour shortages and 39% identified that they currently have vacancies. Less than 10% see this situation improving and 32% anticipate a worsening in 2023. This is seen to be constraining growth for 79% of these companies.

Beyond this we have had reports of extended contract completion time and an impact on quality and ultimately delivery of work linked to shortages. The top three areas for shortages are Dry Lining, Ceiling Fixing and Plastering (this is closely followed by Carpentry and Joinery). Around 26% of the current workforce [of Dry Liners and Ceiling Fixers] are 50 years plus according to latest data.

Shortages are emerging across three critical occupational areas of plastering, dry lining, and ceiling fixing. At the start of 2020 42% of the workforce was made up of immigrant labour, with two-thirds of companies in the sector employing European Labour.”

**Shortage occupations in construction: A cross-industry research report, February 2019:** The report did not survey the specific code (8149) and so the shortage of this code was not listed in the specific survey options. However, the report did give respondents an opportunity to list other occupations considered in shortage and listed both Dry Liners and Ceiling Fixers as two of the job titles which received the highest level of response outside of the specific codes surveyed.

**Evidence of skill level at or equivalent to RQF3:** Apprenticeship durations are 18 months for Dry Liners and Ceiling Fixers. With new requirements to demonstrate competence employer groups are working to reintroduce the L3 qualification, which had tended to be built up through experience and consequently the pre-existing L3 had been withdrawn (due to commercial not skill requirements).

- Thermal Insulators

**ECITB Workforce Census:** ECITB in-scope companies that struggled to fill vacancies accounted for 64% of the in-scope workforce in 2021. Among these companies, 1.3% specifically mentioned thermal insulators (currently classified as ‘construction operatives N.E.C.’). This percentage is likely to be an underestimate as some companies that struggled to fill vacancies did not mention specific occupations. The ECITB continually receives feedback from employers that thermal insulators are difficult to recruit.

## 8229 - Mobile Machine Drivers and Operatives N.E.C.

8229 – Mobile Machine Drivers and Operatives N.E.C.		
Workforce 2022	Annual Recruitment Requirement (ARR)	Workforce / ARR Ratio
42,476	1,130	2.7%
<i>Source: CITB Construction Skills Network Industry Outlook 2023 – 2027</i>		

For this occupational code the **CLC** believes that **Plant Operative and Piling Rig Operative** should be added to the SOL.

- Plant Operative
- Piling Rig Operatives

**CECA Members’ Survey:** Plant operatives are a common occupation required by civil engineering contractors for almost all civil engineering projects. While the CECA Members’ Survey does not specifically identify individual jobs or occupations, in the latest available data (Q4 2022) it has registered its highest level of dissatisfaction amongst members (75%) in the availability of skilled workers since it began asking that question in 2011. CECA says that members report that these shortages include plant operatives.

**Shortage occupations in construction: A cross-industry research report, February 2019:** Plant and Machine Operatives were found to be one of the top ten shortage occupations in this report. Of those surveyed, 18% said they had some difficulties ‘now’ in recruiting Plant and Machine Operatives, and 12% said they had severe difficulties ‘now’.

## 9120 - Elementary Construction Occupations

9120 – Elementary Construction Occupations		
Workforce 2022	Annual Recruitment Requirement (ARR)	Workforce / ARR Ratio
118,609	2,710	2.3%
<i>Source: CITB Construction Skills Network Industry Outlook 2023 – 2027</i>		

For this occupational code the **CLC** believes that **General Labourer and Ground Worker** should be added to the SOL.

- General Labourer

**FMB State of Trade Survey:** General Labourers are reported as the third hardest to recruit occupation by FMB members, with 30% of all members reporting as such in its latest State of Trade survey (Q4 2022). The difficulty in recruiting General Labourers exceeded 10% of members in 2013 and was persistently above 20% from late 2014 until the pandemic, peaking at just over 45% in 2018. Shortage of General Labourers appears to have increased dramatically after the pandemic, surpassing 40% in 2021 – showing a long term shortage issue.

**Home Builders Federation (HBF) – State of Play - Challenges and opportunities facing SME home builders 2021:** While the HBF State of Play survey does not specifically identify individual jobs or occupations, in the latest available data (2021) shows 59% of all respondents reported the supply and cost of labour being a 'major barrier' to housing delivery. HBF says that members report that these shortages include General Labourers.

**National Federation of Builders (NFB) – Shortage Jobs and Occupations in Construction, Feb 2023:** In a survey of 62 building contractors undertaken specifically for this report, 84% said that their business had experienced 'sustained shortages' in labour (defined as one year or more). Of those experiencing sustained shortages, 21% listed General Labourer in their top three occupations facing shortage.

**NFRC State of UK Roofing Industry Q3 2022:** 20% of all firms surveyed reported that General Labourers were in shortage for their business, the 4<sup>th</sup> highest occupation reported by firms.

**Shortage occupations in construction: A cross-industry research report, February 2019:** General Labourers were found to be one of the top ten shortage occupations in this report. Of those surveyed, 31% said they had some difficulties 'now' in recruiting General Labourers, and 12% said they had severe difficulties 'now'.

- Ground Worker

**CECA Members' Survey:** Ground workers are a common occupation required on many different types of construction projects but a core occupation required by civil engineering contractors. While the CECA Members' Survey does not specifically identify individual jobs or occupations, in the latest available data (Q4 2022) it has registered its highest level of dissatisfaction amongst members (75%) in the availability of skilled workers since it began asking that question in 2011. CECA says that members report that these shortages include ground workers.

**National Federation of Builders (NFB) – Shortage Jobs and Occupations in Construction, Feb 2023:** In a survey of 62 building contractors undertaken specifically for this report, 84% said that their business had experienced 'sustained shortages' in labour (defined as one year or more). Of those experiencing sustained shortages, 15% listed Ground Worker in their top three occupations facing shortage.

**Home Builders Federation (HBF) – State of Play - Challenges and opportunities facing SME home builders 2021:** While the HBF State of Play survey does not specifically identify individual jobs or occupations, in the latest available data (2021) shows 59% of all respondents reported the supply and cost of labour being a 'major barrier' to housing delivery. HBF says that members report that these shortages include Ground Workers.

**Shortage occupations in construction: A cross-industry research report, February 2019:** The report surveyed the occupation code 9120 but listed it for the benefit of responders as General Labourer. Ground Workers were not listed in the specific survey options. However, the report did give respondents an opportunity to list other occupations considered in shortage and listed Ground Workers as one of job titles which received the highest level of response outside of the specific codes surveyed.



## OCCUPATIONS WITHOUT CODES

**The CLC recommends that BUILDING SAFETY MANAGER is added to occupation code 1251: PROPERTY, HOUSING AND ESTATE MANAGERS.**

Building Safety Managers are not currently included in any SOC 2010 code. The occupation was introduced under the Building Safety Act. In the opinion of the Construction Industry Council (CIC), these roles will be at least equivalent to property, housing and estate managers. An example of the job description for such a post by the Royal Borough of Kensington and Chelsea is available [here](#). It states 'This role would suit a facilities, engineering, safety or building services professional'.

The job advert includes a list of desirable qualifications, which includes:

**Desirable:**

- **Health and safety qualifications, such as:**
  - NEBOSH General Certificate
  - NEBOSH Construction Certificate
  - NEBOSH Fire Certificate
- **Specialist fire safety qualifications, such as:**
  - CFPA European Diploma in Fire Prevention
  - Successful completion of fire risk assessment training courses
- **A construction-related or engineering degree at ordinary or bachelors level**
- **A construction-related or engineering diploma**
- **Professional membership of one or more of the following:**
  - The Institute of Workplace and Facilities Management
  - The Institution of Fire Engineers
  - The Institution of Structural Engineers
  - The Chartered Institution of Building Services Engineers
  - The Chartered Association of Building Engineers
  - The Institution of Mechanical Engineers
  - The Institute of Occupational Safety and Health
- **Project Management experience:**
- **Delivery of training courses**

## 6. Occupations not eligible under MAC's current criteria

In addition to the occupations recommended in this report, the CLC received representation that the occupations included in this section are also in shortage.

The CLC understands that under the criteria provided by the MAC for this interim review, these occupations would not qualify to be considered by the MAC for the SOL. This is due to the fact that the 'going rate' salaries for these occupations exceed the general threshold salary under the Skilled Worker route and the MAC is recommending a policy change, so that any occupations whose salaries exceed the general threshold, would not receive a salary discount and therefore the MAC views that the benefit of being on the SOL is therefore offset. The CLC would like to make further representation on this particular point in the future, but recognises that it is not a matter included in the remit of this interim review.

However, the CLC would like to state the occupations for which it has received representation that a shortage of workers exist:

- 1122: PRODUCTION MANAGERS AND DIRECTORS IN CONSTRUCTION**
- 1251: PROPERTY, HOUSING AND ESTATE MANAGERS**
- 2432: TOWN PLANNING OFFICERS**
- 2433: QUANTITY SURVEYORS\***
- 2434: CHARTERED SURVEYORS\***
- 2435: CHARTERED ARCHITECTURAL TECHNOLOGISTS**
- 2436: CONSTRUCTION PROJECT MANAGERS AND RELATED PROFESSIONALS**

Finally, the CLC received representation from the Association of Fencing Industries (AFI) in relation to Fencers and from the Building Engineering Services Association (BESA) in relation to Plumbers. Unfortunately, due to the time constraints of the review period, it was not possible to collect the required evidence for the two occupations to be included in this review. The CLC also understands that Plumbers may not qualify for consideration by the MAC under current salary thresholds, if wage data is updated to 2021 figures.

- 5314: PLUMBERS AND HEATING AND VENTILATING ENGINEERS**
- 5319: CONSTRUCTION AND BUILDING TRADES N.E.C. – Fencers**

The CLC will reconsider proposing all of these occupations at the Call for Evidence stage of the full MAC review of the shortage occupation list, expected to begin in the coming weeks, as commissioned by the Government in August 2022.

*\*The CLC did not consult with the MAC on the likely eligibility of these occupational codes but surmised based on the information provided by the MAC in its stakeholder guidance and in relation to other occupations in the ineligible list that these too would not be considered.*

## 7. The construction industry's efforts to attract, train and retain domestic workforce

This section provides evidence of the construction industry's numerous efforts to tackle its skills shortage needs. Due to the huge number of different job roles and opportunities in the sector, most activities cut across occupations and champion the sector as a whole but specific activities for specific occupations are detailed within.

### Construction Leadership Council (CLC)

#### Apprenticeship Levy Pledging

The Construction Leadership Council's People and Skills Network has been advocating for construction companies who do not spend all of their apprenticeship levy funds to pledge those funds to others in the sector. To date, 25 construction companies have contributed a total of £3,237,117 to the Apprenticeship Levy Pledge, helping SMEs access greater funding for apprentices.

#### Construction Talent Retention Scheme and Talentview Construction

The Construction Talent Retention Scheme (CTRS) is an employment mobility platform providing support for recruitment, redeployment and talent management activities across the construction industry. Both CTRS and Talentview Construction are free-to-use services thanks to support from the CLC, CITB and a wide range of employers, industry bodies, professional institutions, colleges and construction unions.

The CTRS was created by the CLC in response to the COVID-19 pandemic and to date it has allowed 1278 employers to offer roles to those that may be losing their job elsewhere in the sector, or in the wider economy.

You can view the Construction Talent Retention Scheme [here](#), and Talentview Construction [here](#).

#### Industry Skills Plan

The Construction Leadership Council's People and Skills Network has produced an industry skills plan covering the time period 2021-2025. The plan is the first ever sector-wide skills plan developed by industry.

The plan sets out a series of clear actions and commitments for both industry and Government to help meet these challenges, grouped under the following four areas: Careers; Standards and Qualifications; Training, Education and Development; and Culture and Working Environment.

Commitments include:

- Creating Talent View, a one-stop-shop portal for new entrants
- Recruiting 7,000 construction STEM Ambassadors
- Developing an industry standard for work experience
- Producing competence frameworks
- New training standards for Net Zero and Smart Construction
- A pledge to promote direct employment

The Industry Skills Plan 2021-2025 is available to view [here](#).

The Industry Skills Plan progress update 2022 is available to view [here](#).

Chair of the Skills Network Culture Group, Alasdair Reisner (CEO of CECA) provided the following activity update for this report:

*"We have to date trained 6488 people from 1990 companies people about fairness, inclusion and respect, with 849 becoming fairness, inclusion and respect ambassadors within their companies. We have also promoted STEM ambassadors with 688 new ambassadors going into schools and other organisations to promote careers in construction. We have carried out 11,009 work experience opportunities and we are developing a single industry-wide plan to promote greater diversity in the sector, for launch in 2023."*

## Build UK

### Flexible Working

Whilst it has long been recognised that flexible working is key to a more diverse workforce, making it work for site-based roles is often seen as an insurmountable challenge. Build UK delivered a pioneering project with Timewise and four Build UK Contractor members to trial a range of approaches to flexible working on site. Access the full report and outcomes, [here](#).

### Open Doors

Open Doors is a nationwide campaign that 'goes behind the site hoardings' to show young people and those looking for a change of career the fantastic range of opportunities available in construction. It runs every year, with 236 sites taking part in 2023 offering over 4000 places for young people and prospective new entrants: <https://opendoors.construction/>

### Routes to Entry Guidance

Build UK supports its members by producing guidance to assist construction companies and prospective entrants to navigate the paths into construction. View the 'Guidance on the Routes to Entry for Construction', [here](#).

### STEM Ambassadors

Build UK and CITB have joined forces with STEM Ambassadors to show more young people the wide range of opportunities available in construction – watch the video on YouTube [here](#).

## Construction Industry Training Board (CITB)

CITB's new purpose, launched in June 2022, is to "support the construction industry to have a skilled, competent, and inclusive workforce, now and in the future." CITB's [Business Plan for 2022/23](#) sets out how the organisation will **invest over £233 million** towards this purpose. The plan is focussed on three key challenges:

1. Responding to the skills demand
2. Developing the capacity and capability of training provision
3. Addressing future skills needs.

### Responding to the skills demand

*The industry needs to attract and retain a wider range of potential workers by raising the profile of construction careers.*

- Go Construct, the industry's careers website designed and managed by CITB, provides a central source of information on construction, routes in and links to opportunities. The website which has seen **614,000 visits so far this year (56% year-on-year increase)**.
- CITB delivered the government-funded Construction Skills Fund to provide experience and entry level training linked to live construction sites. Between **October 2018 and September 2021, 21,000 individual accessed CSF with 58% from under-represented groups**, 19,800 trained to be employment and site-ready and 6,100 in sustained employment. Based on this success CITB's own onsite hub-experience model will make over 6,400 people from diverse backgrounds site-ready or a job starter. We will also provide 4,600 industry taster experiences.
- CITB Ambassadors bring construction to the classroom, showcasing the industry to young people. CITB now has **378 active Ambassadors and is committed to reach 1,700 within two years.**

*Better pathways need to be created into the industry to ensure people can more easily start a career in construction.*

- CITB is supporting the industry to take on thousands more apprentices, investing £60.3 million in employer grants in 2022-23. **CITB has already surpassed their annual target (30,450 starts), with 33,300 apprentices starting their programmes.**
- CITB are continuing to work with DfE to promote and ensure the measures we have developed with government work for the industry, including the Apprenticeship Levy 'pledge', Flexi-job Apprenticeships, other flexible delivery models, as well as promoting T Levels and supporting them as a route into apprenticeships.
- CITB are working with industry and government to ensure an employer-backed pathway to competence from L1 and L2 study in FE into accelerated apprenticeships is created through the DfE's L2 and below qualifications review.

*To reduce the number of people leaving the industry, construction needs to be seen as a fair, inclusive, and respectful place to work.*

- CITB's Fairness, Inclusion and Respect programme of free workshops and masterclasses to help industry introduce FIR processes into their business and upskill on diversity, **trained over 4,000 individuals between April 2021 and March 2022**. CITB are developing a future diversity plan to align with our 2023/28 Strategic Review.
- CITB is supporting mental health training and initiatives. This includes working with the Lighthouse Club to train mental health first aiders and instructors, partnering with the Samaritans to make mental health support accessible to small and medium sized construction employers, and establishing a commission to support apprentices. Since 2018, CITB has supported nearly **950 employers with specific mental health projects and provided funding for over 29,000 mental health courses**.

### **Developing the capacity and capability of construction training provision**

*Employers face a range of training challenges including complexity, cost, candidate quality, identifying and accessing provision.*

- CITB is fostering greater local collaboration to ensure training supply better meets demand including supporting the development of new Local Skills Improvement Plans and devolving more levy-spending powers locally to help our 80-strong network of local employer training groups find creative solutions.
- CITB is also piloting an innovative new initiative – Employer Networks – which will put employers in the driving seat on how to address local skills needs using localised funding budgets that are managed by trusted, knowledgeable, delivery partners. There is the potential for this work to be strategically aligned with emerging LSIPs.
- The number of construction employers accessing CITB grant, and funding has **increased by 5% this year (16,030 in 21/22 to 17,359 in 22/23)** – a real achievement given the economic uncertainty. This thanks to our engagement advisers, active Training Groups, and the new employer networks CITB is establishing.
- To support specific skills challenges in building safety, homebuilding, and retrofit, and we have provided enhanced funding for training in occupations facing significant shortages in skilled people including bricklaying, cladding, drylining, and retrofit.

### **Addressing future skills needs**

*The construction workforce will need to have the right knowledge, skills and behaviours in building safety, net zero, digital, modern methods, and leadership and management.*

- CITB's Skills and Training Fund provides small employers up to £10,000 and medium sized employers £25,000 for leadership and management training. Last year, **CITB supported 1,556 small and micro businesses and 98 medium business to deliver high-quality**

### **training to their employers.**

- CITB worked with DfE to ensure Skills Bootcamps tap into employer demands, the criteria for which now incorporates Level 2 to support training for in-demand skilled trades such as bricklaying, joinery, and drylining.
- To support building safety, CITB will be assisting the development of Dry Lining, Fire Stopping Specialist, Rainscreen Cladding, and Roofing frameworks.
- CITB are undertaking work to understand the impact of net zero and modern methods of construction and net zero on standards and will continue to run commissions to find new approaches to meeting emerging future needs that could be scaled-up to address critical industry challenges.

## **Construction Skills Delivery Group (CSDG)**

Convened in November 2020 the Construction Skills Delivery Group (CSDG) is a cross government and construction industry collaboration led by the Department for Business and Trade and Department for Education. The CSDG is working to improve and build on the existing ecosystem of training offers to ensure that the construction sector is equipped to respond to the needs of the labour market by:

- Improving training routes into construction
- Creating opportunities for the labour market to re-skill and up-skill
- Targeting resources to meet current and future employer needs
- Create a more diverse workforce

## **ECITB**

Attracting new entrants into the engineering construction industry is a key pillar in the ECITB 2023-2025 Strategy. This will be done through a series of initiatives, including delivering £64m in support for training, prioritising shortage skills and occupations. Of this, £31-32m will be dedicated to supporting new entrants into industry.

The ECITB works continuously with the Welsh and Scottish Governments as well as Westminster (principally ESFA and DWP regarding the retention of benefit entitlement) on a collaborative model of co-funding, with the ECITB making in-kind contributions.

The ECITB has supported 360 young people through Scholarship programme, providing a route into industry for those who were unable to secure an apprenticeship. ECITB Scholars are known to ECI employers and the programme is well respected in industry.

Apprenticeships form the backbone of new entrants into the ECI and the ECITB continuously supports industry through grant funding apprenticeships. In 2021 the ECITB supported 577 apprentices into industry and aims to grow this number year on year.

## Federation of Master Builders (FMB)

### Developing new routes to entry

The FMB Trailblazer Group is working with IfATE to establish a general builder apprenticeship standard. The purpose of the standard is to fill the skills gap within the industry by offering trainees an opportunity to develop an understanding of all the key construction trades, all in one course.

The qualification will equip trainees with skills in four of the key trade areas:

- Bricklaying
- Carpentry
- Plastering
- Painting & Decorating

The course will also include training on green skills and retrofit methods to increase energy efficiency in homes and it will provide an understanding of the importance of thermal qualities, airtightness and ventilation.

FMB hope to launch the qualification in colleges by September ideally, if not the end of the year, but this will depend on when the course has been approved by IfATE and also secured funding.

### Promoting Apprenticeships to SME businesses

FMB are campaigning to make it easier for SMEs to take on apprentices, and to provide training for the existing workforce to upskill the industry. The organisation has a [campaign page](#) with further information on the work they are doing. FMB provide members with practical information and resources for taking on an apprentice and this includes a '[Building your workforce through apprenticeships](#)' webinar and an '[Ultimate guide to construction apprenticeships](#)'.

### Supporting Training

The FMB has also produced several research reports to support policy change to make it easier for our members to train their members (e.g. [Trading Up](#) and [Train local, work local, stay local](#))

### Supporting Diversification

FMB worked with the CLC to deliver a new guide for small developers, designed to help those in the building industry looking to diversify into other roles, [here](#).

## Finishes and Interiors Sector (FIS)

The sector is actively engaged in addressing the shortage challenges [in Dry Liners, Ceil Fixers and Plasterers] by growing Apprenticeships, Bootcamps, SWAPS [Sector Based Academy Work Programmes] and a range of structured specialist induction and recruitment programmes run in partnership with the Department of Work and Pensions, the Department for Education, Charitable Groups and CITB. Further information is available of the FIS Skills Hub, [here](#).



## Home Builders Federation (HBF)

### Building Capacity - Brickwork Masterclasses

The Brickwork interventions are specifically aimed at tackling the most frequent defects appearing on the NHBC Construction Quality Reviews (CQR's) site visits to home builders year on year – i.e., DPC's and trays, cavities, weep holes and insulation, Fire stopping and sound proofing. Using these subjects as the key content for imparting knowledge for quality improvement, HBSP with delivery partner NHBC, the Association of Brickwork Contractors (ABC) developed, in conjunction with the industry, the initial brickwork masterclasses.

The masterclasses consist of a 4-hour blended learning intervention of video content and reading material, with a 90 minute upskilling programme delivered on site. The aim to enable a sustainable, long term solution. To date 963 sessions have been delivered to 8716 bricklayers, equating to a fifth of the home building bricklaying workforce.

It is also worth noting that CPD for FE lecturers (part of earlier contracts) was also a huge success. The HBF has also worked with BACH (British Association of Construction Heads) to tackle the challenges facing full time construction student leavers gaining employment when not site ready.

In collaboration with CITB, National House Building Council (NHBC) and the Association of Brickwork Contractors (ABC), the Skills Partnership has created CPD for educators on industry challenges associated with Brickwork. During 2019 the Skills Partnership ran a successful programme of 3-hour CPD sessions for brickwork lecturers, hosted in regional colleges, delivered by NHBC, funded by CITB.

### Growing a diverse talent pipeline

Women into Construction is working with The Home Builders Federation (HBF) to launch a nationwide employment programme for women, helping to address the gender imbalance in the construction workforce, which currently sees just 16% female representation. The Home Builders Federation (HBF) has teamed with Women into Construction to launch a nationwide employment programme for women, helping to address the gender imbalance in the construction workforce, which currently sees just 16% female representation.

Working closely with employers Barratt Developments, Bellway Homes, Cala Homes, The Hill Group, Keepmoat, Persimmon Homes, Redrow, St. Modwen and Vistry Group, the project hopes to attract women into Site Management roles by offering a unique funded programme that will provide support with childcare and training costs to make the opportunity more accessible.

## National Access and Scaffolding Confederation (NASC)

NASC works hard to promote scaffolding as a safe and well-paid career option to all and are actively involved in several initiatives aimed at increasing the numbers of those considering coming into the industry.

## **Returning Citizens**

NASC working in partnership with its members, MOJ, HMP, Approved CISRS providers and several charities, have set up the returning citizens scheme in order to encourage ex-offenders into a career in Scaffolding across the UK. NASC guarantee interviews with members, subsidise training and offer support through mentors, see [here](#). NASC were invited to speak at London Build to talk about the benefits of recruiting ex-offenders and to explain the NASC RC scheme. NASC has carried out visits and presentation to prisons around the UK including delivering an interactive VR session at the UK's highest security prison, HMP Belmarsh. Which was reported by both the Sun on Sunday and the Telegraph [here](#).

## **BFRS/Military2Construction/Armed Forces Covenant**

NASC has strong links with the military and are involved with several organisations to promote Scaffolding as a career to those leaving the forces. NASC has signed up to the armed forces covenant, we are sponsoring BFRS (British Forces Resettlement Service) careers fairs and the Military 2 Construction initiative across the UK in 2023, see [here](#). NASC offers full funding (approx. £4000) to members for all training and assessment required to qualify ex forces personal as scaffolders, see [here](#).

## **Scaffolding Instructor Commission (CITB/CISRS)**

NASC are working closely with CISRS on a CITB funded Scaffolding Instructor Commission aimed at developing and training 16 new scaffolding instructors within England and Wales. The 2-year programme was launched 1<sup>st</sup> November 2022 and already 4 new instructors have been registered onto the commission, with 2 more likely to come on board in the coming weeks. An increase in the number of instructors will allow for additional training capacity across England and Wales, for more information, see [here](#).

## **NASC member training subsidies**

NASC offers its membership a range of additional training payments for those employing new entrants, qualifying Scaffolders, Advanced Scaffolders, Supervisors, Scaffold Inspectors.

## **Recruitment Events**

NASC continues to support regional and National school leavers/careers event such as [Skills London](#). NASC will also be involved with further events across the UK, see [here](#). NASC attended the Young Builder of the Year Awards at the House of Lords with the NASC President to develop links with organisations to offer opportunities to disadvantaged young people. NASC also actively promoted National Apprentice week, visiting apprentices in centres across the UK, attending careers fairs and visiting apprentices on site, see [here](#).

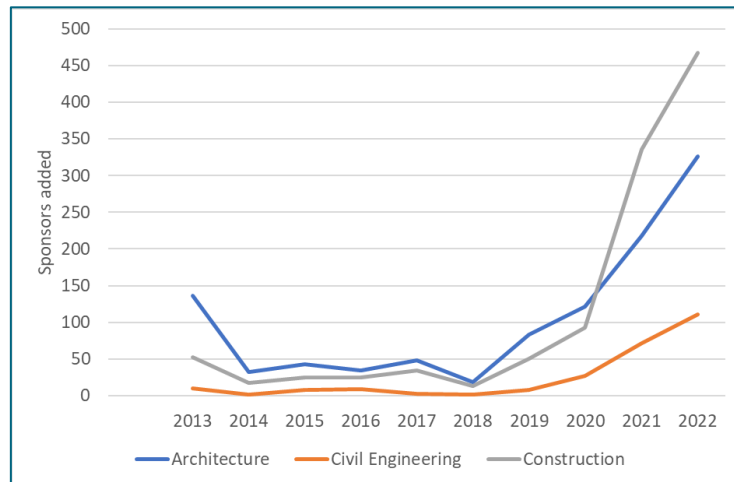
## National Federation of Builders (NFB)

### Women in Construction

The NFB is running a women in construction programme to help attract and retain women in the construction workforce. The programme includes a 'Top 100 Influencer' awards, with over 300 women nominated in its inaugural year, a Roadmap for Industry, a 'Pledge' campaign for employers and a mentoring offering. The programme also includes a virtual Women in Construction network, a number of funded ILM course places, a series of 8 funded (in person) masterclasses which have to date attracted as many as 100 participants a time and covers Neurodiversity, Recruitment, Leadership & Culture, Inclusion, Finding your place, Health, Mental Health and Creating Safe Spaces on Site. More information can be found [here](#).

## 8. Licensed Sponsors in construction – setting expectations

The CLC asks the MAC and the Home Office to measure the success of the take-up of any construction related occupation VISAs in the context of the number of licensed sponsors in the construction industry. The CLC is committed to helping to improve the number of construction companies engaged with the Points-Based Immigration System, and there has been growth in take-up, but the number of licensed sponsors remains very low.



**Source:** <https://uktiersponsors.co.uk/> extracted from the 'Review of developments in immigration and settlement policy from 2021 onwards and labour market change' by Anne Green, City-REDI, University of Birmingham – January 2023.

The total number of construction companies who were on the list of sponsors was 467 in 2022 (up from 336 in 2021 and 93 in 2000), while 326 architecture and 111 civil engineering companies were sponsors (Green, 2023).

## 9. Alternative ideas

In addition to the specific requests included in this report, the CLC would like to offer two alternative ideas for tackling workforce shortages under the Points Based Immigration System:

### **Youth Mobility Scheme VISA – eligibility extension**

The CLC believes that the UK's existing Youth Mobility Scheme offers an excellent framework for young people to work in the UK for a limited time, much like other similar models across the world. However, the current list of eligible countries (6) is very limited. The CLC suggest that opening the scheme up to the entire European Economic Area would provide much greater access to workers.

### **Clearing House Model - outline proposal**

This short synopsis has been prepared to outline proposals for discussion regarding a construction industry 'clearing house' to streamline the process of sponsoring migrant workers under the Skilled Worker or Shortage Occupation List route.

There are two potential options as to how this proposal might work:

1. **Clearing House as facilitator** – the clearing house could support each company to develop its application to become a licensed sponsor, ensuring that it has a full understanding of its responsibilities and obligations, and also assessing that all application paperwork is correct. The Clearing House would then apply on the company's behalf and have a performance-based service agreement with Home Office to process applications promptly, ensuring that licenses are cleared promptly.
2. **Clearing House as employer** – a more radical approach would be for the Clearing House to act as employer and sponsor of migrant workers. Under this system companies could request an employee be taken on by the Clearing House on an agency basis, before being deployed to work for the company in question. Under these circumstances the Clearing House would retain all of the sponsor's obligations in terms of managing its license and those employed under it.

## 10. Contacts and acknowledgements

General enquiries to the CLC and correspondence with the Co-Chair should be addressed to:

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