

## **South and East Lincolnshire Councils Partnership Economic Narrative**

### **Overview**

The three local authority areas of Boston, East Lindsey and South Holland are the regional coast for the East Midlands.

They cover 1019 square miles (45% of the administrative county of Lincolnshire) and with 306,000 people represent 40% of its population.

The Wolds which forms the inland spine of the northern part of the land is an Area of Outstanding Natural Beauty. Boston has a heritage and archaeological cluster of international significance and has the only port of scale in the administrative county of Lincolnshire. South Holland along with Boston forms the northern rim of the Wash and is an integral part of the internationally significant Fenland of England.

The area provides 38% of Lincolnshire's GVA at a figure of £17,019 per head compared to an administrative county average of £17,776.

The northern section of the area (East Lindsey) has an internationally significant tourism sector base, Boston is the hinge for the area and its main service centre and South Holland is the horticultural hub of the East Midlands, part of a globally significant centre of food manufacturing and logistics.

In a 2022 study commissioned by Lincolnshire County Council, Rose Regeneration identified 37 settlements across Lincolnshire which have the functionality of a town, 18 of these settlements are in the SELCP area. The table showing the ranking of these settlements is set out in Appendix A.

This range of settlements clearly marks out the area as polycentric with one service centre (Boston) but a cluster of towns. Overall, 64% of the population of the area live within its towns which is roughly on a par with the administrative county of Lincolnshire (66%) as a whole. 4 of the 10 largest towns in the administrative county of Lincolnshire are in the South and East Lincolnshire Councils Partnership sub-region.

This sparse pattern of settlements and the predominance of two economic sectors: tourism and food manufacture, both subject to seasonality, along with significant distance from markets at the eastern extremity of the area, have led to significant pockets of deprivation. These are particularly prevalent on the East Lindsey coast.

## Individual District Features

### East Lindsey

East Lindsey is the largest District Council by geographical area in England. It has two distinctive geographies a coastline and a large internal hinterland. It has the following defining features:

1. The second largest population in Lincolnshire at 142,900 (ONS) only smaller by 1,000 people than South Kesteven District.
2. It has a smaller working population as a percentage of the population than the national average 54.9 compared to 62.9 for GB.
3. It has an economically active population on a par with national norms 78.4% compared to 78.6% for GB. The coastal strip has a far worse figure with just 43% of its relevant population economically active (2021 Census).
4. The area has a significantly lower level of people in managerial and professional occupations 34.1% compared to the GB average or 52.2% (Nomis Local Authority Profile 2023).
5. Salaries are over £100 per week lower than the GB average £575 vs £683, they are particularly lower for women: £499 vs £628 (ASHE data 2022).
6. Notwithstanding these low wages and high levels of economic activity levels of out of work benefit claimant are lower than the national average at 3 vs 3.7%, incapacity benefit claiming is higher at 8.7 vs 6.1% of the national average (DWP 2023).
7. Job density which is the stock of jobs as a proportion of the working age population, reflecting the dispersed settlement nature of the district is low at 0.68 vs a GB average of 0.85 (ONS 2023)
8. Key sectors are: Accommodation and Food Services which is over 2.5 times as big as the national average at 20.5% of jobs and when coupled with Arts, Entertainment and Recreation which is 10.2% of the jobs stock over 30% of jobs across the whole district relate to tourism activity. Manufacturing, particularly inland, is also a third higher in terms of the stock of jobs than the national average at 10.2% vs 7.6%. (BRES 2022)
9. The GVA for the district is £13,897 the second lowest in Lincolnshire with the county average of £17,776 (2020 ONS Isoa GVA tables ONS). Uk £28,377.
10. The district fares very poorly in terms of the English Indices of Deprivation, with representative scores which put the district at 30<sup>th</sup> worst out of 318 in the bottom 10% of all local authority districts. (English Indices of Deprivation 2019)
11. Particularly low scores in the bottom 20% of all areas include Income (42<sup>nd</sup>), Employment (25<sup>th</sup>), Education (28<sup>th</sup>) and Health (53<sup>rd</sup>) – the ranking for the coast mirrors the results for the district as a whole. A comparison of the IMD with Rural Deprivation Index (RDI) an index developed by the University of East Anglia which adds distance by time from services and the relative stock of over 75s in the population indicates when applied to East Lindsey a significant increase in the relative deprivation of the area based on the map at Appendix B.

## Insights from 3 key studies

### Caravans<sup>1</sup>

East Lindsey is internationally significant in terms of the number of static caravans which make up its tourism offer. The latest information from the East Lindsey District Council Licensing Department indicates that at the end of 2019 the stock of caravans was 35,121.<sup>2</sup>

A 2019 study of the economic impact of caravans in East Lindsey by Rose Regeneration identified a huge contribution to GVA and employment within the context of a very seasonal economy. Within relatively broad parameters it identified the economic contribution of caravan parks to the economy of East Lindsey in 2019 as:

- Expenditure - £424,320,000 to £575,966,838
- Jobs – 5,148 to 10,033
- GVA - £158,851,836 to £309,601,877

### Flood Risk<sup>3</sup>

East Lindsey has a coast which is at rapid risk of flood inundation. A study in 2020 provided the following valuation for the assets at risk in this context:

Land - The value of the agricultural land in the floodplain can be identified as: **£109,258,083**. A single breach event in East Lindsey could cost the agricultural sector in the region of **£3.25 million (CZ1) or £13.5 million (CZ2)** in terms of reduced crop yields. Such an event, based on an averages for the extent of land at risk and the seasonal timing of a flood, would affect land valued at **£6.6 million (CZ1) or £11.8 million (CZ2)**, based on 2020 price levels.

Residential Property - The value of residential property in the area can be inferred at **£7,118,671,588** at 2021 prices.

Non Domestic Property - The value of non domestic property in the area can be inferred at **£848,846,000** at 2020 prices (**£878,555,610** uprated at 3.5% for inflation in 2021).

Overall Asset Value - Taken as a whole the land and property assets in the East Lindsey floodplain can be identified as worth over **£8 billion**.

### Business Structure<sup>4</sup>

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<sup>1</sup> The Economic Contribution of Caravan Parks to the Economy of East Lindsey 2020 (Rose Regeneration)

<sup>2</sup> East Lindsey District Council Public Caravan Register 2020

<sup>3</sup> **The Value of Land and Built Assets in the Coastal Floodplain in East Lindsey District Council (2020 Rose Regeneration and University of Lincoln Business School)**

<sup>4</sup> Restoration and Recovery, Key Considerations Arising from the Impact of the Coronavirus on Businesses in East Lindsey District (Rose Regeneration 2020)

## Appendix B

Both of the above studies along with a study of the economic impact of coronavirus in East Lindsey (Restoration and Recovery 2020) reveal the importance of family businesses to the economy of East Lindsey. That study found: “Family businesses, which are a significant feature of the business landscape in East Lindsey, are in some cases more robust because of their deeply embedded financial and supply chain relationships.”

### Health

Poor health outcomes, particularly in the coastal section of the area are a defining feature of East Lindsey. The link between health and economy plays out in issues such as levels of economic activity and demand for social care workers. Primary Care Network data from Lincolnshire County Council demonstrates on almost all measures of disease prevalence scores which are at the highest extremity of ill health in Lincolnshire. Two key slides from the First Coastal PCN document 2020 are set out at Appendix C:<sup>5</sup>

### Wider Population and Deprivation Dynamics

A recent baseline assessment of the district concluded that “by 2037, a quarter of the total UK population will be over 65. Lincolnshire, and in particular East Lindsey will continue to have a higher than national average number of older residents. Projected numbers state that 30% of the population of Lincolnshire will be over 65 by 2041; while in East Lindsey 40% of people will be over 65. Additionally, it has been identified that the highest proportion of visitors to East Lindsey are 55 – 64 years of age. This all has huge implications for future service delivery and the local economy” (ELDC, 2021).

The Chief Medical Officer’s (2021)<sup>6</sup> highlighted the health challenges in coastal communities and difficulties in collecting reliable data on transient or hidden populations. East Lindsey constitutes a large proportion of the Lincolnshire coast. The county has more than 200 coastal caravan sites and around 35,000 static caravans. It is also estimated that there are around 3,500 households (6,600 people) who live for some or all the year in caravans, chalets or park homes. Research by East Lindsey District Council and the International Institute for Rural Health at the University of Lincoln has documented the significant pressure placed on key services by this unique set of circumstances.

### Thriving Places Index

The Thriving Places Index at district level provides a really useful means of benchmarking districts and the results for East Lindsey which support our analysis above are set out below. The following text from the Thriving Places Website explains how the index works:

*The Thriving Places Index helps to answer three important questions. Are we creating the right local conditions for people to thrive? Are we doing that equitably, so everyone can thrive, and sustainably, so current and future generations can thrive?<sup>7</sup>*

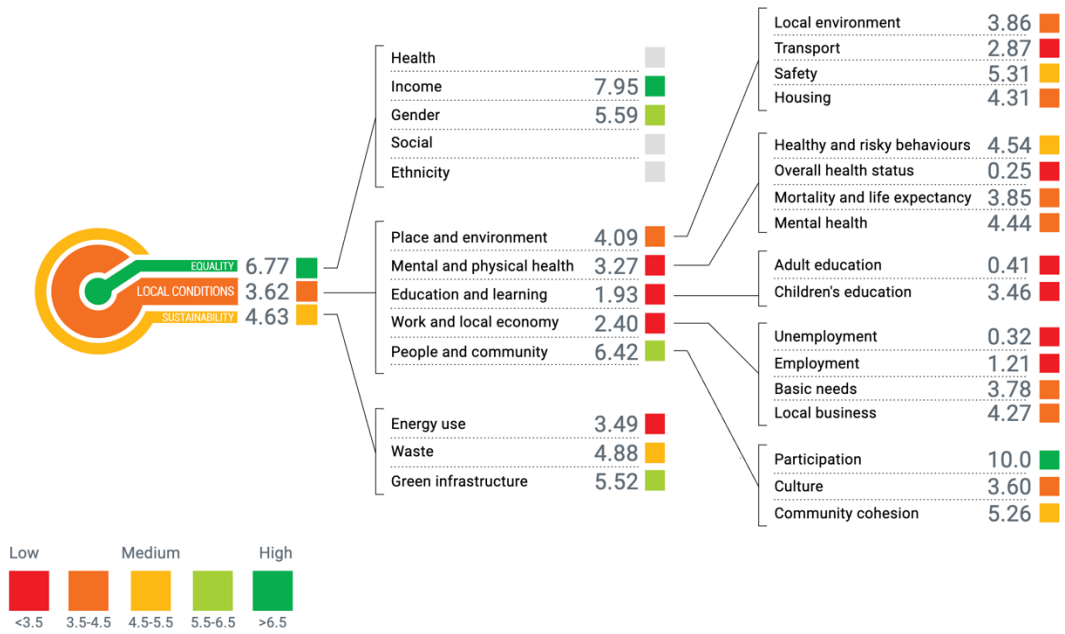
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<sup>5</sup> First Coastal 2020 Profile Lincolnshire County Council Public Health Intelligence Report

<sup>6</sup> Chief Medical Officer’s annual report 2021: health in coastal communities – Department of Health and Social Care

<sup>7</sup> <https://www.thrivingplacesindex.org/>

# East Lindsey



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## Individual District Features Boston

The area is configured as set out below, incorporating a hinterland of 54 square miles:

1. Boston Borough has a population of 70,800, of whom 46,506 live in the town itself. The population is projected to grow rapidly ONS (2018) predict that the population of the district will be 82,615 by 2043. This represents a growth from 2018 of 14% compared to a projected growth for England of 8.5% and Lincolnshire of 9%.
2. It is the main service centre for the east of Lincolnshire and is effectively the second equal (after Lincoln) largest settlement in the administrative county of Lincolnshire.
3. The district has levels of working age population 61.2 vs 62.9 (GB) and economic activity 79.7 vs 78.6 (GB) on a par with the GB average. (ONS Population estimates 2022)
4. Wages (2023) are amongst the lowest in Great Britain overall they are £100 per week lower than the GB average £582 vs £683 (GB) with particularly low figures for female salaries: £487 vs £629 (GB). (ASHE 2023)
5. Boston Borough has a higher proportion of people on out of work benefits 4.3% compared to 3.7% for GB (DWP 2023)
6. Surprisingly for the main service hub of the whole SELCP area it has a low job density of 0.8 compared to the GB average of 0.85 (ONS 2023)
7. Predominating economic sectors (BRES 2022) reflect its role as a service centre with the following sectors having higher percentages of employment than the GB average:
  - Manufacturing 13.3 vs 7.6
  - Wholesale/Retail 20 vs 14
  - Administration 15 vs 9
  - Health 20 vs 13.5
8. The area is a major food processing and wholesale hub and part of the nationally significantly cluster of activity in this context which spans Boston and South Holland.
9. The GVA per head for the borough is £19,906 the the second highest in Lincolnshire with the county average of £17,776 (2021 ONS Isoa GVA tables ONS).
10. Boston has the lowest score in England for Education in terms of the 2019 English Indices of Deprivation and very low scores for Employment (85) and Income (92) out of 318. Unpacking the very low score for Education reveals that the greatest challenge relates to adult rather than school age skills deficits.
12. The Borough has a far smaller stock of people in higher level occupations than the national average 38.4% compared to 52.2 (GB)% (Nomis Local Authority Profile 2023)
11. The area can be effectively described as having a low wage/low skill equilibrium.
12. A comparison of the IMD with Rural Deprivation Index (RDI) an index developed by the University of East Anglia which adds distance by time from services and the relative stock of over 75s in the population indicates when applied to Boston a significant increase in the relative deprivation of the area based on the map at Appendix B.

## Appendix B

Boston has become home to a settled population of successful migrant workers and almost half (44.7%) of live births in the area are to non UK born mothers. This puts the area much more on a par with other major city centres of enterprise such as London, Birmingham and Manchester and centres of learning such as Oxford and Cambridge (both of which have over 50% live births to non UK born mothers), than its hinterland. (ONS 2020).

### **Flood Risk<sup>8</sup>**

Boston has a coast which is at rapid risk of flood inundation. A study in 2020 provided the following valuation for the assets at risk in this context:

The value of the agricultural land in the floodplain can be identified as: £392,229,719

A single breach event in Boston could cost the agricultural sector in the region of £13.5 million (CZ2) or £5.5 million (CZ3) in terms of reduced crop yields, based on 2016 crop data for the District. Such an event, based on an averages for the extent of land at risk and the seasonal timing of a flood, would affect land valued at £35.5 million (CZ2) or £72.8 million (CZ3), based on 2020 price levels.

Residential Property - The value of residential property in the area can be inferred at £5,105,344,880 at 2021 prices.

Non Domestic Property - The value of non domestic property in the area can be inferred at £551,115,300 at 2020 prices.

Overall Asset Value - Taken as a whole the land and property assets in the Boston floodplain can be identified as worth over £6 billion.

### **Thriving Places Index**

The Thriving Places Index at district level provides a really useful means of benchmarking districts and the results for East Lindsey which support our analysis above are set out below. The following text from the Thriving Places Website explains how the index works:

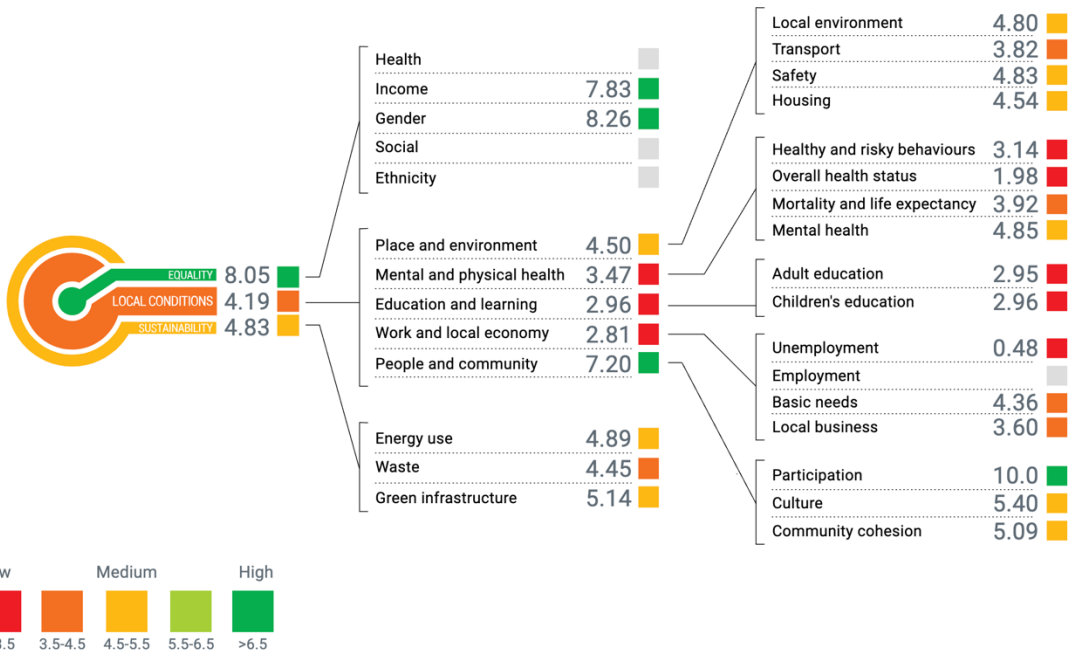
*The Thriving Places Index helps to answer three important questions. Are we creating the right local conditions for people to thrive? Are we doing that equitably, so everyone can thrive, and sustainably, so current and future generations can thrive?<sup>9</sup>*

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<sup>8</sup> The Value of Land and Built Assets in the Coastal Floodplain in Boston (2020 Rose Regeneration and University of Lincoln Business School)

<sup>9</sup> <https://www.thrivingplacesindex.org/>

# Boston





## Individual District Features South Holland

South Holland is defined by its Fenland landscape. It has a relatively small population and covers a modest geographical area of 286 square miles in Lincolnshire terms. It has

1. A population of 95,500 (ONS Population Estimates 2023)
2. It has a smaller working population as a percentage of the population than the national average 59.2% compared to 62.9 for GB (ONS Population Estimates 2023)
3. It has an economically active population which is higher England 86% compared to 78.6% for GB. (ONS Population Estimates 2023)
4. The area has a very significantly lower level of people in managerial and professional occupations 24.2% compared to the GB average or 52.2% (Nomis Local Authority Profile 2023)
5. Salaries are considerably lower per week r than the GB average £636 vs £683, they are particularly lower for women: £546 vs £628 (ASHE 2023)
6. Notwithstanding these low wages and high levels of economic activity levels of out of work benefit claimant are lower than the national average at 2.9 vs 3.7%. (DWP 2023)
7. Job density which is the stock of jobs as a proportion of the working age population, reflecting the dispersed settlement nature of the district is on a par 0.81 vs a GB average of 0.85 (ONS 2023)
8. Key sectors are: food manufacturing with manufacturing as a whole comprising 18.9% of the stock of jobs compared to 7.6% (GB) and wholesale retail being 21.6% vs 14% (GB), administration is also high at 16.2% vs (GB) 9% (BRES 2022)
9. The GVA for the district is £19,331 is higher than Lincolnshire with the county average of £17,776 (2021 ONS Isoa GVA tables ONS).
10. The district fares relatively poorly in terms of the English Indices of Deprivation 2019, with representative scores which put the district at 144<sup>th</sup> of 318 in the bottom 10% of all local authority districts.
11. Particularly low scores in the bottom 20% of all areas include Income (140<sup>th</sup>), Employment (140<sup>th</sup>) and Education (9<sup>th</sup>).
12. A comparison of the IMD with Rural Deprivation Index (RDI) an index developed by the University of East Anglia which adds distance by time from services and the relative stock of over 75s in the population indicates when applied to South Holland a significant increase in the relative deprivation of the area based on the map below:

## Thriving Places Index

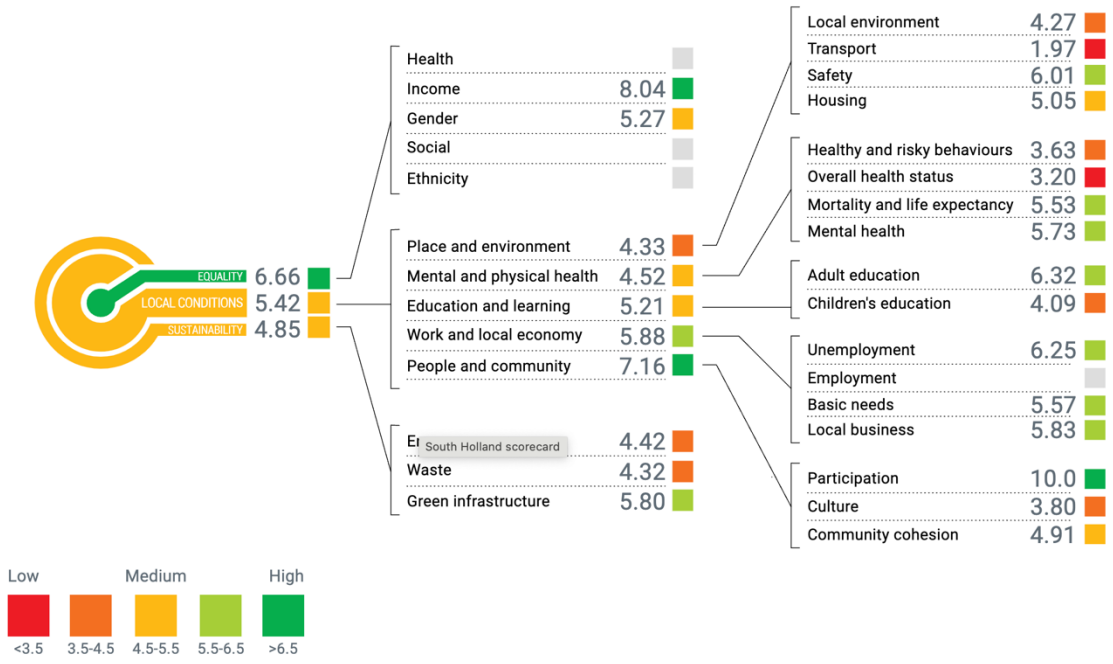
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<sup>10</sup> <https://www.thrivingplacesindex.org/>

# South Holland



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## Sub Regional Positioning

The Greater Lincolnshire Economic Statement 2023 Storyboard provides a useful context for the evolution of a set of distinctive actions to facilitate economic growth in South and East Lincolnshire.

This strategy has only one truly distinctive theme which relates to leading food energy and security for the UK. The other three core themes are generically applicable to a degree to most sub-regions in the UK namely: shaping an Innovation led economy, opportunity for all and increasing investment.

Key actions referenced in relation to each theme include:

- Food- Attracting global investment associated with food and logistics
- Innovation – Closing the production gap – through the demand side
- Ensuring opportunity for all – Social mobility and skills – supply side capacity development
- Increasing Investment – closing the gap between Lincolnshire and the UK

Our experience and overview of key themes in the SELCP area suggests there is real merit in giving:

- A greater emphasis to health as a sector
- A stronger focus on responding more actively to post covid working patterns particularly in terms the scope to maximise the remote working potential of the area and fully exploit its residential desirability as a base for home workers
- Giving greater emphasis to the likely impact of AI
- Maximising the potential of the green economy
- Taking a broad view (with a place emphasis) on the potential of the heritage, culture, arts and leisure sectors
- Giving greater emphasis to the role of F/HE and the capacity of the University of Lincoln to drive higher level skills including through the Institute of Technology and the wider research agenda
- Acknowledgement of the economic opportunities associated with the port of Boston and the wider logistical capacity linked to South Holland companies

The focus in the strategy on sector “Gamechangers” in food, energy, ports and logistics and defence and security could be leavened with a consideration from an SELCP perspective of our strong tourism, heritage and arts capacity, which could also be a focus for innovation

In the underpinning sectors identified in the strategy there are strong references to construction and VCS but not the public sector which has a major role as an employer across Lincolnshire. There is no discussion in any detail of social mobility in the strategy.

The *meeting local challenges* section prompts a consideration of relationships with North East Lincolnshire and Peterborough Councils in terms of the northern and southern

## Appendix B

extremities of the SELCP area and suggests scope for specific partnering themes around food processing, ports and logistics.

The East Lindsey and Boston Cultural Framework for Renewal<sup>11</sup> involves a number of interventions which flesh out the cultural/heritage opportunities arising from a consideration of the economic development of the SELCP area and the broad thrust of the sub-regional strategy. These include:

- Linking physical town centre renewal to cultural development including public realm
- Developing the Colonnade and Embassy Centres as cultural hubs
- Developing the festivals offer
- Building on the urban rooms concept in Boston

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<sup>11</sup> East Lindsey and Boston a Cultural Framework for Renewal [https://www.e-lindsey.gov.uk/media/21328/Cultural-Framework/pdf/Cultural\\_Strategy.pdf?m=1664375349927](https://www.e-lindsey.gov.uk/media/21328/Cultural-Framework/pdf/Cultural_Strategy.pdf?m=1664375349927)

## Opportunities

In the section below we set out a more detailed narrative arising from the analysis of each of our three districts looking at opportunities in relation to the themes in the strategy namely:

### Place, Business, Skills, Growth and Investment

#### East Lindsey

##### Place

**Market Towns** - There are key assets in our market towns which are benefitting from further investment and the establishment of economic uses, these include for example the cluster of heritage assets in Alford (Windmill, Manor House etc), Sessions House in Spilsby and the creation of a major new public estate linked to the relocation of the local authority in Horncastle. The recognition of the Lincolnshire Wolds as an Area of Outstanding Natural Beauty also provides a further asset for us to exploit positively in terms of the visitor economy. We have achieved priority status from Arts Council England and have just been granted NPO status, we also have a recently completed highly contemporary Cultural Strategy which forms a basis for the generation of strategic synergies across the District and more widely.

**Distinctive Assets** - We have a number of distinctive market places, heritage assets (including the Battle of Britain Memorial Flight, Tattershall Castle, Gunby Hall) and unique features such as the livestock market in Louth. The significant urban extension for Skegness (Skegness Gateway) provides a further opportunity for partnership working and the opportunities linked to developer contributions to match fund activity. The involvement of the Theddlethorpe site as a potential Geological Disposal Facility also bring community benefit funding which provides scope to support activities and interventions in relation to this theme.

##### Business

In East Lindsey seasonal trade is accompanied by peaks and troughs in the visitor economy, and both contribute to movement in the job market of low skilled and low paid employees. The CMO's (2021) report suggests that in the towns of Skegness and Mablethorpe approximately a third of a third of residents have no, or low, qualifications, and economic inactivity is high, at around 42%. Yet there is a demand for a range of healthcare professionals including those in general practice, dentistry and health and social care.

The majority of businesses in East Lindsey are SME's or sole traders. Compared to large businesses this can present issues with capacity for recruiting, retaining and upskilling staff with local determination rather than in relation to corporate policy planning around these issues, often in locations remote from the area.

There is also potential to foster enterprise and self-employment opportunities (for example in areas of paid care provision) and in relation to addressing rural market failure in areas such as community transport, but until recently these have been underexplored. The stimulation of social enterprise could be a powerful theme in this context.

Until recently the challenges of rural East Lindsey, and in-particular those of the coastal towns, has contributed to negative perceptions about business viability in the district (for a range of industries). Branding particularly in terms of place marketing and remote working opportunities provides the potential to address this challenge.

### **Business Opportunities**

***A Distinctive Business Community*** - The small business and family business characteristics which predominate in East Lindsey provide an excellent context for business support and growth. They represent a large cohort of investment flexible businesses which have deep roots in their own local geography, making them more able through local determination, to participate in business growth activities.

***A Distinctive Business Environment*** - Small towns many challenged by market failure but with well established social infrastructure provide an excellent starting point for the stimulation and development of social enterprises which bring innovative and longer term approaches to addressing service opportunities in areas such as domiciliary care, childcare, youth provision, community transport and community broadband.

***Social Enterprise*** – is a key levelling up theme in our work, which brings together the creation of business activities and strategies for overcoming challenges in the context of issues such as community transport, health and well-being and the cultural economy is a strong potential driver for the development of the skills agenda in district providing opportunities for people to enter local and supported employment.

### **Skills**

Levels of economic participation and skills are lower in East Lindsey than the national, regional and Lincolnshire averages. 18.5% of the population have no qualifications compared to a national average of 6.6%. Economic inactivity is very high on the coastal strip.

Seasonality linked to a high proportion of rural and tourism related jobs and rurality which make it difficult to access learning and training and job opportunities has led to a pervasive low skill, low wage economy. This leads to low aspirations and contributes to a stubbornly pervasive low skill, low wage economy. In terms of wages (ASHE) people in East Lindsey earn on average £100 per week less than the national average.

The impacts of this deeply rooted economic fragility seep out into deprivation which manifests itself in low levels of income, education and health. The preponderance of challenges in relation to these issues leads to net outmigration of skilled and talented people and a net influx of older people seeking retirement opportunities in an attractive but ultimately unsustainable setting.

There is currently a low level of further education provision in the area. There are actions in train to address this however there is likely to be a time lag in relation to the impact of these new investments coming on stream.

The patchy functioning of broadband and mobile signals make it more difficult for the area to benefit as quickly and strongly as it might from new post pandemic patterns of remote working and people connecting into business opportunities by working from home.

A very limited public transport infrastructure including the lack of significant opportunities for travel by rail severely limit the opportunities for people to access learning and working opportunities.

### **Skills Opportunities**

***New Learning Investment*** - we have a planned range of investments which provide great scope for enhancing the learning infrastructure – arising from the Towns Fund particularly in Skegness the new FE campus planned with TEC Group and the new Police training Centre and in Mablethorpe in relation to the Leisure and Learning Centre (a repurposed community sports facility) and The Campus for Future Living (base for 2 universities and health and care CPD).

***Engagement*** - engagement strategies which will support the involvement of local people with these opportunities around training and enterprise related routes to training and development are a priority. We plan for example to look at the opportunity to develop a training programme for self-employed care professionals at the Campus for Future Living and to develop a new enterprise centre for small business development as a key theme within the new Skegness FE campus.

***Team Work*** - In Skegness a positive side effect of the FE campus investment has arisen through the creation of a networking group amongst established and independent providers of training who are now working together to develop a sub-regional skills plan.

***Investment*** - The proposed location of Boston College as a delivery body in the new facilities planned for the creation of the public service Hub in Horncastle also provides real scope for the longer term development of the local training infrastructure.

***Hub and Spoke*** - The infrastructure of community buildings provide the potential for the creation of a hub and spoke learning and development model which could be implemented to support the growth of outreach learning opportunities across the district.

***Sport and Culture*** - cultural and sporting activities and organisations which are both represented in the district and are aware of cold spots for development including Active Lincolnshire and the Lincolnshire FA along with Magna Vitae the Council originated leisure company, are core partners in the development of projects and strategic connections which support animation and networking across the area in terms of skills.

## Growth Opportunities

**Tourism+** - There is a recognition that a more widely interpreted focus on tourism, arts, culture and heritage has the potential to transform local economies. This is a key priority in East Lindsey and we intend to maximise the opportunities afforded in this context drawing on the insights in the recent cultural framework developed for Boston and East Lindsey.

**Manufacturing** – on the strength of our indigenous manufacturing offer we have the highest GVA per Head in Lincolnshire in East Lindsey. There are also real opportunities to build this sector around energy ranging from Hydrogen to Nuclear. We propose to consider actively how to maximise the potential of this area of national relevance from a growth perspective.

**Health** – through the Campus for Future Living we have begun to explore the potential of our area to act as a testbed for meditech and pharma businesses with a particular focus on themes based around the longer term independence of older and frail members of the community. We will seek to maximise the development of a distinctive offer in this area nationally building on the opportunities provided by our own new medical school at the University of Lincoln and the recognition of the distinctive health challenges facing remote and coastal communities which have some currency in national policy terms through the Chief Medical Officer's 2021 report.

## Investment Opportunities

**Coastal Investments** – The significant package of investments in the coast through the Towns Fund provides a real impetus for attracting further investment. This involves in Skegness: a brand new FE campus; the refurbished railway station; the high street investment fund, the redevelopment of the foreshore, the redevelopment of the Embassy Centre and the new multi-user trail. In Mablethorpe the investment packages involves: Sandilands Nature Reserve, the Colonnade (public realm at Sutton on Sea), the creation of a new transport interchange (Mobi-Hub), the repurposing of the Leisure Centre including a pool and the package of planned high street grants. At the heart of this investment package is the Campus for Future Living – a MediTech centre at the cutting edge of insight into rural health locally, nationally and transnationally utilising the district's health challenges in attracting trainees and professionals to pursue opportunities in rural care.

**Levelling Up Market Towns** – a package of small town investments in the cultural and visitor offer in Alford and Spilsby provides yet further scope for attracting market town inward investment to our wider network of smaller towns.

**Family Businesses** – there is scope to work with our distinctive cluster of family businesses to maximise their potential building on their long term and deep seated embeddedness in the local small towns where they predominate.



## Boston

### Place Opportunities

**Housing** - Our focus has been to help manage the ongoing relative affordability of local housing in Boston by sustainably working on economic outcomes with those in the community who have the greatest challenges in terms of their housing status.

**Infrastructure** - Boston is an estuarine town. Water is a key part of its context. This means it is challenged in relation to the cost of its infrastructure and flood risk but also that its river and coastal credentials are a real asset from a leisure and logistics perspective. The evolution of Boston's infrastructure offers good opportunity in terms of economic development but is likely to be challenging based on current town based development trajectories in terms of both housing and employment land. There is anecdotal evidence to suggest that the supply of utilities is a strain on growth opportunities. The port is a really important and distinctive feature of the local economy, which along with its rail links can be realised as a zone of economic opportunity. We are working to maximise the sustainable growth and development of the town through effective investment in its infrastructure, linked to these assets.

**Social Mobility** - In terms of social cohesion we have a significant number of opportunities to develop social mobility and inclusion activities building on the portfolio of work supported under the Inclusive Boston programme. The following Towns Fund and Levelling Up projects provide a great starting point for activities which address the challenges in the context of the communities and place agenda:

- St Botolphs investments
- Blenkin Memorial Hall refurbishment
- Healing the High Street Grants and Shodfriar's Building Development
- The Leisure Centre development (which also has real synergies with the Mayflower Skills Project)
- The refurbishment of Boston Railway Station
- PE21 urban core developments – including linear park, health hub and enhanced retail offer

**Environment** - Boston has a mixed performance in terms of the environment and sustainable behaviours. Boston has a relatively low level of CO2 emissions per head compared to similar towns. It performs moderately well in terms of % of the population using public transport. We are consolidating the town's relative environmental strengths, delivering significant environmental improvements enabled in part through the growth of walking and cycling options in the town and the enhancement of its railway station.

### Business

The Borough of Boston's business base by VAT/PAYE activity and size is nearly 2,200 with 1,855 falling in the 0 to 10 employee band. However, it also has 15 businesses including Bakkavor, Freshtime, Turners Distribution, Mason Brothers Distribution, Pilgrim Foods that

are within the 250+ employee band, all creating opportunities in sector related supply-chain management. Other large employers include Boston College and the Pilgrim Hospital. There is a consistently low unemployment rate in Boston (lower than the national average) (source Boston Borough Council Corporate Plan 2020-2024).

Whilst the town is a hub for food production and logistics, it does have a relatively low level of economic diversity because of this very significant concentration on food. There is a major challenge to diversify the economy and particularly to drive up the stock of high value enterprises. Boston ranks as the lowest local authority in terms of education and skills in England (IMD 2019) and it has wages which are £100 a week lower than the national average (2021 ASHE data).

The spark of enterprise in Boston has yet to be fully ignited. The town has a very low level of business births just over 20 per 10,000 population – a third of the England average and has a very 'static' economy with a level of business 'churn' 50% less than the England average (ONS 2021). Boston is 18% points behind the national average when it comes to workers involved in Knowledge Intensive Businesses (KIBS).

### **Business Opportunities**

**Self Employment** - We plan to open up routes to self employment as a means of achieving economic activity and employment for resourceful but currently under-supported individuals.

**Social Enterprise** - We plan to stimulate social enterprise formation and development to provide sustainable new routes to employment for vulnerable and low skilled individuals who can then be supported in their personal development. This model of business formation and activity is a potent means of addressing market failure and there are already some significant examples of success in the wider area to build on.

**Diversifying the Economy** - We also recognise the importance of diversifying the economy whilst also exploiting its food wholesale and processing specialisms. We plan to increase the number of people working in Knowledge Intensive Businesses and maximise the range and quality of jobs in the High Street and Heritage sectors and the number of digital and learning sector jobs. This will help to begin to future proof the High Street and retail core of the town against the ongoing impacts of the Coronavirus pandemic. Boston also has a strongly distinctive feature in terms of its port and associated food and logistics sector. We intend to build on this aspect of its economic potential.

**Food** - More widely in terms of investing in building the economic capacity of food related businesses we plan to strengthen links (already given a boost by Town Fund investment in the Centre for Fresh Produce and Logistics – which has a dual base at Boston College and with the University of Lincoln in Holbeach) with the National Centre for Food Manufacturing in Holbeach and the Greater Lincolnshire LEP led initiative the UK Food Valley which has the following objectives:

## Appendix B

- Accelerating food chain automation and digital technology adoption to deliver productivity growth and high value jobs;
- Delivering low carbon food chains from farm to fork by focusing on low carbon technologies for production, processing and distribution;
- Developing the market potential of naturally healthy and nutritious foods, as well as new sources of protein, such as fish, vegetables, salads, fruit, pulses and lean meat, in which Greater Lincolnshire specialises.

### Skills

21% of Boston's population is ageing compared to 18% nationally. It is in the worst 30% of neighbourhoods in England for employment outcomes (IMD 2019) and is in the lowest 10% in terms of skills rankings across towns in England. As a local authority area it is bottom of all local authorities in terms of the education domain within the English Indices of Deprivation.

Boston's working population is area characterised by low skilled workers undertaking low paid occupations. This has nothing to do with their potential but the low wage/low skill equilibrium which predominates in the town suppresses aspirations and is a barrier to social mobility.

The number of people qualified to NVQ3 and above in Boston is over 20% points lower than the national average. This tracks through into wages with the area having wage levels that are £130 a week lower than the England average (ASHE 2023). Although pay is low, Boston is nonetheless a very hard-working town with levels of economic inactivity at 15%, 6% lower than the national average at 21% (Nomis, March 2020).

The economic outlook for its young people is bleak. Before Covid-19, the number of benefits claimants as a proportion of its 16-24 population was very high (over 7% compared to a national figure of less than 2%).

The lower skills set, lower pay economy and perceptions of a disproportionate reliance on benefits negatively impact on aspirations of all residents, but younger local people specifically. There are clear linkages between employability and wider personal well-being. It is therefore no surprise that the town is struggling with its health outcomes and is in the lowest third of all areas in England for this indicator in the 2019 IMD rankings.

### Skills Opportunities

**Boston College** – The College is one of the leading post-16 education providers in the county, having strong relationships with local businesses it has four campuses based near to the town centre. In recent years there has been significant investment in Boston College through the Greater Lincolnshire Local Enterprise Partnership (GLLEP) and the college is now ranked in the top 5 in the country, with a national reputation for innovation and high-quality learning.

**Economic Activity** - A key part of our levelling up focus will concentrate on people who are economically inactive. We also intend to look in some detail at the opportunities connected with the challenges around the high stock of older people in Boston.

**Positive Ageing** - Boston has a higher stock of over 65s 21% compared to the national average 18%. (ONS 2023). We plan to find new and innovative ways to make an ageing population a strength rather than a weakness in the town. Boston is also home to a significant population of migrant workers. These hard working individuals make a major contribution to the economic dynamism of the town and we plan to engage them actively creating opportunities to enhance their integration and economic potential.

**Good Work** - We are particularly interested in the interface between micro-enterprise and skills. There is strong anecdotal evidence to suggest that enterprise is a great driver at the micro level for people with limited qualification or migrants with high skills but poor language competency or low investment resources to become economically active. This is a key strand within our investment strategy.

### **Growth Opportunities**

**Town Centre Development** – Boston has a significantly attractive and heritage rich town centre offer. We have leveraged resources from the Levelling Up Fund and through other Government grants which will enable us to refresh and strengthen the retail and accommodation in the town centre.

**Food Manufacturing** – Boston is the logistics hub of the food manufacturing sector. It has the only port of scale in the administrative county. It is home to a number of major food producing companies. There is a long tradition of active economic development around the food cluster and we intend to work proactively with key partners such as the National Centre for Food Manufacturing (part of the University of Lincoln) to further grow and develop the role of this sector.

**Health** – Boston is the health hub, with the second largest hospital in the administrative county in the town. We intend to work actively with the ICB to build a health cluster of scale in the town. Not just linked to the activities at the hospital but in terms of investment in a health hub at the heart of our PE21 development area.

**Inclusive Growth** - We have a pipeline of great projects linked to the development of an inclusive growth agenda arising from our work to develop the Towns Fund and Levelling Up concepts in Boston and an innovative health on the high street focus developed with the Integrated Care Board.

**Culture** - Boston has a very rich economic and historic significance. Transported Arts have worked extensively to strengthen and develop the community expression of this and we will work with them to build on their achievements – more information is available through their website: <http://www.transportedart.com/>

### **Investment Opportunities**

## Appendix B

We plan to make Boston a more attractive location for investment through stimulating a more diversified pattern of economic development arising from the proposed investment in its workforce skills and physical infrastructure. Leveraging the Towns Fund and Levelling up resources allocated to the town involving a package of over £50 million public investment is core to our strategy. Our focus will be on the priority sectors of food, health and retail. The PE21 area at the heart of the town is the key driver of our plans for the future evolution of Boston.

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## South Holland

### Place Opportunities

**The Food Narrative** - Recognised as a hub for UK agriculture, food manufacturing and logistics, South Holland has proud heritage as a major part of the food production capacity of the UK. The district is home to a modern-day horticulture industry of national significance and in terms of the narrative relating to its unique history it has major unrealised visitor potential. South Holland has a significant cultural, entertainment and arts community, including the South Holland Centre, a multi-functional venue for people of various age groups offering live theatre, music, cinema and several clubs and workshops based in the Georgian town of Spalding.

**Visitor Economy** - The history of the area is core to developing its role in the visitor economy, with attractions that include Ayscoughfee Hall and museum gardens, Chain Bridge Forge (a working blacksmiths workshop), Moulton Windmill (the highest windmill in England), Pinchbeck Engine (which provides insight into land drainage), Crowland Abbey (a church that also had ancient ruins which date back to the 11<sup>th</sup> Century), Spalding Gentleman's Society and Burtey Fen (a privately owned music hall).

**The Land Economy** - The district's leading role in food technology and farming innovation has gained significant recognition and was the catalyst for enhancing career development, training and skills that are locally accessible through a University of Lincoln satellite campus in Holbeach which acknowledges the role of local enterprise and its national and international importance.

**Housing** - South Holland District Council also operates a number of housing related activities which exemplify the nationally significant track record of the council in this context. These include innovative schemes to develop high quality affordable homes for purchase, shared ownership and rent.

**Towns** - The distributed framework of small towns across the district particularly: Donnington, Holbeach, Long Sutton, Sutton Bridge and Crowland provide a set of key "nodes" for investment and have high residential desirability which responds to the new post pandemic pattern of how people choose to live and work.

### Businesses

There are 3955 businesses in South Holland which represents a slightly higher stock of businesses in relation to the head of population than the East Midlands average. There is also a modestly higher number of micro – 0 to 9 employee businesses in the district than the regional average. 90.4% compared to 89.4%. (ONS)

The high sectoral bias of the district towards food processing and agriculture accounts in part for the micro-nature of the business base. Physical distance from market, high labour market demand pressures and increasing raw material and fuel prices all of which have a disproportionate impact because of its sectoral focus on our business base are key challenges we are addressing.

This small business focus and the relatively sparsely populated nature of the district allied to a significant distance from market leads to our biggest business challenge which is workforce. Notwithstanding this shortage of labour as it is focused on the lower skills end of the labour market wages are also lower than the regional and national average (approaching 12.5% (ASHE 2023)). Whilst there are a number of high skilled occupations in the area overall this situation leads to a relatively low skill, low wage economy, which affects the supply of labour and provides a dampening factor in terms of the capacity of people to develop new businesses.

In addition to food processing there is a strong associated logistics and haulage cluster in the area and the relatively poor road infrastructure, provides an ongoing challenge to the functionality of these businesses, many of which are only based in the area as a consequence of their long term association with the land from which they generate their produce.

More widely the sparsely populated nature of the area and the stronger economic pull of settlements such as Boston, Grantham, Peterborough and Kings Lynn lead to a high prevalence of market failure which detracts from business investment in a wider service portfolio (outside of food) of businesses.

Whilst there is a significant overall stock of business premises in the area there is only a modest availability of space orientated towards office and non industrial related activity. Due to the small and relatively isolated nature of the settlements South Holland is not currently well served with the sort of contemporary workspaces which reflect post pandemic approaches to business working in the service sector such as town centre based “pop up” and bookable business space.

### **Business Opportunities**

***Building on Success*** - The local authority leads on the Grants4Growth project. Starting in 2017, Grants4Growth has supported SME's operating across Greater Lincolnshire, providing grants for capital equipment and machinery ranging from £1000 and £25000. Since its launch it has provided over £3.1 million of investment with over 355 SME's. The Grants4Growth portal is part of the Greater Lincolnshire Local Enterprise Growth & Efficiency Programme, managed by South Holland District Council. A dedicated local business broker is embedded within the delivery team to help businesses access grants.

***Social Enterprise*** – our engagement with local people has identified significant interest in the development of social enterprises. This model of business formation and activity is a potent means of addressing market failure and there are already some significant examples of success in the area to build on for example Tonic Health which provides a hub for health and well-being in Spalding: <https://tonic-health.co.uk/>

## Skills

Businesses and public sector bodies engaged in the economic development agenda in South Holland cite people and skills as the key priorities for the economic development of the area.

The local labour market is concentrated in lower skilled occupations, more so than the region or country. Key roles include the processing end of food manufacturing, caring, leisure and other service occupations.

In addition, whilst there is coverage of skills providers to advance residents skills and qualifications there are shortages of people who achieve NVQ level four and above.

One positive consequence of these workforce challenges is the impact of the profound demand for labour in terms of a very low level of unemployment. South Holland's figures for claimants relating to the main out of work benefits are significantly better than regional and national levels, standing at 6.5% compared to 8% for East Midlands and 8.4% for Great Britain. Main out of work benefits includes jobseekers, ESA and incapacity benefits, lone parents and others on income related benefits.

In terms of training and development there is no indigenous FE provider in South Holland although FE Colleges have out-stationed staff. The consequence of this situation is that travel times and more widely access to learning for post 16 learners are severely constrained. This situation has a disproportionately negative impact on vocationally focused children who are not academically orientated.

The dysfunctionality of the local labour market has a knock on effect in terms of the broader health and well-being challenges of the area. There is a well established relationship between low wages and ill health. South Holland has a history of poorer population health outcomes. For example between 2015 and 2017 it had levels of premature death that were significantly worse than those of the regional and national populations, notwithstanding that a high proportion of deaths from cardiovascular diseases were deemed preventable (Health and Wellbeing Strategy).

## Skills Opportunities

**Food** - South Holland has two major assets upon which to build the economic potential of its people and skills agenda. The National Centre for Food Manufacturing and the Food Valley Initiative. Both of these projects focus attention on skills development as part of their core rationale. These two initiatives have attracted a significant level of engagement around workforce issues from employers and provide a powerful starting point for the development of an agenda around addressing the challenges facing the area namely:

- increasing the availability of workers, particularly by driving down levels of economic inactivity
- driving up skills levels, particularly for the less academic cohort of the area and increasing



**Skills Providers** - There is already representation of training and skills providers who are active in the area. Boston College has a well established presence and has recently agreed a key role in supporting the NCFM to deliver a new Centre for Fresh Food and Produce Logistics which will open up new learning opportunities in the South East Lincolnshire area, with key elements of the delivery of this initiative being based in South Holland.

**NCFM** - is also a participant in the Lincolnshire Institute of Technology which will provide remote learning opportunities from 7 academic partners across Lincolnshire and Humberside and there are opportunities to work with key players engaged in this initiative as a means of engaging learners in new opportunities for personal and economic development.

**Training Hubs** - Our engagement with the local community has identified significant interest in the development of local training hubs based in redundant buildings in terms of town centres and in villages in community buildings.

**Social Enterprise** - There is also significant interest in the development of social enterprises which have the capacity to support the training and development of people arising from the consultation process and we intend to explore further how this model of economic activity can contribute to the people and skills agenda. The social enterprise model has demonstrated an ability in other settings to overcome market failure and provide services and community development opportunities as a consequence of its ability to mobilise volunteers and work with community organisations as part of the management of its cost base.

### **Growth Opportunities**

**Food** - South Holland has a highly distinctive and specialised food processing and logistics sector, with wider ancillary activities linked to horticulture and the growing of ornamentals. This underpins our work with key facilities such as the National Centre for Food Manufacturing to grow the distinctive and specialised business stock through encouraging new business starts and to enhance the productivity and competitiveness of businesses in the area.

**The National Centre for Food Manufacturing** - The NCFM (University of Lincoln) campus is situated in the South Lincolnshire Food Enterprise Zone and is part of a multi-million-pound business park and strategic investment for the Agri-food sector. The Centre presents opportunities to generate further impact in areas both allied to and separate from farming and food production, creating a demand for increasingly varied educational experiences, skills development and employability for local people, in turn attracting more people into the area.

**The UK Food Valley Campaign** - provides a very strong impetus to achieve this potential and UKSPF can be used to supplement and complement its activities. It is a campaign of activity which recognises the internationally significant nature of the food growing and processing sector in South Holland. Greater Lincolnshire currently supports around 75,000 food sector jobs, 18% of jobs in the area compared to 4% of the UK workforce. At the heart of our food

clusters, this concentration is much higher, in the South Holland District which focuses on fresh produce and logistics, it is 42% of the local workforce.

### ***Investment Opportunities***

***Levelling Up*** – The provision of £20 million of Levelling Up Funding to deliver health and leisure facilities at the Castle Sports Complex in Spalding is a major boost to the town and provides a significant potential to attract further investment in the area. This comes on top of a Levelling Up round one investment of improvements to improve the capacity of the A16 which is the core arterial route connecting South Holland to the wider UK.

***Food*** – the major investments at Peppermint Junction Holbeach leading to the significant expansion of the National Centre for Food Manufacturing are a beacon for further investment in this core sector.

***Sutton Bridge (Port)*** – there is significant interest in the redevelopment of this port facility which would re-constitute a key piece of key infrastructure in the area.

***Market Towns*** – In addition to Spalding there is real potential for the development, linked to their residential desirability as bases for workers post covid in an era of remote working of the smaller market towns in South Holland including: Holbeach, Crowland, Sutton Bridge and Long Sutton.

## Summary

The journey of identifying and addressing need and opportunity for our three districts shows our challenges, what we have achieved so far and the level of our ambition. We are operating in a global context and we plan to both map the social value associated with our investments and relate them to sustainable development goals which are set out below:



Our starting point for identifying the measures to evaluate our impact is set out in the Theory of Change below.

## Theory of Change



## Appendix A

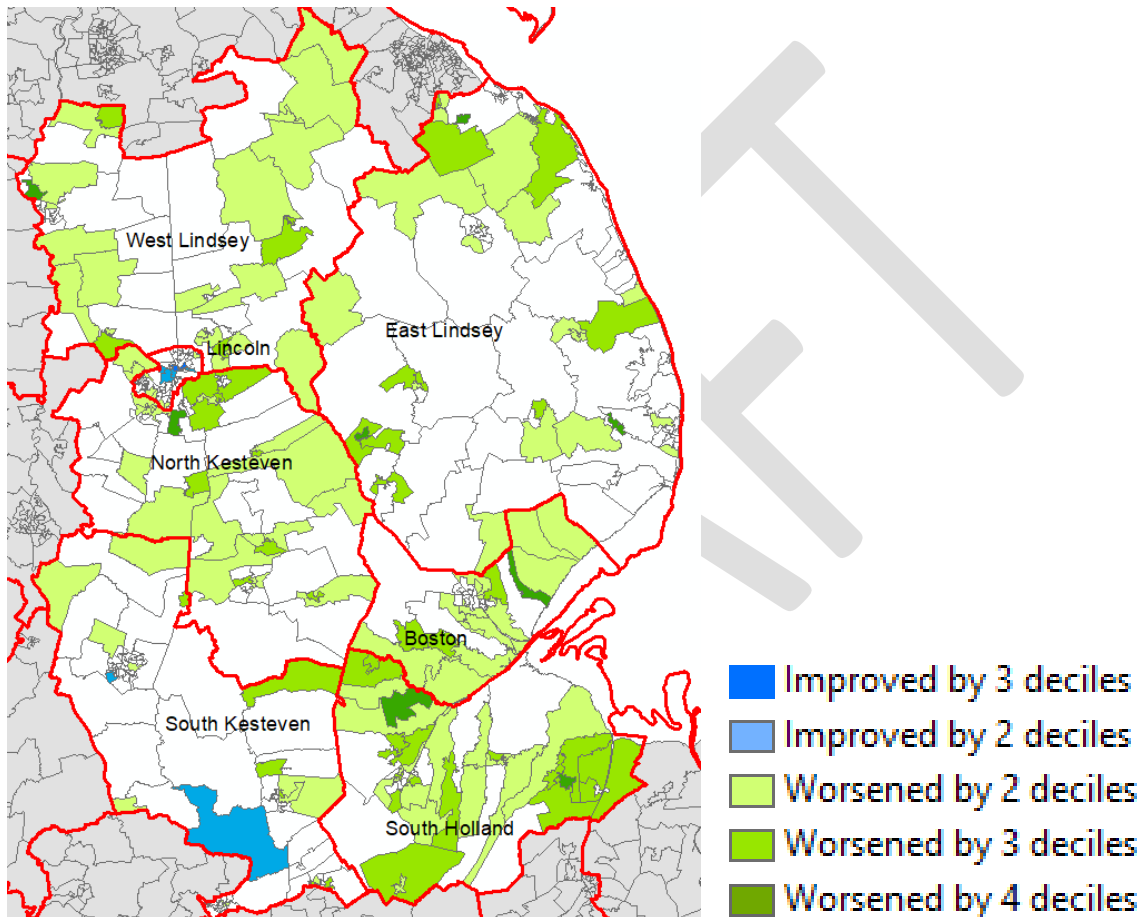
## List of Lincolnshire Towns – LCC Study Rose Regeneration 2022

Town	2011	2020	Change	% Change
1. Lincoln BUA	114,644	125,044	10,400	0.09
2. Grantham BUA	43,986	47,004	3,018	0.07
3. Boston BUA	41,340	46,506	5,166	0.12
4. Spalding BUA	31,702	36,737	5,035	0.16
5. Skegness BUA	24,876	25,612	736	0.03
6. Gainsborough BUA	20,922	23,339	2,417	0.12
7. Stamford BUA	20,628	21,734	1,106	0.05
8. Sleaford BUA	17,412	18,741	1,329	0.08
9. Louth BUA	16,466	17,637	1,171	0.07
10. Bourne BUA	13,948	17,040	3,092	0.22
11. Market Deeping BUA	13,586	14,339	753	0.06
12. Mablethorpe BUA	12,505	12,551	46	0.00
13. Holbeach BUA	7,900	8,395	495	0.06
14. Horncastle BUA	6,807	7,219	412	0.06
15. Washingborough BUA	6,469	6,869	400	0.06
16. Welton (West Lindsey) BUA	6,385	6,689	304	0.05
17. Bracebridge Heath BUA	5,685	6,081	396	0.07
18. Conningsby BUA	5,193	5,889	696	0.13
19. Kirton (Boston) BUA	4,815	5,492	677	0.14
20. Long Sutton (South Holland) BUA	5,147	5,343	196	0.04
21. Market Rasen BUA	4,773	5,277	504	0.11
22. Crowland BUA	4,227	4,786	559	0.13
23. Woodhall Spa BUA	4,314	4,382	68	0.02
24. Saxilby BUA	3,987	4,319	332	0.08
25. Cherry Willingham BUA	3,963	4,291	328	0.08
26. Sutton Bridge BUA	3,878	3,992	114	0.03
27. Nettleham BUA	3,436	3,972	536	0.16
28. Alford BUA	3,472	3,900	428	0.12
29. Spilsby BUA	3,452	3,746	294	0.09
30. Metheringham BUA	3,601	3,427	-174	-0.05
31. Skellingthorpe BUA	3,356	3,372	16	0.00
32. Donnington	2,801	3,089	288	0.10
33. Caistor BUA	2,489	2,812	323	0.13
34. Billingham BUA	2,054	2,194	140	0.07
35. Bardney BUA	1,661	2,096	435	0.26
36. Wragby	1,773	1,890	117	0.07
37. Wainfleet All Saints BUA	1,749	1,742	-7	0.00

**Appendix B**

**Applying the Rural Deprivation Index in Lincolnshire – 2021 Rose Regeneration and Professor John Shepherd (Emeritus Birkbeck College)**

The below map charts changes to the relative composite Isoa deprivation score from the English Indices of Deprivation 2019 when the data set is updated to take account of the Rural Deprivation Index refinements developed by the University of East Anglia in 2019.<sup>12</sup>



<sup>12</sup> Burke A and Jones A The Development of an Index of Rural Deprivation: A Case Study of Norfolk England – School Science and Medicine April 2019

