

Silverburn Flax Mill

SILVERBURN FLAX MILL - HEART, MIND & SOUL SILVERBURN



Socio Economic Impact Assessment

August 2021

Viewforth Consulting Ltd



Viewforth Consulting Ltd

In association with 4-Consulting Ltd



The economic and social impact of the Silverburn Flax Mill Project

Contents

Executive Summary	3
Introduction	6
The Levenmouth Area	6
Background to Silverburn	8
Capturing Economic, social and cultural impact	9
Definitions and range of impact	9
1. Generating Economic activity – jobs, output and GVA	9
2. Generating wider social, economic and cultural benefit.....	9
Part One: Analysing the impact of the economic activity generated	10
Phase 1: Reconstruction and rebuild phase	11
Employment Impact	11
FTE or ‘Person Years of Employment’	11
Headcount jobs.....	11
Industries in which Fife jobs would be generated	12
Impact on Output and GVA	13
Employment income generated in Levenmouth and in Fife	14
Phase 2: Impact of the Operational phase of Silverburn Flax Mill	14
Projected Operational Income	14
Visitor Expenditure	15
Employment Impact	17
Output and GVA Impacts	18
Employment Income generated in Levenmouth and Fife	18
Silverburn Flax Mill-specific multipliers	19
Summary of the economic impact assessment of the Silverburn Flax Mill Development	20
Disaggregation of impact of the regenerated Silverburn Flax Mill Building from the overall impact of the Park and Mill Complex	20
Part Two : Generating broader economic, social and cultural value	22
<i>Heart, Mind and Soul: Silverburn A Sustainable Social, Cultural and Heritage Hub within a regenerated Levenmouth</i>	22
The Silverburn Logic Model and Evaluation Framework	22
Analysing broader economic and social value – contingent valuation	24
Using social or distributional weights	24

Case Study of social valuation - the value of Silverburn Park as a community resource during the pandemic	25
Assessing the economic value to the community of park usage	28
Estimating total person-visit hours spent	29
The value of one hour of leisure time.....	29
Social Weighting to estimate additional social value.	30
Conclusions.....	32
Appendix One: Notes on Modelling Methodology (Part One)	34
Appendix Two: Set of Silverburn-specific multipliers derived from the modelling process in Part One.....	36
Appendix Three: Summary Part One impact results for Operational Phase of Silverburn Flax Mill Complex.....	38
Appendix Four: The Vision for Silverburn and the overarching desired outcomes....	39
Appendix Five: Updated impact results for the reconstruction and rebuild phase of the project (Updated April 2021)	40
Appendix Six: SILVERBURN FLAX MILL RENOVATION PROJECT - WORKING LOGIC MODEL	41

Executive Summary

This report presents an analysis of the projected economic and social impact of the Silverburn Park Flax Mill regeneration project, in Levenmouth, Fife. It has been undertaken by Viewforth Consulting Ltd, in association with 4-Consulting Ltd, who are experts in economic and social impact analysis.¹ It was prepared in order to identify and highlight the positive benefits that are likely to arise from the regeneration of the Flax Mill and Park complex, not only accruing to the immediate Levenmouth community surrounding Silverburn Park but also further afield in other parts of Fife, Scotland and indeed the UK.

The analysis was undertaken during winter 2020/2021 and draws on a range of information sources, including the detailed operational business plan for the completed Flax Mill Complex as well as the detailed design and reconstruction costs of the rebuild phase. Furthermore, it draws on available extant data for the previous and current park usage as well as information gathered from current and potential stakeholders and users. It applies economic and social impact analysis, drawing on recognised applied economic methodologies and social value generation approaches consistent with the UK Treasury Green Book approach to assessment of social value and wellbeing.

There are two key elements in the analysis:

- a) Economic modelling of the projected expenditure impact of the Flax Mill Complex during
 - a. The 2 year reconstruction phase
 - b. The fully operational phase of the Flax Mill

Using a rigorously specified economic model, results were obtained and presented in terms of employment, output and GVA generated across Fife, Scotland and the rest of the UK; additionally it was possible to analyse employment and household income generated in the Levenmouth area itself.

- b) A case study example of the broader economic and social value generated by community usage of Silverburn between October 2019 – October 2020, taking in some of the strictest lockdown phases of the pandemic. This case study analysis draws on the data already available about extensive local usage of the Park.

Summary economic impact results

When fully operational, the Silverburn Flax Mill complex is projected to generate annually:

- 26 jobs and £637k of household employment income in Levenmouth
- A further 11 Jobs in the rest of Fife, with an additional 2 in other parts of Scotland and 4 in other parts of the UK
- It will generate £2.5m of output in Fife and £1.26m of Fife GVA, with a further £0.58m of output and £0.29m GVA generated elsewhere in Scotland and rest of UK.

¹ The team including Emeritus Professor Iain McNicoll and Ursula Kelly of Viewforth Consulting and Richard Marsh from 4-Consulting

Silverburn Flax Mill Fully Operational Phase (Fifth Year of operation, current business plan projections)

	Direct Silverburn	Rest of Levenmouth	All Levenmouth	Rest of Fife	All Fife	Rest of Scotland	All Scotland	Rest of UK	All UK
Jobs	22	4	26	11	37	2	39	4	43
Employment Income £000	442.70	193.8	636.5	283	919.5	62.8	982.3	96.5	1078.8
Output £m	1.05	*	*	1.42	2.47	0.20	2.66	0.39	3.05
GVA £m	0.57	*	*	0.69	1.26	0.09	1.35	0.20	1.55

Source: Viewforth Consulting Analysis

* Output and GVA impact were modelled at Fife, Scotland and UK Levels only

Reconstruction Phase impact (Total Impact over 2 Years)

The two-year reconstruction phase will generate economic impacts across the period of reconstruction.

- 21 FTE (or person years of employment) in Levenmouth, with 66 in other parts of Fife
- A further 15 FTE in the rest of Scotland and 16 FTE in the rest of the UK
- £782k of household employment income in Levenmouth with a further £2.5m in the rest of Fife
- £9.3m of output in Fife , making up £4.7m of Fife GVA
- A further £2.9m of output and £1.5m of GVA in the rest of Scotland and rest of UK

Silverburn Flax Mill Reconstruction Phase, current capital investment plan projections)²

Over two year reconstruction period	Levenmouth	Rest of Fife	All Fife	Rest of Scotland	All Scotland	Rest of UK	All UK
FTE	21	66	86	15	101	16	117
Employment Income £000	782	2509	3291	559	3850	593	4443
Output £m	*	*	9.3	1.5	10.8	1.4	12.2
GVA £m	*	*	4.7	0.7	5.5	0.7	6.2

Source: Viewforth Consulting Analysis

* Output and GVA impact were modelled at Fife, Scotland and UK Levels only

Broader Economic and social value of Silverburn Park usage

Detailed analysis of Park user data (obtained through People Counters) revealed:

² These modelled results were based on the Capital Investment Plan as it stood at December 2020. It may be noted that the Capital Spend projections were finalised in April 2021 and had risen to £7.1 million. Appendix Five to this report contains updated Construction Phase impact results which take account of the increased projected capital spend.

- Between Mid October 2019 and Mid October 2020, there were a total of 151,844 visits made to Silverburn on foot and 47,722 by car.
- A large proportion of visits were made by local, Levenmouth, residents;
- This gave an estimated total of 77,835 visitor leisure hours spent in the Park.
- The shadow priced economic value of leisure time spent in the park amounted to £1.06m.
- When adjusted by social weights to take account of estimated usage by residents from more deprived areas this gave an overall social value (socially modified economic value) of Park usage in one-year equivalent to £1.15m.

Overall Conclusions

The in-depth economic impact assessment of the tangible financial and employment impacts of the project, both in reconstruction phase and fully operational phase, show that the project will generate employment and household income for the local community. It will also contribute to regional output, GVA and national GDP.

Analysis of Park visitor data during a single year Mid October 2019 – mid October 2020 showed extensive usage of the Park by local residents, with particularly high usage during pandemic lockdown restrictions. Park usage by local residents had a social value equivalent to £1.15m.

The analysis of Park usage was undertaken as an example of the broader economic and social value being generated by Park activities above and beyond the tangible benefits arising from the Park's operational and capital expenditures. Additional analysis of the full range of Flax Mill Complex activities when fully operational is likely to deliver further evidence of social value and the value of the Park to the local community.

Introduction

This report presents an analysis of the projected economic and social impact of the Silverburn Park Flax Mill regeneration project, in Levenmouth, Fife. It has been undertaken by Viewforth Consulting Ltd, in association with 4-Consulting Ltd, who are experts in economic and social impact analysis.³ It was prepared in order to identify and highlight the positive benefits that are likely to arise from the regeneration of the Flax Mill and Park complex, not only accruing to the immediate Levenmouth community surrounding Silverburn Park but also further afield in other parts of Fife, Scotland and indeed the UK.

The analysis was undertaken during winter 2020/2021 and draws on a range of information sources, including the detailed operational business plan for the completed Flax Mill Complex as well as the detailed design and reconstruction costs of the rebuild phase. Furthermore, it draws on available extant data for the previous and current park usage as well as information gathered from current and potential stakeholders and users. It applies economic and social impact analysis, drawing on recognised applied economic methodologies and social value generation approaches consistent with the UK Treasury Green Book approach to assessment of social value and wellbeing.

This analysis follows on from, and is associated with, the development of a comprehensive evaluation framework that has been devised for tracking the progress of the Silverburn Flax Mill Complex towards its overall objectives and provides examples of how the data collected can be used towards assessment of the project's overall impact and progress in achieving its intended goals.

The Levenmouth Area

Levenmouth stretches along the South East Fife Coast in Scotland and comprises the towns of Leven, Buckhaven and Methil as well as a number of smaller villages. Formerly rich in industry (its industrial heritage includes weaving, coal mining and industrial docks), it has suffered since the 1960s from the decline of heavy industries. It had also formerly been a traditional seaside holiday destination for visitors from the Scottish cities, but that role also declined with the growth of international holiday travel. Levenmouth is now among the poorest areas of Fife, with limited employment opportunities and low-income levels. With an overall population of around 37,000 people, Levenmouth has the worst levels of deprivation in Fife and some of the worst in Scotland.

According to the Scottish Government's official Index of multiple deprivation, Levenmouth has the highest indicators of income deprivation in Fife. (18.9% of the resident population are classed as income deprived compared to the Fife average of 11.9%) It also has the highest levels of employment deprivation (15.4% of the working age population are classed as employment deprived compared to the Fife average of 9.4%). The overall indicator of deprivation⁴ show the situation of Levenmouth as having declined further between 2016 and

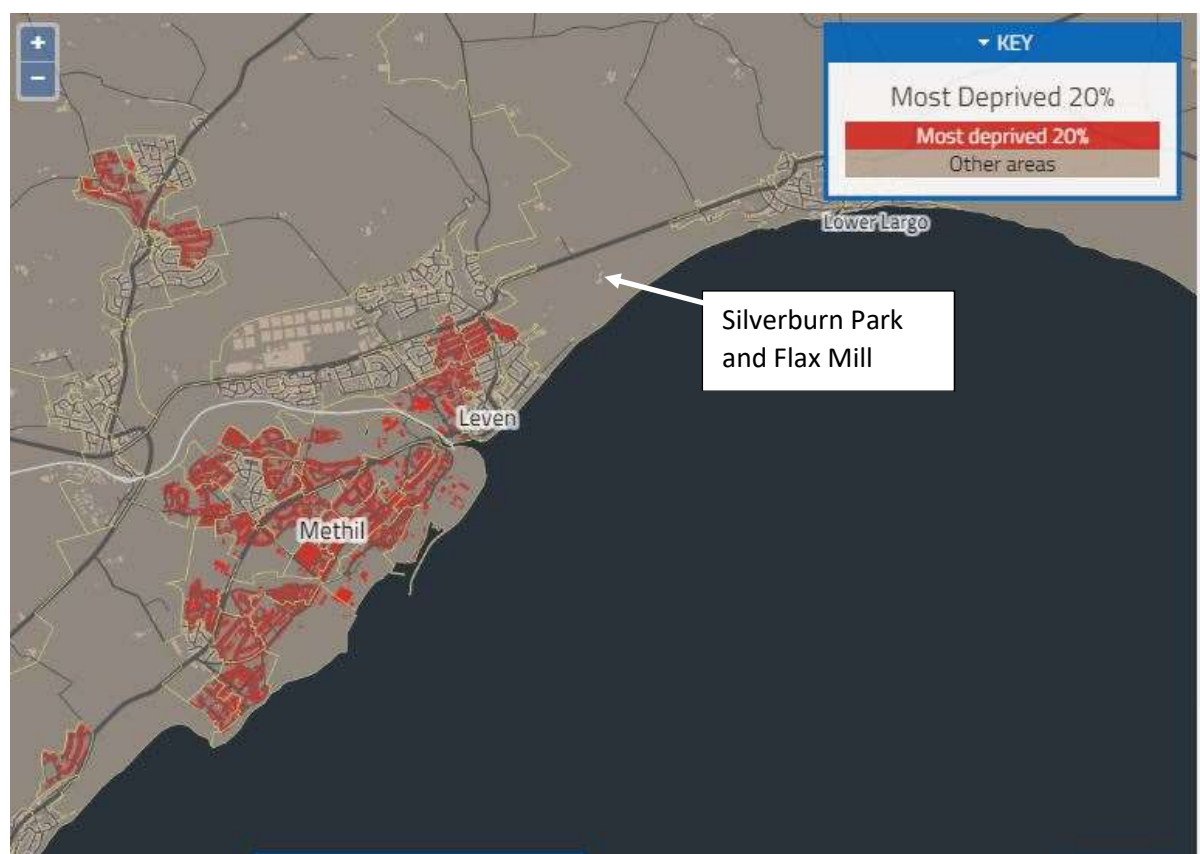
³ The team including Emeritus Professor Iain McNicoll and Ursula Kelly of Viewforth Consulting and Richard Marsh from 4-Consulting

⁴ This is a composite of 6 indicators on income, employment, health, housing, access (travel infrastructure). The only indicator on which Levenmouth is relatively well positioned is on housing (only 3 areas regarded as having overcrowded housing.)

2020, with the number of areas⁵ classed as among the 20% most deprived in Scotland increasing from 23 to 26 (out of 51 total.)

In other words, over half of Levenmouth's population are classed as among the 20% most deprived in all of Scotland. Of those a significant proportion are an even more precarious position. 20 areas (39% of the population) are in the bottom 15%, 11 areas (22%) are in the bottom 10% and 9 areas (18% of the Levenmouth population) are classed as among the 5% most deprived areas in all of Scotland.

Silverburn Park and Flax Mill in Levenmouth



Source: Scottish Government SIMD 2020 Mapping Tool

However, the Levenmouth area remains one of considerable potential, rich in natural assets, industrial heritage – including intangible heritage - and recreational opportunities – parks and woodland areas such as Letham Glen and Silverburn, 4 high quality golf courses⁶ , long sandy beach and Promenade with the River Leven flowing into the sea near the end of Leven High Street. It is a key staging post along the Fife Coastal Path,⁷ which attracts around 500,000 walkers every year. Having suffered from poor infrastructure and neglect over many years there are now concerted efforts to plan for its regeneration. There have been public realm improvements and the re-opening of the Leven rail link is on the cards.⁸

⁵ Know Fife: Focus on Levenmouth <https://know.fife.scot/wp-content/uploads/sites/44/2020/01/SIMD-2020v2-Focus-on-Levenmouth.pdf> and the Scottish Index of Multiple Deprivation 2020. Areas are defined as “Datazones” with around 700 residents in each datazone.

⁶ Leven Links, Lundin Links, Scoonie Golf Course and Lundin Ladies.

⁷ <https://easyways.com/walking-holidays/fife-coastal-path/>

⁸ <https://scotlandsrailway.com/projects/levenmouth-reconnected-raillink>

There is a positive active Levenmouth Area Community Plan,⁹ as well as agreed priorities on Health and Social Care improvements¹⁰ and an extensive Levenmouth “connectivity project” for paths and networks to link the area together again for active travel. There have also been environmental river improvements, bringing derelict land back into productive use.¹¹ The population is expected to grow in the next five years, even with the economic challenges the area faces.¹²

A key goal of the Leven Sustainable Growth strategy is to maximise the benefits of the natural and environmental assets of Levenmouth so that:

“By 2030, the Leven catchment area will be a living, breathing example of inclusive growth, achieving environmental excellence while maximising social and environmental opportunities.”¹³

This is the context for the redevelopment and regeneration of the Silverburn Flax Mill – the project is coming together at a time when it has the potential to be a key part of the regeneration of the entire Levenmouth area, and to contribute to the economic resilience, environmental sustainability, social, cultural and health wellbeing of the entire community.

Background to Silverburn

The Silverburn Flax Mill is a B-Listed 19th Century industrial building, of both historical and architectural interest. It is currently derelict and sits at the heart of Silverburn Park, a 27-acre public park with woodland, paddocks and gardens. The Park and Buildings were gifted to the town of Leven in the 1970s by the Russell Family, with the intention that the Park:

“ should remain forever as a quiet area used for the benefit of the public in general and the people of Leven in particular for nature trails, quiet parkland and organised camping. “

The Park and buildings were managed by the local Council for many years, and at the height of the Park’s popularity attracted an estimated 25,000 visitors per year. However, it fell into decline and represented an extensive maintenance burden that the Council could no longer support. In 2013, the Council agreed to pass the management of the Park under lease to Fife Employment Access Trust (FEAT), a local charity that supports clients with mental health issues, providing training and support to help them return to work. FEAT created the FEAT Trading Community Interest Company to assume the management and regeneration of the park.

Core to the park regeneration plans is the renovation of the historic Flax Mill Building to create a heritage visitor centre and community hub for the park and for the wider district, incorporating a visitor centre showcasing the history of the Mill and the Park, a café, meeting and exhibition space as well as a hostel providing visitor accommodation. The latter is intended to cater for tourists and walkers traversing the Fife Coastal Path – which passes very close by to the Mill.

⁹ https://publications.fifedirect.org.uk/c64_0403-PlanforLevenmouth2019-2022.pdf

¹⁰ <https://www.fifehealthandsocialcare.org/wp-content/uploads/sites/12/2018/12/Levenmouth-Agreed-Priorities-Plan-Updated-071218.pdf>

¹¹ <https://consultation.sepa.org.uk/the-leven/connectivity-project-survey/>

¹² Levenmouth Area Local Strategic Assessment 2018 <https://know.fife.scot/wp-content/uploads/sites/44/2018/12/LSA-2018-Levenmouth-FINAL.pdf>

¹³ The Sustainable Growth Agreement: The Leven Programme and Scottish Environment Protection Agency [https://publications.fifedirect.org.uk/c64_LACof2December2020\(VIRTUAL\)-PublicAgendaPack\(1\).pdf](https://publications.fifedirect.org.uk/c64_LACof2December2020(VIRTUAL)-PublicAgendaPack(1).pdf)

The project for renovation of the Flax Mill has received development phase support from the National Lottery Heritage Fund (NLHF), the Architectural Heritage Fund and the William Grant Foundation as well as from Fife Council who continue to work closely in partnership with FEAT to support the regeneration of the Park.

Capturing Economic, social and cultural impact

The overall aim in regenerating the Silverburn Flax Mill and Park complex is to generate broader benefits for the community. The complex will be non-profit-making with surpluses reinvested in development of the complex, new projects and opportunities furthering the goals of the FEAT charity. The benefits to the wider community are economic, social and cultural, with different aspects of the complex and its activities contributing to these benefits and the resilience of the local community. The project will also generate benefits, financial and non-financial, beyond the local community.

Definitions and range of impact

When considering a development of the nature of the Silverburn Flax Mill Complex, there are a number of elements involved in its achievement of socio-economic impact.

1. Generating Economic activity – jobs, output and GVA

In financial terms, the money spent in the process of the repair and reconstruction of the Flax Mill will itself generate economic impact, measurable in terms of output, jobs created and contribution to regional GVA. This is the immediate short-term impact achieved during the rebuild and construction phase.

Once the complex is fully operational, (including the proposed hostel, café, campsite and workshops) - the entire complex will make an annual contribution to the local economy. This will provide employment directly as well as indirectly through the impact of its own expenditure, that of its staff and through the expenditure of visitors from outside the immediate area. This is again measured through output generated, jobs created and contribution to regional and national GVA.

Both these projected phases of impact (**Phase 1: Reconstruction and rebuild phase** and **Phase 2: Operational Phase**) have been modelled using a rigorously specified economic model, adapted to the specific Silverburn location and circumstances. The methodology is described in more detail in Appendix One. The results are presented in Part One.

2. Generating wider social, economic and cultural benefit

Part One focusses on the measurable economic impact of the Silverburn Flax Mill Complex, analysing the impact likely to be generated during the reconstruction phase and that generated when the Flax Mill is fully operational. In itself, the economic impact demonstrates a notable contribution to the local area, most explicitly in boosting the local economy. It also forms a corner stone of the evidence base on the broader economic, social and cultural benefits likely to be generated by the Silverburn Flax Mill Complex when it is completed and operational.

The economic stimulus provided by the Flax Mill Complex will, in addition to specifically economic benefits, also lead to improvements in local health, wellbeing etc. There is a substantial research literature on the positive link between work, health and well-being;¹⁴ the

¹⁴ See, for example the extensive literature review: *Is work good for your health and wellbeing* (Waddell, G and Burton K (TSO, 2006)

work of the FEAT charity in itself, which aims to support people back into employment, is an acknowledgement of the importance of work to people's material and mental wellbeing.

In Part Two of this report we explore the wide range of different elements of the Silverburn Flax Mill Complex that can contribute towards enhancing the wellbeing of the local community – considering the social, cultural (including appreciation of heritage) and environmental dimensions to the Silverburn Flax Mill complex and its significance to the local area. These are the “non-market” benefits of the Flax Mill Complex development and use that will not necessarily be captured in the financial flows of Part One. They can nonetheless generate economic and social benefit and the generation of such benefits are part and parcel of the essential purpose and aims of the Flax Mill Complex regeneration.

There are a number of recognised, and evolving, approaches to capture the value of heritage, the natural environment and arts, social and cultural events. This value may not be fully captured in straightforward financial flows.

The HM Treasury Green Book and accompanying manuals provides extensive guidance on approaches to non-market valuation (and a number of other resources are available e.g. from the *WhatWorks* Centre for Wellbeing¹⁵ has some translation of Green Book principles into practice.). The UK Department for Culture, Media and Sport (DCMS) recently launched a “Cultural and Heritage Capital Programme”¹⁶ which aims to develop a formal approach for the valuation of cultural and heritage assets. They have produced a Rapid Evidence Assessment (REA) on extant culture and heritage valuation studies highlighting different methods currently in use.¹⁷ The purpose is precisely to ensure that the very real social and cultural value of cultural and heritage assets (an historic house, a museum, a Flax Mill) can be acknowledged even where they may lack “currency” in commercial or strictly financial terms.¹⁸

In considering the evidence for the Silverburn Park's generation of social and cultural benefits, both that already being generated and its future potential generation, we will draw on some of the resources above to apply shadow-pricing techniques to examples of the current and planned activities of the Flax Mill complex.

Part One: Analysing the impact of the economic activity generated

In order to analyse the impact of the economic activity generated through the Silverburn Flax Mill regeneration, we constructed a Silverburn-specific economic impact model. This was based on our in-house extended Type II input-output modelling system of the UK, with in-built extensions (using location quotients) for Scotland and Fife. This system enabled the analysis of the impact of projected Silverburn expenditure on the UK and the share of that impact accruing to Scotland and to Fife, with results in terms of impact on output, GVA and jobs.

¹⁵ <https://whatworkswellbeing.org/>

¹⁶ <https://www.gov.uk/government/publications/valuing-culture-and-heritage-capital-a-framework-towards-decision-making/valuing-culture-and-heritage-capital-a-framework-towards-informing-decision-making>

¹⁷ <https://www.gov.uk/government/publications/rapid-evidence-assessment-culture-and-heritage-valuation-studies> The REA also includes an initial set of “plug-in prices” derived from assimilating and standardising results from a range of different studies. It must be noted however that the current initial focus is on valuation of capital assets rather than on activities and services.

¹⁸ It seems that a longer-term goal may be to establish sets of “Culture and Heritage “Satellite accounts, similar to Environmental satellite accounts and Tourism satellite accounts. The latter sit alongside UK national accounts. It can be noted that Viewforth staff constructed the first Tourism AND Environmental Satellite accounts for Scotland.

In order to disaggregate and trace the impact across Fife, and in the Levenmouth area immediately surrounding Silverburn, we constructed an additional extension to the system using gravity-modelling. Gravity-modelling uses a combination of mass and distance variables to model the likely flow of impact from its initial starting point across a given area. In this case, the Silverburn Gravity model analysed flow of employment impact in across all of the Council Wards in Fife. Within the model, Levenmouth is defined as comprising the two Council Wards of Leven, Kennoway and Largo together with Buckhaven, Methil and Wemyss Villages. Further details of modelling methodology is included in Appendix One.

An important advantage of the modelling methodology adopted is that it enables a range of additional indicators and features of impact to be examined. The core model comprises 124 industrial sectors and, where relevant, it enables impact on particular industrial sectors to be explored in more detail. Of particular policy importance at the local level is the capacity for the modelling approach to examine the impact on employment income – how much of the income from the jobs generated by a development will actually accrue to, or stay in the immediate locality.

Phase 1: Reconstruction and rebuild phase

The current estimated cost¹⁹ for the reconstruction, repair and rebuild phase of the Flax Mill regeneration and move it to a completed state ready for full operations amounts to £6.2 million spent over a two year period. This planned expenditure will in itself – irrespective of any perceived value arising from its heritage-focussed purpose – generate economic activity in the local area.²⁰ This is a capital expenditure mainly focussed on expenditure flowing through the construction and related industries.

The impact of the expenditure on the economy was modelled using the purpose designed Silverburn impact model and the results are shown below.

Employment Impact

FTE or ‘Person Years of Employment’

The reconstruction phase of the Flax Mill project is projected to generate over 116 ‘Person Years of Employment’ (PYE) jobs in the UK over the two year building work period, with 86 PYE in Fife. Around 21 of the PYE generated will benefit people living in the immediate local area of Levenmouth.²¹ In other words, in **each year** of the two years construction phase around 58 full Time equivalent jobs (FTE) will be generated, with 74% of these in Fife (18 % in Levenmouth.)

Headcount jobs

FTE measures are often used in modelling as a consistent measure of labour demand (expressed as either jobs per annum or PYE). However in thinking how this impacts on people’s lives it can be more intuitive to think in terms of ‘headcount jobs’ which give a better idea of how many people are likely to be affected.

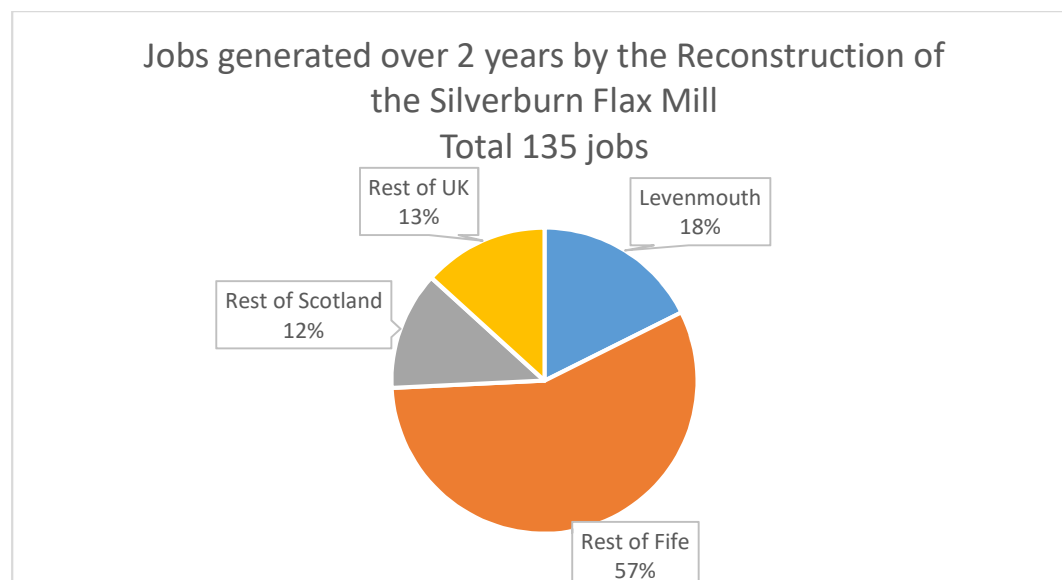
¹⁹ As at December 2020

²⁰ The initial steps of planning for construction and rebuild, supported in part through initial funding from the National Heritage Lottery Fund, Fife Council, Fife Historic Buildings Trust and the William Grant Foundation, among others, will have *already* generated some economic activity in the local area and in Scotland. The present Phase 1 economic impact analysis does not include that expenditure but is focused solely on the future formal phase of rebuild and reconstruction.

²¹ Defined as the two Council Ward areas of Leven, Kennoway and Largo and Buckhaven, Methil and Wemyss Villages

When translated into ‘headcount’ jobs,²² this equates to 24 jobs in Levenmouth over 2 years (with a further 76 in the rest of Fife and 35 further afield.) This can be thought of in terms of 12 Levenmouth residents in work for 2 years or 24 Levenmouth residents each in work for one year (or indeed 48 Levenmouth residents, each in work for 6 months.) The results are presented in Figure 1 and Table 1.

Figure 1: Jobs generated in the reconstruction phase of the Silverburn Flax Mill



Source: Viewforth modelled analysis

Table 1: Jobs generated in the reconstruction phase of the Silverburn Flax Mill

Area of impact	Number of jobs generated over the two year construction period ²³
Levenmouth	24
<i>Rest of Fife</i>	76
All of Fife	100
<i>Rest of Scotland</i>	17
All Scotland	117
<i>Rest of UK</i>	18
All UK	135

Source: Viewforth modelled analysis

Industries in which Fife jobs would be generated

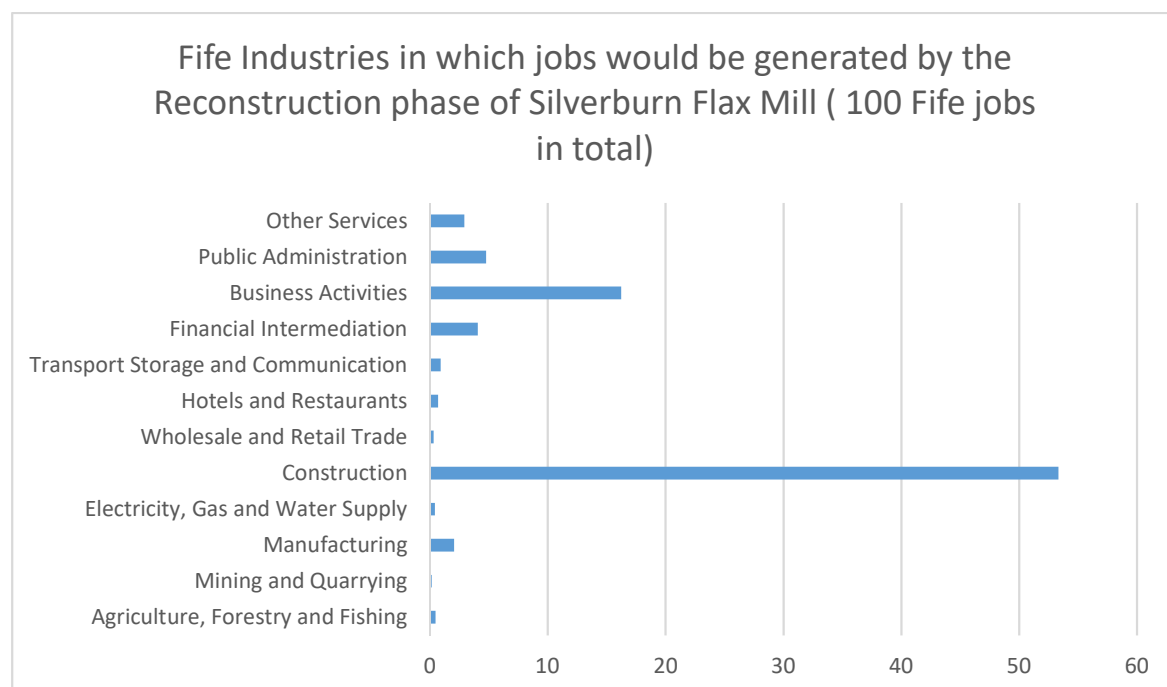
The modelling process also enables a regional overview of the industries within which the jobs would be generated. This is shown in Figure 2. This particular capital investment is focussed on the physical rebuild and reconstruction of the Silverburn Flax Mill. It is not surprising therefore to see that the majority of jobs generated would be in the Construction

²² Translation into headcount ‘jobs’ used the overall prevailing pattern of fulltime to part-time work in Fife, Scotland and rest of UK (from the ONS Annual Population Survey and the Business Register and Employment Surveys.)

²³ Headcount basis. As explained in Footnote 3, modelling of employment was undertaken in full time equivalents (FTE) and then translated into actual headcount jobs using the prevailing pattern of full time and part-time employment in Fife, the rest of Scotland and rest of UK.

industry itself. However, it is worth noting that jobs are also generated in other sectors, including, for example, business activities, manufacturing and hospitality (hotels and restaurants.) This reflects the way the money spent on the Silverburn reconstruction would flow through the economy.

Figure 2: Fife Industries in which jobs would be generated



Source: Viewforth modelled analysis

Impact on employment is the most clearly observable result of the capital investment in the Flax Mill regeneration. However, the modelled analysis also gives results in terms of impact on regional and national output and on the contribution to regional GVA and national GDP.

Impact on Output and GVA

Table 2: Impact of the reconstruction phase on regional and national output and GVA.

	Impact on Fife £m	Impact on Rest of Scotland £m	All Scotland £m	Impact on Rest of UK £m	All UK £m
Output	9.3	1.5	10.8	1.4	12.2
GVA	4.7	0.7	5.5	0.7	6.2

Source: Viewforth modelled analysis

To put these results into context, overall Fife GVA in 2019 was estimated at around £8 billion and total Scotland GVA in 2018 came to £161 billion.²⁴ While the Silverburn Park complex remains relatively small scale in overall national terms, from the perspective of a deprived area it can be of significant importance both in terms of actual employment generated and in its broader economic and social value to the area.

²⁴ ONS 2019

Employment income generated in Levenmouth and in Fife

Given the local importance of the development, as well as modelling the distribution of employment generated across Fife, we were able to examine the employment income arising from the jobs generated. Our analysis showed that in Fife overall, the reconstruction phase of the Silverburn Park Flax Mill would deliver £3.29m in employment income²⁵ into Fife homes over the two year period, with £783k of that going to Levenmouth residents. This shows positive benefits to the local area and local residents just through the short-term reconstruction phase. This is of particular importance to an area that is “income and employment-deprived”. This point will be explored further when considering the wider social impact of the development on Levenmouth.

Phase 2: Impact of the Operational phase of Silverburn Flax Mill

Once the short-term reconstruction phase is complete, the longer-term impact of Silverburn begins. The project team have prepared a detailed and extended 5-year business plan, showing how the Flax Mill will build its operations over the five-year period from launch to fully operational status. This includes the visitor centre and café, space for meeting hire, craft workshops for local artists, overnight accommodation for coastal path walkers, and the campsite with glamping-Style Eco-pods, Tent and touring Campervan pitches. It also builds in ongoing community, cultural, music and wellbeing events.²⁶

The following analysis was based on the detailed activity, income and expenditure projections for the Silverburn Flax Mill Complex once it is in full operation (Year 5 of the Business Plan Projections.) It should be noted here that the projections on which the analysis is based include the entire complex, the Flax Mill and the Silverburn Park in which the Flax Mill is located. The successful regeneration of the Flax Mill is inextricably bound to the maintenance and supporting development of the immediate parkland in which it sits, and indeed its historical and heritage importance is linked to its history within the park. The Campsite operations and the planned community events are part and parcel of the entire complex. Therefore, the future expenditure projections include, for example, elements of park maintenance and garden expenditure and not simply the Flax Mill building alone.

Projected Operational Income

When fully operational (year 5 of the business plan), it is projected that the Silverburn Flax Mill Complex will have an annual turnover in the region of £ 1 million. A significant proportion of the anticipated income for the Mill complex is associated with that generated through visitors, in particular overnight visitors. This includes from campsite and hostel accommodation as well as catering income and shop sales. (The income from Campsite and hostel bed nights alone makes up 22% of projected income, with an estimated 10,253 visitor bed nights projected in Year 5.)²⁷ Only a relatively small proportion of the Complex income

²⁵ The employment income figure reflects total salary costs, including employer's costs.

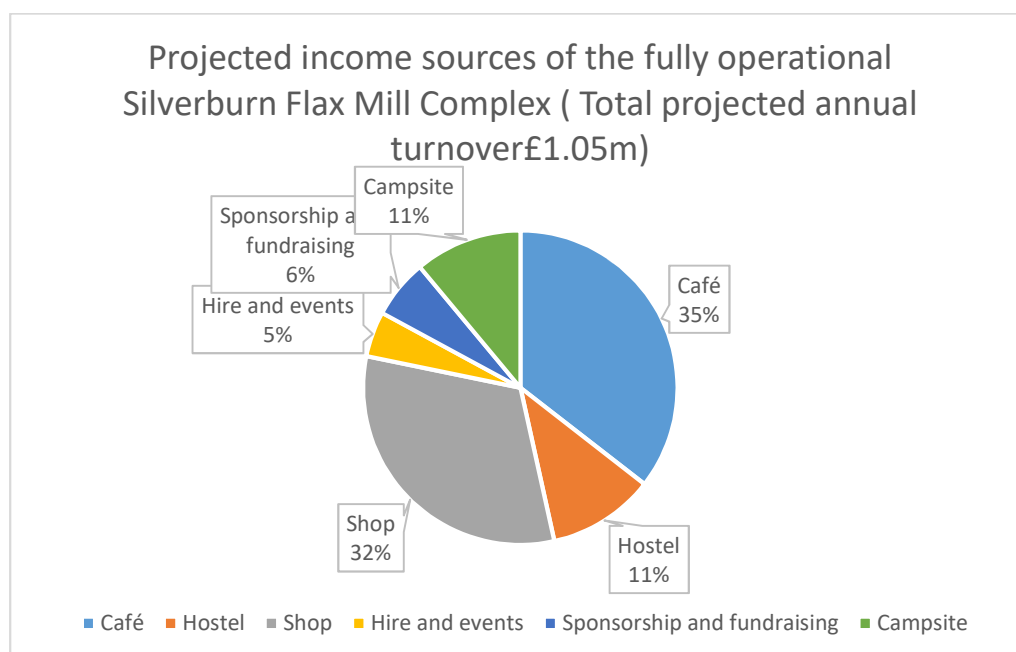
²⁶ It does not include income or expenditure explicitly associated with the Community Allotments within the grounds, which have continued to be administered by Fife Council.

²⁷ Bed night numbers are taken from the 5-year projections within the business plan. The projected bed night growth to Year 5 is fairly conservative, with figures in line with the Fife or Scotland 'average' for similar types of accommodation. (Data from Visit Scotland *Key Facts on Tourism in Scotland 2019*) The limited 'revealed preference' evidence available so far from the actual bookings for the campsite accommodation that is already in operation shows occupancy rates currently in excess of the average. (Campsite report December 2020.) In relation to the planned hostel accommodation, it is also worth pointing out that there is little other independent hostel accommodation available in Fife; this, together with the proximity to the coastal path and Leven being a typical 'end point' at the second stage of the path going north for 5 day walkers (Burntisland to Leven), may also encourage relatively high future occupancy rates.

(6%) is projected as through sponsorship or fundraising, in line with the aim of the project to be sustainable and largely self-sufficient on a year to year basis.

The anticipated balance of income sources is shown in Figure 3 below.

Figure 3: Projected Income Sources of the Silverburn Flax Mill Complex



Source: Silverburn Flax Mill and Park Financial Projections December 2020

As a non-profitmaking enterprise, most of the income will be respent within the same year, with expenditure in Year 5 anticipated to be in the region of £918k.

The Operational Plan for Year 5 included a detailed breakdown of expected expenditure. This pattern of expenditure was analysed and translated into industry categories and required modelling format. The impact of the Silverburn Flax Mill Complex as a fully operational economic entity was then modelled and results in terms of jobs, output and GVA will be presented subsequently.

Visitor Expenditure

As noted, most of the Silverburn Flax Mill projected income is related to visitor spend, both local visitors and those from outside the immediate area. To the extent that visitors spend money onsite, in the Café, in the Shop or for hiring facilities, all of this spend will be captured within the analysis of the impact of the Mill Complex. However it is also reasonable to assume that by attracting non-local visitors to stay in the area (evidenced through the booking of overnight accommodation) the Silverburn Flax Mill will attract additional money to the area with visitors incurring at least some off-site expenditure (food, recreation, consumables.) This additional off-site expenditure is an injection into the local economy that can be attributed to Silverburn, since it would be the Silverburn Flax Mill complex that had 'captured' these visitors. *Local* visitor offsite expenditure is likely to have occurred within Levenmouth anyway, irrespective of Silverburn, so this is disregarded.

Estimates were made of additional visitor off-site expenditure based under the projected number of occupied bednights in Year 5 (10,253 over the course of a year, split across hostel, glamping and Touring Pitch users.) It was assumed that all overnight visitors come from outside the immediate Levenmouth area. It can be noted that the estimated bed night numbers are reasonably conservative and are either in line with, or lower than, the observed occupancy average for the relevant types of accommodation elsewhere in Scotland (or in Fife, where figures are available.)²⁸ It was assumed that overnight visitors were non-local and the type of visitor followed the same trend as that of overnight stay tourists in Scotland more generally (c. 80% Domestic UK and 20% international)²⁹

In due course, it could be possible to conduct a specific Silverburn Visitor Expenditure Survey³⁰ ; for the present analysis, estimates were based on the general Tourism Visitor expenditure trends in Scotland in 2019. A downward adjustment to the daily rates was made to take account of visitor *on-site* expenditure that is already included in the analysis of the Silverburn Complex.³¹

Anyone using the Flax Mill complex is de facto a visitor, whether they are local people or whether they have been attracted from further afield. For the purposes of the present analysis, it is assumed that all day visitors are local, with only the overnight visitors classed as coming from outside Levenmouth. Therefore the only local spend which is included in the analysis is anything that local people may purchase while on site (having lunch in the café, for example, or purchasing gifts and crafts), which is included in the Flax Mill revenue stream and its associated expenditure impact.³² This is a conservative assumption, which disregards any local offsite spend by anyone not actually staying overnight. In reality, the Flax Mill complex is likely to attract a number of day visitors from outside the immediate Levenmouth area.

When the facility is fully operational it will be possible to gather fuller information on the split between local and non-local visitors, as well as developing a more comprehensive picture of visitor expenditure patterns (on and off-site.) The park is free to access and many local people currently use the park for outdoor leisure and recreation, dog walking and so forth and may continue to visit in the future without incurring any expenditure. There are plans to install visitor counters at the entrance to the Mill to assess, in due course, the proportion of Park users that 'convert' to Mill facility users.

Offsite Visitor Expenditure was modelled separately from Flax Mill expenditure, using a consumer expenditure oriented pattern, and the results were combined with those for the

²⁸ Scottish Accommodation Survey 2019 (*Visit Scotland*)

²⁹ Key Facts on Tourism in Scotland 2019 *INSIGHT Department, Visit Scotland*

³⁰ Indeed, this could form an interesting and useful work-based project for future FEAT clients or local students.

³¹ The Scotland survey (Key facts on Tourism in Scotland 2019 *Visit Scotland*) gave per diem rates for overnight stay visitors as £69 for domestic visitors and £93 for overseas visitors. For the adjustment, only spend on the survey categories of *Eating and Drinking Out, Entertainment, Other Shopping* and '*Other*' were counted as being 'off-site.' This led to overall visitor per diem offsite expenditure estimated at £27 per head...

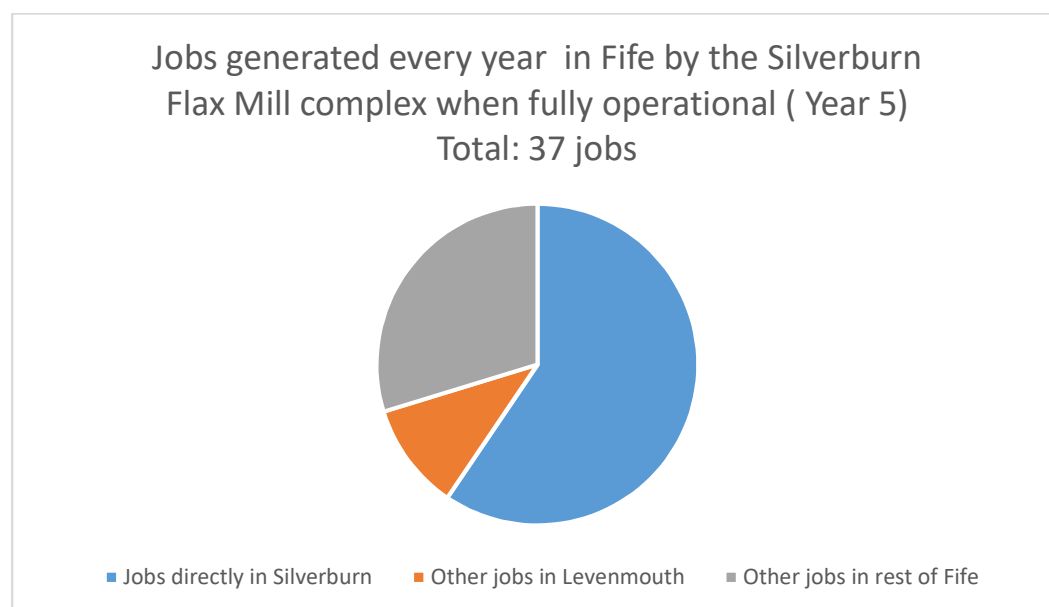
³² It can also be noted that in the Levenmouth area, presumably due to the neglect that the area has suffered over the years, there are few alternative "visitor attractions" of the kind planned for Silverburn. Local on-site spend is highly unlikely therefore to be displaced money that would be spent elsewhere locally. Indeed, the Silverburn complex is likely to be encouraging *retention* of spend in Levenmouth that would otherwise go further afield.

analysis of the Flax Mill Complex itself. ³³ The results are presented below, with a summary table included for ease of reference in Appendix Three.

Employment Impact

Under the current business plan, once the Flax Mill is fully operational (Year 5) there is planned employment for 22 people each year directly in the Mill and Park complex. A further 21 jobs would be generated in the UK outside the Flax Mill complex, 4 in Levenmouth, 11 in other parts of Fife and 6 in other parts of Scotland and the rest of the UK. ³⁴

Figure 4: Jobs generated every year in Fife by the Silverburn Flax Mill Complex



Source: Viewforth modelled analysis

Table 3: Total employment impact results (Headcount jobs)

Jobs at Silverburn Flax Mill Complex	22
Other Jobs in the rest of Levenmouth	4
Other Jobs in the rest of Fife	11
ALL FIFE	37
Other Jobs in rest of Scotland	2
ALL Scotland	39
Other Jobs in rest of UK	4
ALL UK	43

Source: Viewforth modelled analysis

³³ The conservative estimates of offsite visitor expenditure impact means that the offsite visitor expenditure impact is currently projected as relatively modest (a total of £274.8k) – involving the generation of around 4 extra jobs overall. Hence, the results are combined in this analysis for pragmatic reasons. The suite of Silverburn multipliers in Appendix Two however treat the Mill Complex impact and the visitor expenditure separately so updates on the Mill impact and visitor impact should be undertaken separately before combining results again if required.

³⁴ The FTE equivalents are: 15.4 direct employment, 3 FTE in other Levenmouth businesses, 9.5 FTE in the rest of Fife with 5.4 FTE in other parts of Scotland and rest of UK (33.3 Total FTE)

Output and GVA Impacts

The modelled results for impact on regional and national output and GVA are shown in Table 4. The 'Direct Impact' on Fife is the projected output and GVA of the Silverburn complex itself. The secondary impact on Fife, the rest of Scotland and the rest of the UK is the total arising through indirect and induced effects of the expenditure of Silverburn, its staff and the additional off-site expenditure of visitors.

Table 4: Impact on Regional and National Output and GVA (impact of all activities- Mill Complex and non-local Visitor spend)

	Direct Impact on Fife £m	Secondary Impact on Fife £m	All Fife £m	Impact on Rest of Scotland £m	All Scotland £m	Impact on Rest of UK £m	All UK £m
Output	1.1	1.4	2.5	0.2	2.7	0.4	3.1
GVA	0.6	0.7	1.3	0.1	1.4	0.2	1.6

Source: Viewforth modelled analysis

Employment Income generated in Levenmouth and Fife

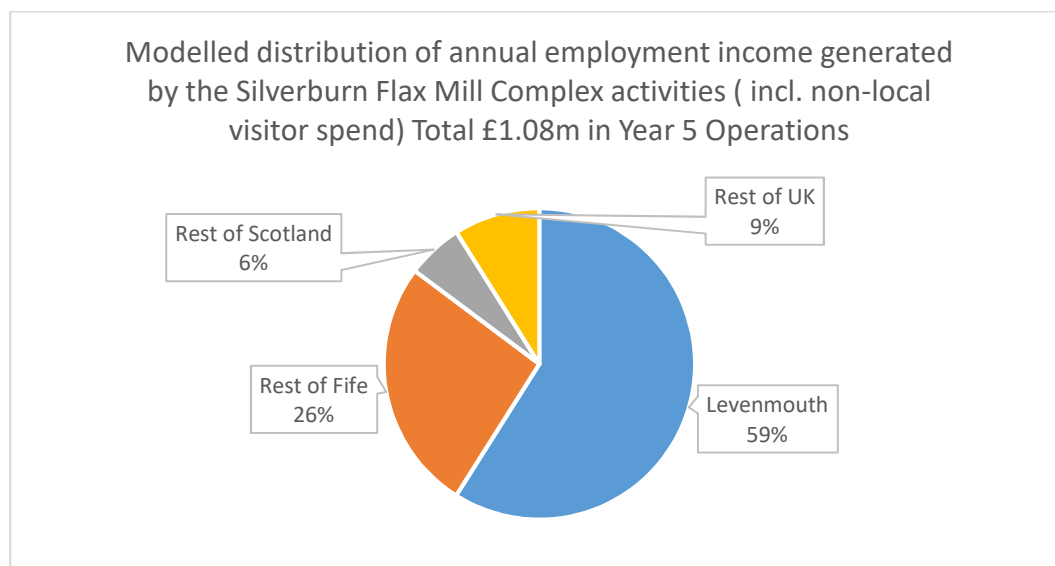
Among the most locally relevant results derived from the economic impact analysis of the projected operations of the Silverburn Flax Mill Complex are the benefits delivered to Levenmouth residents in terms of employment income generated locally.

Our detailed analysis showed that in Year 5 of Silverburn operations, around £637k of employment income would flow into Levenmouth homes, with a further £283k going to the rest of Fife.³⁵ As this relates to a single year of operations (Year 5) it is important to note that, unlike the reconstruction phase where the benefits are time limited to the two-year phase, this analysis relates to the annual impact of the Flax Mill. In other words, this is the scale of benefits generated *every year of operation*.

As with all economic impact flows, benefit is not restricted to the immediate local area but some will flow further afield. However the modelled analysis showed that by the far the majority of employment income benefit (59%) would be retained in Levenmouth. For an area which is among the most income deprived of all Scotland (18.9% of the Levenmouth population are income deprived compared to the 12.1% Scotland average), this is a significant positive benefit from any perspective.

Figure 5: Distribution of annual employment income generated by the operations of Silverburn Flax Mill Complex

³⁵ £840K was due to the Flax Mill operations alone (£618K in Levenmouth, £222k in rest of Fife), with a further £80k due to off-site visitor spend (£19K in Levenmouth, 61K in rest of Fife). Figures include employers' costs.



Source: Viewforth modelled analysis

It is also worth highlighting that the Silverburn Flax Mill Complex will be relatively “efficient” in generating employment income - in other words, have a high “bang per investment buck” in local employment income benefit term. This is likely to be a significantly higher employment income effect than that generated by other local businesses. For example, a business in the industry producing “Alcoholic Beverages”³⁶ tends to generate employment income of c. £520K for every £1m of its overall spend³⁷. This can be compared to the analysed evidence here that Silverburn will tend to generate £1.05m of employment income for every £1m of its overall spend. This reflects the labour intensive nature of the Silverburn Complex itself as well as that of its overall spending pattern. (The Alcoholic Beverages Industry is more capital intensive.) The key point here is that when considering the development of the Silverburn Flax Mill in an area of high income and high employment deprivation, the nature of the Silverburn operations means that the benefit to local people is particularly high.

Silverburn Flax Mill-specific multipliers

Another feature of the detailed modelled analysis of the Silverburn Flax Mill complex presented here is that it is also possible to derive Silverburn Flax Mill-specific economic “multipliers”. These can be used in future to update or adjust economic impact results in line with changes in actual operational expenditures and as better information becomes available on numbers and types of visitor. This is because economic multipliers are *outcomes* of the modelling process used in this particular study.

As discussed in Appendix One (Methodology), few local impact studies would be sufficiently resourced to conduct in-depth economic modelling of the kind we have been able to undertake for Silverburn. This also means they are usually reliant on ‘borrowing’ or adapting pre-existing multipliers from other studies³⁸ to apply to their estimates of relevant project expenditure, further adjusted for their estimates of local leakage, displacement or deadweight factors. This is a fairly broad-brush approach but which is often the only available possibility. However, an in-depth modelled analysis - of the type undertaken here for Silverburn - enables project-specific multipliers, which reflect the particular characteristics

³⁶ One of the few industries in Levenmouth of any scale

³⁷ Source: The Type II Employment income generation multiplier calculated in the UK Input Output model for the *Alcoholic Beverage* industry is 0.52 compared to that for Silverburn of 1.05.

³⁸ See, for example the Bridgford Hall Economic Impact Assessment report which suggests the use of UK-wide general Tourism multipliers borrowed from a 2013 Deloitte and Oxford Economics report.

and spending patterns of the individual project being studied, to be derived for future use. A set of Silverburn-specific multipliers are included in Appendix Two.

Summary of the economic impact assessment of the Silverburn Flax Mill Development

These two analyses, of the reconstruction phase and of the operational phase of the Silverburn Park Flax Mill, were undertaken as part of a broader economic and social impact report supporting the Flax Mill Development planning. The present analyses are focussed on the economic impact of the Flax Mill in terms of the jobs and output generated and contribution of the development to regional and national GVA. Overall, the analyses showed the reconstruction phase of the development would generate 135 jobs over the two-year period of development, with 24 of those jobs likely to benefit Levenmouth residents and 76 benefitting residents in other parts of Fife. Once the Flax Mill Complex is fully operational, it will generate around 43 jobs every year - 22 directly, a further 4 in Levenmouth, 11 in other parts of Fife and 6 further afield.

In terms of employment income generated, the benefits to Levenmouth of the Silverburn operations are particularly high, with a relatively high efficiency in generating employment income overall and with the majority of employment income generated being retained in Levenmouth.

The analyses were specifically tailored to Silverburn Flax Mill, using sophisticated economic modelling and reflect the specific Silverburn projected expenditure profile. The scale of results is in keeping with the overall scale of the development itself; however, it should be noted that from a social policy perspective the generation of additional employment and employment income in an area as deprived as Levenmouth ³⁹ may be considered to have a higher social value than if it were generated within a relatively affluent area. Furthermore, the economic activity benefits of the Silverburn Flax Mill development need to be seen:

- within the wider context as a key element in the regeneration of Levenmouth and how it fits within the broader Levenmouth plan.
- alongside the broader economic and social value generated by the non-financial benefits (social, cultural, health and well-being benefits) to the community of the development.

These issues will be explored further in the next stage of this report, which highlights some of the broader economic and social value generation potential of the Silverburn Flax Mill.

Disaggregation of impact of the regenerated Silverburn Flax Mill Building from the overall impact of the Park and Mill Complex

The results above have considered the operational impact of the Silverburn Flax Mill Complex as a whole, i.e. of both the Flax Mill building regeneration per se AND the maintenance and use of the Silverburn Park within which the Flax Mill is situated. This is because they are essentially interdependent and symbiotic. However it is possible technically to disaggregate the impact of the building regeneration and operational activities planned to be focussed in and around the building from those of the Park.

For instance, in considering the impact of the operations enabled by the building development alone, this would include the hostel and visitors staying in the hostel. However it would exclude the campsite operations and any off site spend of Campsite visitors as these may be seen as more part of the Park. Overall the vast majority of the impact

³⁹ Levenmouth has the highest number of areas (26 Datazones) in Fife that fall within the 20% most deprived in Scotland. These include 9 areas that fall within the 5% most deprived in Scotland.

presented above (around 87% of the impact) can be attributed to the Flax Mill Building regeneration, with the planned Park activities responsible for the remaining 13%. The Table below presents the key modelled results for the Flax Mill Building side by side with those for the Complex as a whole for comparison.

Table 5: Employment impact of the Flax Mill disaggregated from that of the Complex as a whole

Mill and Park Together (incl. Campsite and Hostel Visitor spend)		Flax Mill Only (incl. Hostel visitor offsite spend)	
Jobs at Silverburn Flax Mill Complex	22	Jobs at Silverburn Flax Mill Complex	17
Other Jobs in the rest of Levenmouth	4	Other Jobs in the rest of Levenmouth	3
Other Jobs in the rest of Fife	11	Other Jobs in the rest of Fife	9
ALL FIFE	37	ALL FIFE	29
Other Jobs in rest of Scotland	2	Other Jobs in rest of Scotland	2
ALL Scotland	39	ALL Scotland	31
Other Jobs in rest of UK	4	Other Jobs in rest of UK	3

In terms of impact on Output and GVA, the disaggregated results for the Flax Mill building alone is presented below, with those of the Flax Mill complex as a whole for comparison.

Table 6: Output and GVA impact of the Flax Mill disaggregated from that of the Complex as a whole

Impact of Silverburn Flax Mill Only (including hostel visitor spend)							
Mill Only plus hostel visitors	Direct Impact on Fife £m	Secondary Impact on Fife £m	All Fife £m	Impact on Rest of Scotland £m	All Scotland £m	Impact on Rest of UK £m	All UK £m
Output	0.9	1.3	2.2	0.16	2.35	0.37	2.72
GVA	0.5	0.6	1.1	0.09	1.19	0.18	1.38
Impact of Silverburn Flax Mill Complex (including Campsite as well as Hostel Visitors)							
	Direct Impact on Fife £m	Secondary Impact on Fife £m	All Fife £m	Impact on Rest of Scotland £m	All Scotland £m	Impact on Rest of UK £m	All UK £m
Output	1.1	1.4	2.5	0.2	2.7	0.4	3.1
GVA	0.6	0.7	1.3	0.1	1.4	0.2	1.6

Source: Viewforth modelled analysis

Part Two : Generating broader economic, social and cultural value

Heart, Mind and Soul: Silverburn A Sustainable Social, Cultural and Heritage Hub within a regenerated Levenmouth

The economic impact and contribution to Levenmouth of the Silverburn Flax Mill Complex through its expenditure has been analysed in Part One of this report. As already noted, the financial impact has positive ramifications for the local area, generating a boost through the economic activity it will generate, its attraction of visitors to the area and the retention of spending of both local and non-local visitors within the Levenmouth. The nature of the Silverburn Flax Mill complex, with a relatively labour intensive profile in its spending pattern, also means it generates and retains a high proportion of employment income within the local area.

However, beyond the expenditure economic impact to the area in financial terms, the regeneration of the Silverburn Flax Mill and Park complex has the potential to make a significant broader social, economic and cultural impact. Indeed, the generation of broader value through its activities is the primary goal of the Silverburn regeneration programme. The Silverburn Flax Mill regeneration project has an overall vision (*Heart, Mind and Soul: Silverburn*)⁴⁰ as well as a set of interlinking goals related to heritage conservation, community economic and social wellbeing aspects of the project.⁴¹

This Part Two of the report highlights the non-monetary impact potential of the Silverburn Flax Mill Complex, highlighting some of the routes through which wider social and cultural benefits could be achieved and ways to measure the value generated. Using some of the data gathered by the project so far, it provides an illustrative example of the social value to the community of access to the Silverburn Park, particularly during the pandemic. It should be highlighted at this point that the approach to capturing broader economic and social value of the Flax Mill Complex activities by necessity involves a different methodological framework to the analysis of Part One.

The Silverburn Logic Model and Evaluation Framework

The key challenge in considering the broader economic and social impacts of the Silverburn Flax Mill development is that most, if not all, of the broader impacts tend to be quasi-intangible in nature (such as individual enjoyment of the sensory garden or a feeling of personal wellbeing from regular visits to the park), many do not involve monetary transactions of any kind. It is therefore more difficult to track, trace or demonstrate value generated.

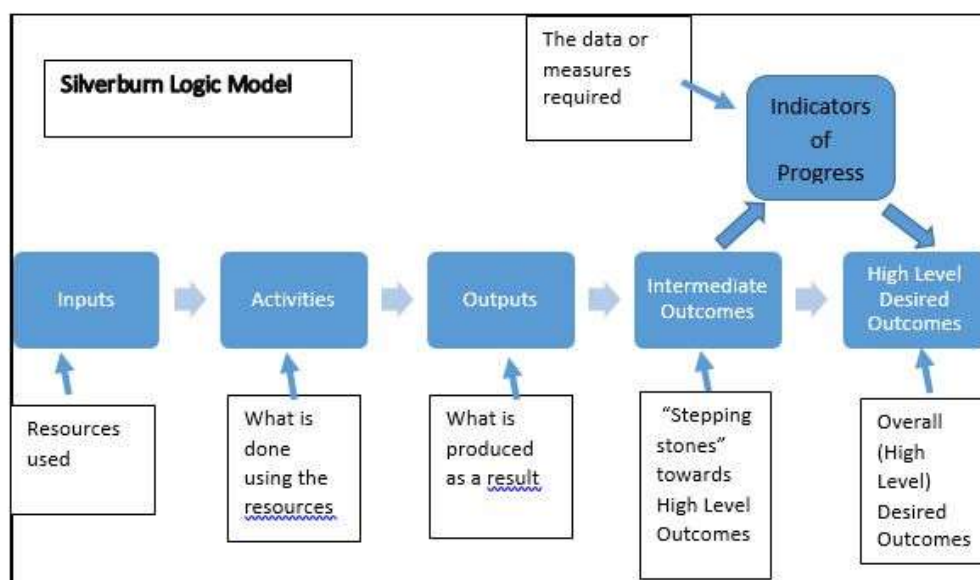
In order to go some way towards addressing this challenge, and to provide a robust basis for tracking the progress of the project towards its overall goals, a comprehensive evaluation framework was developed for the project. This included devising a Silverburn-specific “Logic Model” (sometimes known as a “Theory of Change” model) to map the different components of the project against their contribution to achievement of the project’s goals. The logic model lays out constituent components of the ‘Impact’ or ‘outcome-achieving’ journey, tracing through how the variety of planned activities for the development and operations of the Flax Mill will contribute towards the achievement of the final broader desired outcomes. The final desired outcomes are very high level so there needs to be a clear ‘theory of

⁴¹ ⁴¹ A more detailed explanation of the “Vision” for Silverburn is included as Appendix Four, along with the full list of overarching project goals.

change' or 'Impact pathway' showing how the activities being undertaken can lead towards the final desired outcomes.

The outline of the Silverburn-specific logic model is presented below:

Figure 6: The Silverburn Logic Model



Source: Silverburn Evaluation Framework

The detailed logic model is included as Appendix Five. The logic model provided the framework for initial identification of the data and information that needs to be collected throughout the project's development in order to assess progress towards its longer-term goals.

In summary, it covers the data and indicators of progress against the main goals of the project – which are broadly grouped as follows:

- **Heritage – Physical**
This is focussed on the initial building repairs and renovation and the physical management of the surrounding park environment.
- **Heritage – Conceptual**
This largely concerns the historical interpretation and presentation elements of the Mill development.
- **Heritage – People**
This includes much of the activity programme elements, training and development opportunities and active management of the Silverburn environment.
- **Heritage – Communities**
This is related to the wider positioning of the Silverburn Flax Mill Development as an actual and potential generator of economic and social benefit in the wider community.

Indicators of the project's progress will rely on a combination of quantitative and qualitative data and information as well as 'milestone' achievements. For example, the removal of the Flax Mill from the 'Buildings at Risk' register would be a milestone indicator on the conservation road. The development of Woodland Management and Biodiversity Plans

would be indicators of progress towards ensuring the Park environment surrounding the Flax Mill is being successfully managed. The establishment of an event series attracting key target audiences and the range of local schools involved with the park are other indicators of progress while qualitative information with visitor and user feedback is also highlighted. Core information on numbers and range of visitors was envisaged as feeding into a wide range of different indicators.

Analysing broader economic and social value – contingent valuation

Another important aspect of the development of the evaluation framework and the collection of data to populate the framework is that it lays the groundwork for potential analysis of at least some aspects of wider economic and social value generation, using a range of techniques drawn from welfare economics. This is particularly relevant for the many aspects and activities of the Silverburn Flax Mill complex that are free to access (e.g. visiting the park or mill) or involve a nominal (i.e. not a full commercial rate) fee. The latter, for example, could apply to participation in some workshops, events or training sessions, or borrowing equipment for use in or around the complex such as bikes or beach wheelchairs. Where there are no (or only nominal) financial flows associated with an activity, it is still possible to estimate the economic value of the relevant activity by the application of “shadow-prices” using a range of “contingent valuation” techniques.

“Contingent Valuation” includes methods such as “willingness to pay” (WTP), “Revealed Preference” (RP) “Hedonic Pricing” (HP) and so on. Without going into the full technical detail, essentially WTP is about asking people what they would be willing to pay for something if they had to pay for it; RP is about observing what people pay in other circumstances for other, similar, things. Hedonic Pricing is about estimating value indirectly e.g. through local property prices. (An often-quoted example of the use of hedonic pricing is that the value of education provided by one school compared to another can be inferred through observing differences in the house prices in the school catchment areas.) There is an extensive body of research literature using such approaches to the economic value of environmental assets and services and these approaches are also increasingly being adapted for valuation of assets and services of cultural value.

An additional approach that is likely to be of interest and relevance to Silverburn in due course is the measurement of “subjective wellbeing”. This is a relatively new but evolving methodology, which imputes a monetary value to improvements in a person’s perception of their overall wellbeing by comparing how much additional income the person would need to generate the same level of wellbeing improvement. This is an approach that is best used not for “one off” activities or events but for the tracking of the impact of a service or facility on people over time e.g. that of regular or frequent visitors to the Silverburn Flax Mill and Park.

⁴²

Using social or distributional weights

Additionally, of potentially high relevance to Silverburn and any public or philanthropic funders of Silverburn, is the legitimate application of ‘social weights’ to the outcome economic valuation of various activities. The HM Treasury Green Book ⁴³ provides guidance

⁴² The recent DCMS Rapid Evidence Assessment report on Culture and Heritage Valuation Studies explicitly highlights the most appropriate use of subjective wellbeing evaluation being for longer term and frequent users of or visitors to a facility. It is NOT appropriate e.g. for participants in a one off event as the impact of a one off event is unlikely to have a measurable effect. This means that tracking a representative sample of regular Silverburn Park and Mill visitors and users in the future may deliver the best insights into the effect of the Mill complex on people’s wellbeing.

⁴³ <https://www.gov.uk/government/publications/the-green-book-appraisal-and-evaluation-in-central-government/the-green-book-2020#a3-distributional-appraisal>

on the application of 'distributional weights' which are typically used in assessing the impact of different policies or interventions on different social groups and to assist in decision making about resource allocation. For example, a particular facility, event or activity may be regarded as having a higher social value if it benefits more people from disadvantaged or low-income backgrounds than it does those from more prosperous or advantaged backgrounds.

The Silverburn Project Team are already collecting key elements of the necessary data needed for the longer-term evaluation of the impact of the project. To provide a practical illustration of how the data can be used in future to estimate the broader economic and social value of Silverburn activities we have taken and analysed some of the existing data on numbers of visitors to the Park since the People counters were installed at the park entrances in October 2019.

Case Study of social valuation - the value of Silverburn Park as a community resource during the pandemic

As part of the plan to enable longer-term evaluation of the Silverburn Flax Mill complex, in October 2019 the project team installed "People Counters" at the entrances to the Park to be able to monitor Park usage and be able to track usage patterns over time.⁴⁴ Counters were positioned at the Main Gate and the Coastal Path from the beach as well as the Upper and Lower Paths leading down from Scoonie Golf Course. An additional counter at the Main Gate captured vehicles entering and exiting the park. (There is only one route in and out for vehicles.) Until the counters were installed, there was no reliable information on how many people visit Silverburn. Historic documents about the Park had suggested that in the Park's "heyday" of the 1970s and 1980s, when there was an animal farm, petting zoo and other family friendly facilities, that over 25,000 visits were made annually. It was hoped that the installation of the new people counters would provide a baseline from which to begin tracking evaluating park and ultimately Flax Mill usage.

Very quickly it became clear that there were significantly larger numbers of visits being made to the park than had been previously thought. In the first ten weeks of operation (From 23 October 2019 to 31 December 2019) a total of 12,639 visitors and 5874 cars were tracked through the counters.⁴⁵ That made an average of 181 visits to the park on foot (or bike) every day and 84 cars per day. The number of visits increased in January and February 2020, with an average of 206 visits per day on foot and 83 cars per day. So by the end of the first 18 weeks of the counter installation the numbers of park visits had *already exceeded* the 25,000 visits/year that had been quoted as normal usage during the Park's successful and popular past.⁴⁶

In March 2020, the implications of the Covid19 virus pandemic were becoming clear to governments across the world. In Scotland, tight restrictions on people's activities and movements were introduced on 23rd March 2020. People were instructed not to travel outside their immediate neighbourhood, to work from home where possible and only go out for essential shopping. Individual outdoor exercise within 5 miles of home was, however, permitted. With various minor amendments and iterations, (such as subsequently being

⁴⁴ In due course, there are also plans to install People counters at the entrance to the Flax Mill to see how many Park visitors "convert" to Mill visitors.

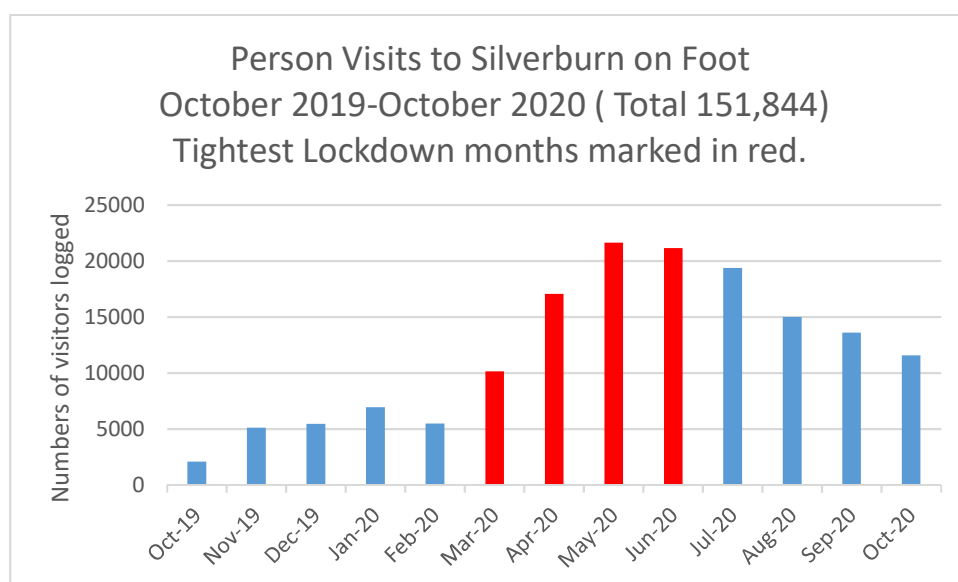
⁴⁵ The actual recorded counter numbers are double these figures, as the counters register everyone passing whether they are entering or exiting. Often walkers will enter the park through one entrance and exit through another. Therefore, it is assumed that every 2 registrations on the counters represent a single person visit. Total car numbers are also divided by 2 to take account of a single vehicle both entering and exiting.

⁴⁶ 25,041 on foot and over 10,800 cars.

allowed to exercise outdoors with one other person, then with more than one person, etc.) these restrictions on movements were maintained for over 3 months to nearly the end of June 2020.

Silverburn Park was also affected by this situation, with staff working from home where possible, various services had to be withdrawn (such as the bike loans, since there too few staff to run the service and the cottage window café had to close.) However, despite there being fewer services and amenities available, the numbers of people using the park rocketed to an average 813 person-visits per day on foot and 140 cars per day between mid-March and Mid-June. During that period of the strictest lockdown, over 73,000 person-visits were made to Silverburn on foot or bicycle and more than 12,500 cars were logged. Clearly, Silverburn Park was seen by local people (i.e. everyone within a 5-mile radius of the Park, which includes all of Levenmouth) as a target destination for outdoor relaxation, stress relief and exercise during the lockdown. Contributory factors may have included more people working from home in the Levenmouth area and deciding to use the park for their daily exercise as well as the warmer spring weather encouraging people to get outdoors.

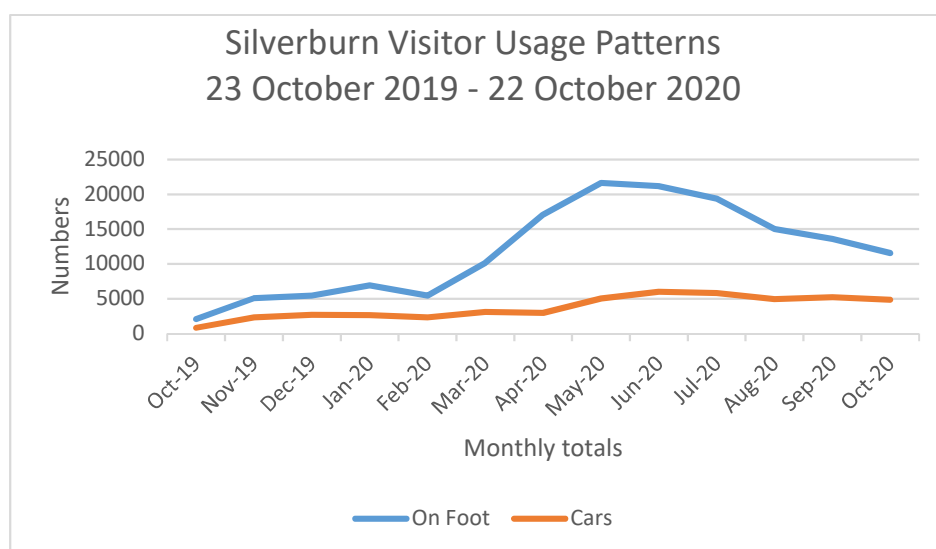
Figure 7: Silverburn Footfall during Lockdown 2020



Source: Silverburn Park People Counter Data

The numbers started to drop once the tightest lockdown restrictions began to ease (From 29th June non-essential retail was allowed to reopen and by mid-July shopping centres, pubs and restaurants were opened up again.) However, numbers remained considerably higher than pre-lockdown with footfall in July, August and September averaging 515 per day and 172 cars per day. (The higher number of cars in these months may reflect slightly more people travelling from outside the immediate areas to Silverburn since travelling from further afield was permitted during that time.) A comparison of the Footfall and Vehicle traffic is shown in Figure 8.

Figure 8: Overall patterns of Silverburn Visit numbers

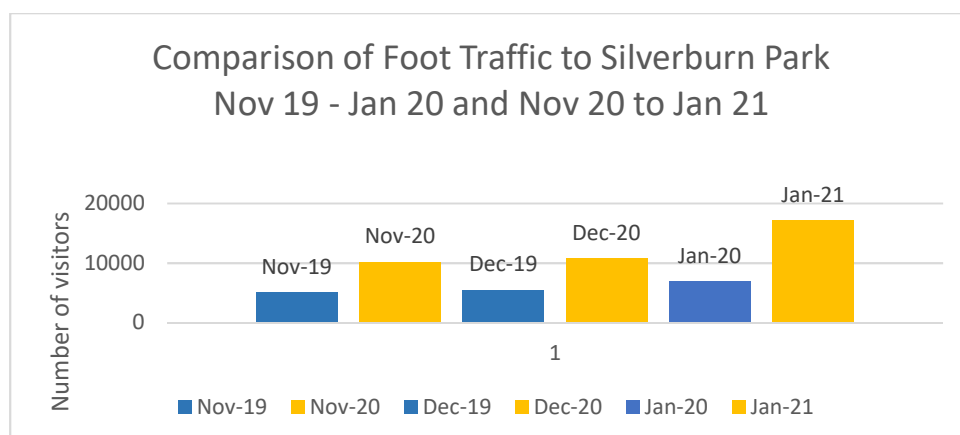


Source: Silverburn Park People Counter Data

The substantial increase in usage of Silverburn during the lockdown periods appears consistent with the overall patterns of people's behaviour during that time. Google have released extensive sets of community mobility data⁴⁷ illustrating overall population movements during the pandemic. There was a notable increase in visits to parks and open public spaces across the UK throughout the lockdown periods. This is not surprising since other recreational outlets – including sports centres and golf courses, as well as shopping centres or other visitor attractions were closed and people were restricted to within 5 miles of their homes.

It is worth noting however, that since the peak of lockdown, Silverburn has not simply gone back to its previous position but visit frequency has held up well. We now have data from the Counters to compare the months November 2019 – January 2020 with the same period November 2020 – January 2021.

Figure 9: Comparison of Winter Footfall 2019 - 2021

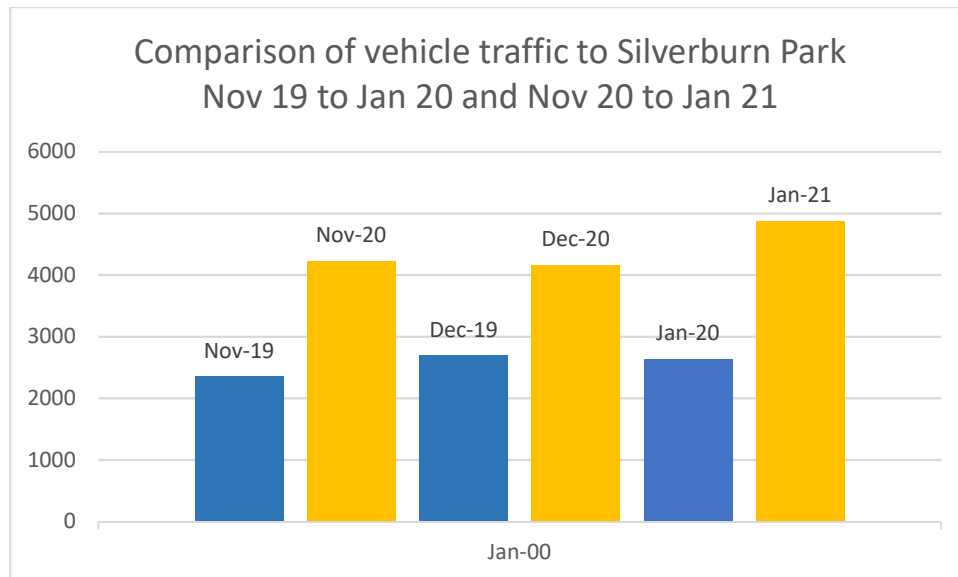


Source: Silverburn Park People Counter Data

⁴⁷ Google LLC "Google COVID-19 Community Mobility Reports".
<https://www.google.com/covid19/mobility/>

The same pattern is repeated with vehicle numbers. Overall, it seems that Silverburn continues to attract a high volume of visits, with numbers having grown significantly since the same time the previous year.

Figure 10: Comparison of winter vehicle visit numbers



Source: Silverburn Park People Counter Data

The data provided by the people counters is giving a real insight into not only the volume of park usage but the pattern as well – for instance, the highest numbers are logged at the coastal path gate, with around 50% of the total footfall being via the coastal gate. This suggests that the proximity of the park to the beach is an important feature – people coming in to the park from the beach and exiting through one of the other gates or vice versa. The sheer volume of Park usage that the data reveals is startling – the full year of data October 2019 to October 2020 totalled around 151,800 visits made on foot and over 47,700 cars, making around 200,000 visits over the course of the year. Given that the population of Levenmouth is only c. 37000 people, this suggests that a significant proportion of the population using the park are frequent repeat visitors. Over time – and when is possible to do so post-pandemic – it would be desirable to conduct a specific survey to capture more of the characteristics and motivations of the Park users. However, in the interim we can still use the visitor data to make estimates of the economic and social value of park usage during the year October 2019 – October 2020.

Assessing the economic value to the community of park usage

We have seen that c. 200,000 visits on foot and by car were logged during the year to October 2020. Silverburn Park is free to access, there are no restrictions on access and no entrance fee. With no associated income or money flows arising, the economic value of park usage will not be captured by, nor reflected in, Silverburn Park accounts. However, one way of imputing the economic value is through attributing value to the time people spend in the park. This is based on the idea that while people do not have to spend money to enter and enjoy the park, they consider the experience sufficiently valuable that they are prepared to spend *time* there. Therefore, value can be imputed to each hour of leisure time spent.

Estimating total person-visit hours spent

To estimate person visit hours spent we adopted a conservative approach, drawing on the 'best impressions' of park staff. We assumed:

- 80% of visits to Silverburn last 20 minutes (approximately the time it takes to walk around and through the park)
- 20% of visits last 40 minutes
- 50% of cars logged have 2 occupants, 50% are single occupants
- There is an overall balance among logged visitors of 75% adults, 25% children
- 60% of the children are under 14 years old
- 40% are over 14 years old

We have 'equivalised' the time spent by children to that of adults using the weightings suggested in the HM Treasury Green Book and used by the Department of Work and Pensions for equalisation of household income levels. That is to say, we have deemed one hour of time of a child under 14 to be an equivalent economic value to 0.2 hours of an adult's time. One hour of time of a child over 14 has been deemed equivalent to 0.3 hours of an adult's time.

Based on overall logged numbers of 151, 844 in Footfall and 47,722 cars over the year to October 2020, this resulted in a total 77,835 estimated hours of visitor time spent in Silverburn during that year. Our assumption on length of time spent in the park on each visit is conservative. In due course collecting data from park users on time spent in the park would refine this estimate.

The value of one hour of leisure time.

Using the value of time in economic valuations is common in transport appraisals (time spent or time saved by different modes of transport) and is known as the Travel Cost Method (TCM). A variant of this has also been applied in the Outdoor Recreation Value Tool (ORVAL)⁴⁸ to assess the value of visits to public green spaces in England (unfortunately an equivalent tool is not yet available for Scotland.)

The recently published DCMS Culture and Heritage Capital Evidence Bank⁴⁹ has identified and reviewed a number of alternative 'values' that have been used in a range of studies of Museums, historical sites , gardens etc. with examples of per visit values ranging from £7.29 (a Museum) to £16.12 (historic battlefield) , to £22.12 (Botanical gardens.) The Department for Transport has also published assessed values intended to be used in Transport Construction projects (The DfT Transport Appraisal Guidance 2020 value of one-hour non-work time spent on travel is equivalent to £7.21.)

For the purposes of the Silverburn example we have used a value of £13.60 for each hour of leisure time spent based on research by Verbooy et al (2018). *Time Is Money: Investigating the Value of Leisure Time and Unpaid Work.*⁵⁰

Table 7: Summary table of shadow-priced value of Silverburn Park usage

⁴⁸ <https://www.leep.exeter.ac.uk/orval/>

⁴⁹ <https://www.gov.uk/government/publications/rapid-evidence-assessment-culture-and-heritage-valuation-studies>

⁵⁰ Verbooy, Kaya & Hoefman, Renske & Exel, Job & Brouwer, Werner. (2018). *Time Is Money: Investigating the Value of Leisure Time and Unpaid Work*. Value in Health. 21. 10.1016/j.jval.2018.04.1828. Verbooy et al recommended a WTP figure of €16 per hour. We have converted this to GBP and uprated in line with the CPI to arrive at a 2020 equivalent of £13.60.

	Total person-visit numbers	Estimated Hours spent	Value of one hour Leisure Time (£13.60) ⁵¹	Shadow-Price (imputed) value of Silverburn park usage
On Foot	151844	49197	£13.60	£669086
In Cars *	71594	28637	£13.60	£389469
Totals	223438	77835	£13.60	£1058554

Assuming 50% of cars contain two occupants, the other 50% single occupancy.

Table 7 shows the outcome estimate of economic value to the community of park usage calculated in this way to be over £1 million.

Social Weighting to estimate additional social value.

We have previously highlighted that social (or ‘distributional’) weights can be legitimately used to reflect the additional social value arising from activities that benefit low income, disadvantaged or other groups to whom high social policy priority is given.

In the case of Silverburn, its core goals include a strong focus on supporting the immediate Levenmouth community, making the area “ a better place to live, work and visit”, to involve “ a wider range of people” , increase people’s wellbeing and make the community more resilient.

We have seen in Part One of this analysis that the expenditure impact of the Flax Mill complex development will in large part come from attracting visitors to Silverburn from outside the immediate area; the broader social and economic value generated is generated through the engagement of the local community with Silverburn.

We do not currently have detailed information on the characteristics of all of the Silverburn users; however, the unique circumstances of 2020 with the impact of the pandemic means that it is entirely plausible that a significant proportion of the users throughout the year being analysed are in fact from the local Levenmouth area. This is because from Mid-March to at least the end of June there were strong prohibitions on anyone travelling further than 5 miles from their home for exercise or recreation (including dog walking.) All areas of Levenmouth are within 5 miles of Silverburn Park.

From July onwards, although the strict 5-mile limit was eased there was still strong discouragement of travel, which will have heavily reduced the passing Coastal Path traffic. (It is probably fair to say that the people reaching Silverburn on foot will normally either be local or be Coastal Path walkers.)

Therefore, the usage of Silverburn Park throughout 2020 may have had additional social value through its engagement with the local community above and beyond the economic value to the community of its usage.

To show how this could be estimated we have used the Scottish Index of Multiple Deprivation to devise a set of social weights to apply to the economic valuation. This will give a *socially modified economic value* for park usage.

⁵¹ Verbooy, Kaya & Hoefman, Renske & Exel, Job & Brouwer, Werner. (2018). Time Is Money: Investigating the Value of Leisure Time and Unpaid Work. Value in Health. 21. 10.1016/j.jval.2018.04.1828.

Table 8: Illustrative social weights

Data Zones in Levenmouth	Number of Data zones	Proportion of Levenmouth Population	Applied Social Weighting
Among 5% most deprived in Scotland	9	17.6	2
Among 10% most deprived in Scotland	2	3.9	1.6
Among 15% most deprived in Scotland	9	17.6	1.4
Among 20% most deprived in Scotland	6	11.8	1.2
Remaining Data zones	25	49	1
Total SIMD Data zones in Levenmouth	51		

Application of social weights

- We assumed that during the 3 month period of strictest lockdown (Mid-March to Mid-June), given the 5 miles from home restrictions on movement, ALL visits to Silverburn Park were from the immediate Levenmouth area.
- We assumed that during that period (Mid-March to Mid-June) visits to Silverburn from Levenmouth would reflect the general distribution of the population of Levenmouth across datazones.
- Positive Social Weights were only applied to hours spent during the Mid-March to Mid-June period. The remaining hours across the rest of the year were give a weighting of one.

From Mid-March to Mid-June, total visitors (both on foot and by car) were logged as 73,224. Once adjusted for the estimated time spent and equalised for children/adult time, this equated to 23,725 hours of leisure time.

These hours were then weighted, using the social weights in Table 8

Table 9: Outcome weighted hours

Equivalised Leisure Hours Mid-March to Mid-June	17.6	Weighting	Weighted Hours
23725	3.9	2	8373.5
23725	17.6	1.6	1488.6
23725	11.8	1.4	5861.5
23725	49	1.2	3349.4
23725	0.49	1	11629.9
Total			30702.9

The weighted hours were then incorporated into the overall social value assessment, as shown in Table 10.

Table 10: Outcome estimated social value generated by one year park usage (October 2019 –October 2020)

	Total Person-Visit Numbers October 2019 – October 2020	Weighted person-visit hours (Mid-March - Mid June)	Other person-visit Hours (All other months)	Total person-visit hours	Value of one hour Leisure Time (£13.60)	Total imputed social value (Total person-visit hours * value per hour)
On Foot	151844	22795	31583	54378	£13.60	£739,547
In Car	71594	7908	22527	30435	£13.60	£413,911
	223438	30703	54110	84813	£13.60	£1,153,458

This shows how the park usage throughout the year October 2019 to October 2020 had a social value to the Levenmouth community of £1.15million.

It is important to note that this does not mean actual cash, but the *social value* – in other words, what the park usage “was worth” to the community.

A similar approach could be adopted to other aspects of Silverburn activities, such as the numbers of volunteer hours spent. Silverburn has a growing cadre of volunteers, involved in many different aspects of the Park. There are 76 “ Friends of Silverburn” as well as people involved in the “Growing Project” – working in the cottage garden to provide “ Silverburn Produce” for the café. Despite the limitations of lockdown, it can be noted that there were approximately 1228 hours of volunteer time spent devoted to Silverburn between July and November. In addition, all of the people serving on the board of the Silverburn Community Interest Company that manages Silverburn are volunteers. Over the course of a year, the collective effort of the Board, including the chair, amounts to around 850 hours.

Other activities with outputs amenable to measurable social value include the programme of loan during lockdown of Silverburn bikes to local key workers as well as individual events such as the recent pilot community activity centred around the Flax Mill, the Lantern Project.

The latter project went ahead in January 2021, engaging over 350 participants as lantern makers and many more through the online launch - overcoming the challenges of an interactive participatory arts project being held during the very strict January 2021 phase of the pandemic lockdown.

Other points worth making in relation to reflections on value to the local community include the ongoing success in community fundraising for the project. It could be suggested that every £ donated by Levenmouth residents (where over half the population are in areas among the 20% most deprived in Scotland) carries more social significance than a £ donated to a project in a more affluent area.

Conclusions

Part one of this report has presented an in-depth economic impact assessment of the tangible financial and employment impacts likely to be generated for the local community by the Silverburn Flax Mill Complex during its reconstruction phase and when it is fully

operational. It has shown that the project will generate employment, output and contribute to regional GVA while also retaining within Levenmouth a significant proportion of the income generated.

Part Two has highlighted the broader social and economic impact generation potential of the Silverburn Flax Mill complex, together with how the value generated can be captured using a range of techniques drawn from welfare economics and cost-benefit analysis. It has indicated that social a comprehensive evaluation framework is in place to generate the relevant data required for analysis. As an illustration of how value generated can be captured, Part Two includes a detailed case study example using real Silverburn visitor data to illustrate how some aspects of the value of Silverburn to the local community can be assessed. The real-life case study has shown that the value of park usage is worth more than £1.1 m in social value to the local community.

It has suggested additional areas of current activities that would be worth examining further including the impact of pilot community events such as The Lantern project and how the ongoing community fundraising is an indicator of deep community commitment to the project. It is beyond the current scope of this study to undertake further detailed analysis of all aspects of the development (and indeed, not all the relevant data for such an analysis is available in advance of the Mill Complex completion). However, the Case study of the visit numbers to Silverburn since October 2019 has clearly highlighted the significant demand for Silverburn access and the *revealed preference* use of the Park by the local community.

Appendix One: Notes on Modelling Methodology (Part One)

The projected economic impact of Silverburn was analysed using an extended input-output modelling system, which combined a core UK input output model with the application of location quotients for regional impact and a Silverburn-specific gravity model. This is a sophisticated 'top-down' modelling approach which uses appropriate and internationally recognised methodology and official data sources, including the ONS-produced UK input output tables, and is tailored to the specific circumstances and geographical location of Silverburn.

Input-output modelling is an internationally recognised and well-established approach in applied economic modelling (for the development of which the Nobel Prize was awarded to Wassily Leontief.) Input Output analysis enables a complete picture of interactions between producers and suppliers across the economy, with national input output tables effectively being a set of 'economic accounts' for the entire country.

In order to analyse the Silverburn development we constructed an additional location quotient extension for Fife based on BRES (Business Register and Employment Survey) data. This enabled the analysis of the impact of projected Silverburn expenditure on the UK and the share of that impact accruing to Scotland and to Fife, with results in terms of impact on output, GVA and jobs.

We then were able to disaggregate and trace the impact across Fife and in the Levenmouth area immediately surrounding Silverburn through construction of an additional extension to the system using gravity-modelling (drawing on both Annual Population Survey and Census Data for Fife.) Gravity-modelling uses a combination of mass and distance variables to model the likely flow of impact from its initial starting point across a given area. In this case, the Silverburn Gravity model analysed employment flow across all of the Council Wards in Fife. Within the model, Levenmouth is defined as comprising the two Council Wards of Leven, Kennoway and Largo together with Buckhaven, Methil and Wemyss Villages. The analysis at ward level focussed on employment. It used a resident-based measure as the mass variable – this more closely reflects where the people live who are doing the jobs generated. In terms of direct employment, it assumes that the people employed directly by Silverburn will tend to live in Levenmouth.

It is more usual for a local impact project to be obliged to rely on a fairly broad-brush approach to estimating impact (usually with some surveys or estimates of local expenditure combined with borrowed or 'assumed' multipliers.) This is because it would be extremely resource intensive and prohibitively expensive to construct an input-output model for a local area for a single project.

However, for the case of Silverburn, this degree of sophisticated modelling was possible due to the pre-existence of the Viewforth in-house extended Type II input-output modelling system of the UK, with an in-built location quotient extension for Scotland. The pre-existing core economic model, combined with the modelling expertise of the Viewforth Team, enabled a specific tailored analysis to be undertaken of the Silverburn Flax Mill development.

The team undertaking the present analysis of the Silverburn impact include an internationally recognised expert in input-output modelling, Emeritus Professor Iain McNicoll, and together the team (Professor McNicoll, Ursula Kelly and Richard Marsh) have nearly 100 years' experience in applied economic impact analysis. Professor McNicoll drew up the mathematical specifications for the core input out-put system as well as developing the mathematical specification for the application of local gravity modelling. The core modelling system has been well tried and tested, having been originally constructed and applied for analysis of many universities, colleges and related non-profit making institutions throughout the UK. The mathematical specification of the core input output model can be found in Appendix B (p29ff) of the 2014 Universities UK report [The impact of Universities on the UK economy.](#)

The gravity modelling approach, pioneered for local impact distribution analysis by Viewforth Consulting, has also been used in a wide number of analyses in the UK and Ireland. In the UK these have included studies undertaken of the Universities of Manchester , Salford, East Anglia, Leeds, Brighton, Kent, Canterbury, Glasgow, Derby, London South Bank, St. Andrews, as well as for the entire Welsh Higher Education sector. In Ireland they have included the NI Further Education sector, impact of University College Dublin (with the final report being launched by the Irish Prime Minister) and the projected impact of the planned Technological University of Dublin (the economic analysis prepared by the team made a pivotal contribution to the successful case for establishment of a Technological University for Dublin.) The gravity modelling approach for local impact analysis was presented for discussion at the most recent (2019) International Input Output Association Conference (Kelly, Marsh & McNicoll [The Impact of Supranational Conferences on their host economies: the case of Glasgow, Scotland.](#)) and has sparked interest from the Scottish Government Input Output team of economic statisticians.

Appendix Two: Set of Silverburn-specific multipliers derived from the modelling process in Part One

1. Silverburn Flax Mill Operational Phase Multipliers

Employment (FTE)

Every £1m of Silverburn output (turnover) will generate 28.9 FTE:

Silverburn: 14.7 FTE

Rest of Levenmouth: 2.4 FTE

Rest of Fife: 7.6

Rest of Scotland: 1.4

Rest of UK: 2.8

Employment (jobs) ⁵²

Every £1m of Silverburn output (turnover) will generate 38 jobs:

21 jobs in Silverburn

3 more jobs in Levenmouth

9 more jobs in the rest of Fife

2 more jobs in the rest of Scotland

3 more jobs in the rest of the UK

Output Direct and Secondary

All Fife: 2.12 (Every £1m of Silverburn Direct Output x 2.12)

All Scotland: 2.26 (Every £1m of Silverburn Direct Output x 2.26)

All UK: 2.58 (Every £1m of Silverburn Direct Output x 2.58)

GVA Direct and Secondary

All Fife: 1.99 (Every £1m of Silverburn Direct GVA x 1.99)

All Scotland: 2.12 (Every £1m of Silverburn Direct GVA x 2.12)

All UK: 2.42 (Every £1m of Silverburn Direct GVA x 2.42)

Total GVA (Direct and Secondary) per £1m of Silverburn Turnover

All Fife: 1.09

All Scotland: 1.16

All UK: 1.33

2. Visitor spend Multipliers

These relate solely to off-site expenditure. Any spend on-site will be included in the analysis of the Silverburn complex. Any updating or adjustment of the Silverburn Flax Mill impact

⁵² FTE translated to jobs using the actual projected job numbers for Silverburn in Year five , and the general pattern of full time to part-time employment prevailing in Fife , Scotland and rest of UK

results should analyse the Complex itself separately from that of any additional off site visitor spend. The results for each analysis can then be combined for overall impact.

For every £1K of relevant offsite visitor spend:

Employment (FTE)

Levenmouth: 0.0018

Rest of Fife: 0.0058

Rest of Scotland: 0.0013

Rest of UK: 0.0022

Employment (jobs)

Levenmouth: 0.002

Rest of Fife: 0.007

Rest of Scotland: 0.001

Rest of UK: 0.003

Output

All Fife: 0.92 (Every £1k of Visitor spend x 0.92)

All Scotland: 1.09 (Every £1k of Visitor spend x 1.09)

All UK: 1.31 (Every £1k of visitor spend x 1.98)

GVA

All Fife: 0.42 (Every £1k of visitor spend x 0.42)

All Scotland: 0.50 (Every £1k of visitor spend x 0.50)

All UK: 0.61 (Every £1k of visitor spend x 0.61)

3. Reconstruction and Rebuild Phase Multipliers

These multipliers can be used to adjust impact results for changes in the projected or actual capital expenditure. This is for impact of total expenditure over the whole time period of the Capital works.

Employment (FTE)

Every £1m Capital Construction spend will generate 18.9 FTE

Levenmouth: 3.3 FTE

Rest of Fife: 10.7 FTE

Rest of Scotland: 2.4 FTE

Rest of UK: 2.5 FTE

Employment (jobs)⁵³

Every £1m Capital Construction spend will generate 22 jobs:

Levenmouth: 4 jobs

Rest of Fife: 12 jobs

Rest of Scotland: 3 jobs

Rest of UK: 3 jobs

Output

All Fife: 1.51 (Every £1m of Capital spend x 1.51)

All Scotland: 1.76 (Every £1m of Capital spend x 1.76)

All UK: 1.98 (Every £1m of Capital spend x 1.98)

GVA

All Fife: 0.76 (Every £1m of Capital spend x 0.76)

All Scotland: 0.89 (Every £1m of Capital spend x 0.89)

All UK: 1.0 (Every £1m of Capital spend x 1.0)

⁵³ FTE translated to jobs in line with prevailing pattern of fulltime to part-time employment in Fife, Scotland and UK

Appendix Three: Summary Part One impact results for Operational Phase of Silverburn Flax Mill Complex.

Includes impact of off-site, non-local, visitor expenditure

	Direct Silver burn	Rest of Levenmo uth	<i>All Leven mouth</i>	Rest of Fife	<i>All Fife</i>	Rest of Scotl and	<i>All Scotla nd</i>	Rest of UK	<i>All UK</i>
Jobs	22	4	26	11	37	2	39	4	43
Emplo yment Incom e £000	442.70	193.8	636.5	283	919.5	62.8	982.3	96.5	1078.8
Output £m	1.05	*	*	1.42	2.47	0.20	2.66	0.39	3.05
GVA £m	0.57	*	*	0.69	1.26	0.09	1.35	0.20	1.55

Source: Viewforth Consulting Analysis

* Output and GVA impact were modelled at Fife, Scotland and UK Levels only

Appendix Four: The Vision for Silverburn and the overarching desired outcomes

The programme 'vision' has been expressed as *Heart, Mind and Soul: Silverburn*. This is because it reflects three core aspects of the 'vision' for Silverburn development:

- Heart – the Silverburn Park has had a special place in the hearts of Levenmouth residents for many years, with many having visited the park as children when it had a number of recreational facilities including an animal farm. The programme aims to reinvigorate that attachment between residents and Silverburn as their place to visit, enjoy and love.
- Mind – referencing the importance of the outdoors and natural environment to people's mental health and wellbeing, as well as reflecting the main purpose of the FEAT charity that is managing the project, to help those with mental health issues back into work.
- Soul – highlighting the life being brought back to Silverburn after it having been neglected and overgrown for many years, as a place of contemplation and reflection, as "a quiet area used for the benefit of the public in general and the people of Leven in particular, for nature trails, quiet parkland and organised camping."⁵⁴

The overarching set of goals or "Desired Outcomes" for the Flax Mill regeneration project comprise:

Heritage – Physical

- Heritage will be in better condition

Heritage- Conceptual

- Heritage will be better explained and identified

Heritage- People

- People will have learnt about heritage leading to change in ideas and actions
- A wider range of people will be involved in heritage
- People will have greater wellbeing
- People will have developed skills

Heritage – Communities

- Local Economy will be boosted
- Local Area/ Community will be a better place to live, work and visit
- The Funded Organisation will be more resilient

⁵⁴ From the wording of the Russell Bequest gifting the Park to the people of Leven.

Appendix Five: Updated impact results for the reconstruction and rebuild phase of the project (Updated April 2021)

By April 2021 at the time of the Development Phase review, the projected capital costs for the reconstruction and rebuild phase had been revised and were confirmed to be in the region of £7.1 million. The modelled impact of the Construction Phase was updated to take account of the increased spend and the projected impact arising from the revised figures is presented in the table below.

<i>Silverburn Flax Mill Reconstruction Phase, April 2021 capital investment plan projections)</i>							
Over two year reconstruction period	Levenmouth	Rest of Fife	All Fife	Rest of Scotland	All Scotland	Rest of UK	All UK
FTE	23.5	76.1	99.5	17.1	116.6	17.8	134.4
Employment Income £000	865	2776	3642	619	4260	656	4916
Output £m	*	*	10.7	1.8	12.5	1.6	14.1
GVA £m	*	*	5.4	0.9	6.3	0.8	7.1

Source: Viewforth Consulting Modelled Analysis

*Output and GVA were modelled at Fife, Scotland and UK levels

In terms of headcount jobs the FTE translate to⁵⁵:

Levenmouth	27
Rest of Fife	88
All Fife	115
Rest of Scotland	20
All Scotland	135
Rest of UK	20
All UK	155

⁵⁵ Following the prevailing general pattern for FT/PT employee jobs in Levenmouth, Fife, Scotland and UK

Appendix Six: SILVERBURN FLAX MILL RENOVATION PROJECT - WORKING LOGIC MODEL

HERITAGE - PHYSICAL						
Timeline Phases of Relevance	Inputs	Activities	Outputs	Intermediate Outcomes	Potential Indicators	Broader Outcomes
Development Phase Delivery Phase	Conservation Statement for Flax Mill Conservation Accredited Architectural input Construction & Building Contractors	Repair and renovation of Flax Mill in line with agreed conservation architectural plans Internal space reconfigured in line with agreed conservation architectural design and projected usage	Renovated building meeting conservation plan as well as modern safety and accessibility standards	Flax Mill ready for planned usage	Removal of Flax Mill from Buildings at Risk Register Obtaining all necessary Building Control etc. regulations for opening and use	Heritage will be in better condition
Development Phase Delivery Phase Operational Phase	Conservation Management Plan for Park Silverburn Staff: Estate Project Leader & team Flax Mill Operations Manager	Development and improvements of park and grounds as indicated in the Business Plan and Conservation Management Plan and in line with development of Flax Mill Maintenance of Flax Mill	Quality, accessible and managed surroundings compatible for Renovated Flax Mill and its projected usage Properly maintained Flax Mill Building	Flax Mill accessible to public within appropriately managed park space Flax Mill becoming accessible community asset within appropriately managed park space Flax Mill operations designed to follow	Woodland Management Plan in place Local Biodiversity Plan in Place Facilities Maintenance Plan in Place Establishment of practical initiatives to support	

	Outside Contracted input as needed			good practice in environmental sustainability	recycling and reuse e.g. Cottage Window and Flax Mill Café discounts for use of own containers	
HERITAGE - CONCEPTUAL						
Timeline Phases of Relevance	Inputs	Activities	Outputs	Intermediate Outcomes	Potential Indicators	Broader Outcomes
Development Phase Delivery Phase Operational Phase	Tendered and appointed interpretive design team	Analysis of Target Audiences Engagement with local people, project stakeholders, FEAT clients and volunteers to reveal, capture and share stories	A fully delivered interpretive plan with clear, appealing and insightful interpretation across all target audiences Story of Flax Mill conversion recorded, explained and shared through on site and website material	People have learned about the building and developed skills Local community more connected with local heritage Increased involvement and sense of pride in the project and building Greater numbers engaging with Silverburn heritage in person or online	Targeted participant feedback Targeted user / visitor survey Website data on interpretation material pages visited	Heritage will be better identified and explained

Timeline Phases of Relevance	Inputs	Activities	Outputs	Intermediate Outcomes	Potential Indicators	Broader Outcomes
Development Phase Delivery Phase Operational Phase	Silverburn Staff: Community Engagement Officer Comms/ Events Officer Programme and activity development consultant expertise	Community Consultation on potential activities Development of programme of activities with heritage learning opportunities To include hard hat tours; craft events; talks and lectures; archival research opportunities Development of volunteering opportunities within Park and Mill	Full Activity Programme Delivered to diverse audiences and with diverse participants Volunteering Opportunities made available	Activity Programme attracting audience numbers and participation Increased visitor and local community participation in heritage focussed activities Volunteering around Silverburn and heritage activities	Visitor numbers and types Evidence of participation or follow up (E.g. follow up school projects or activities, local organisation activities) Numbers and range of Volunteers Numbers and range of people engaged as 'Friends of Silverburn'	People will have learnt about heritage leading to change in ideas and actions
Timeline Phases of Relevance	Inputs	Activities	Outputs	Intermediate Outcomes	Potential Indicators	Broader Outcomes
Development Phase	Silverburn Staff:	Active management and maintenance of Silverburn as a	Appropriately managed and maintained Park	Clearly Accessible Facilities and adaptations in Park	Recognised Good Practice Indicators or recognition e.g.	A wider range of people will be involved in heritage

Delivery Phase Operational Phase	Estate Project Team	community asset accessible to public	Space with accessibility a key aspect of development	and Flax Mill where possible	Accessibility Awards Including 'Changing Places' recognition. Beach wheelchair pool hire usage rate	
	Community Engagement Officer Comms/Events Officer Specialist event input as appropriate	Delivering programmes of heritage, outdoor, craft and wellbeing activities to diverse audiences and participants; accessible activities to meet diverse needs	Full Activity Programme Delivered to diverse audiences and with diverse participants	Full Activity Programme Delivered to diverse audiences and with diverse participants Wide range of visitors to Park and Mill with diverse background and socioeconomic characteristics	Numbers and range of programme participants Numbers and range of visitors Increase in visitor time spent in the Mill and Park	
	Silverburn Strategic Management (CEO, General Manager)	Establishing agreements or collaborations with local organisations to use or support the Park and Mill	Range of agreements with diverse organisations	Increased usage of the Park and Mill or extended network or Park and Mill supporters	Numbers and types of agreements or collaborations Active Members of 'Friends of Silverburn'	
Timeline Phases of Relevance	Inputs	Activities	Outputs	Intermediate Outcomes	Potential Indicators	Broader Outcomes

Development Phase	Silverburn Staff:	Delivering programmes of heritage, outdoor, craft and wellbeing activities.	Full Activity Programme Delivered to diverse audiences	Activity Programme attracting audience numbers and participation	Visitor and user Feedback,	People will have greater well-being
Delivery Phase	Community Engagement Officer				Usage of facilities e.g. bike hire	
Operational Phase	Events/ Comms Officer	Facilitating recreational use of the park through initiatives such as bike hire, creating orienteering routes etc.	Establishment of recreational usage initiatives		Targeted survey/sampling using measurement of wellbeing techniques	
	Estate Project Leader					
	Growing Project Leader	Encouragement of Active Travel				
	Operations Manager	Management of Silverburn Flax Mill to generate economic benefit for locality and regenerate deprived area	Successful attraction of craft and business renters, attraction of visitors	Silverburn as local hub and positive focus for regeneration	Links to social and economic impact measures (see in connection with 'local economy will be boosted')	
	Silverburn Strategic Management (CEO, General Manager)	Collaboration with local Health & Wellbeing organisations	Collaboration Agreements, formal and informal	Silverburn Park and Flax Mill becoming a recognised resource and option for supporting well being	Numbers of referrals Numbers of " referrals" or "social prescriptions"; Numbers of collaborative agreements	

Development Phase	FEAT Staff input	Training and Development opportunities provided to local people	Training and Development opportunities taken up and delivered	Silverburn Park and Flax Mill seen as active centre for relevant training, volunteering and work experience	Numbers of people involved	People will have developed skills
Delivery Phase	Silverburn Staff:				Participant hours	
Operational Phase	Estate Project Leader			Employability Pathway established	Numbers of skill certificates awarded (formal or informal)	
	Growing Project Leader			Local skills base and employability of local people increased		
	Operations Manager					
	Heritage	Communities				
Timeline Phases of Relevance	Inputs	Activities	Outputs	Intermediate Outcomes	Potential Indicators	Broader Outcomes
Development Phase	Project design and management and construction	Construction and project activity in development and delivery phases	Project-related outputs (Building and Construction , design, interpretation, management plans)	Economic activity generated through project development expenditure	Modelled Investment Impact (Output, GVA, Jobs) generated across Fife, including Levenmouth area.	Local Economy will be boosted
Delivery Phase						
Operational Phase	Silverburn Staff:	Flax Mill Operational Business Activities:	Craft and business products, sales and services delivered	Economic activity generated through Flax Mill Activities	Impact (Output, GVA, Jobs) generated across Fife, including Levenmouth area	
	Operations Manager Team	Craft workshops and business units (incl. Café) operating in Flax Mill				

	Campsite Manager Team	Meeting rooms and exhibition spaces used for hire Hostel and Camping Site Hire	Meeting spaces hired/ exhibitions held Visitor bed nights	(Business unit, Café, Hostel income, Campsite income)	To include impact of visitor expenditure Also to include projected added value through symbiotic relationship development with other local organisations and attractions (in context of e.g. Levenmouth Pan, Mid Fife Economic Plan etc.) Will also be linked to measures of social welfare gain and wellbeing.	
		Attracting visitors to area through activity programmes and acting as a heritage hub linking to other local attractions e.g. Coastal Path, golf clubs etc.	Visitors attracted	Economic activity generated through local area spend by attracted visitors		
Timeline Phases of Relevance	Inputs	Activities	Outputs	Intermediate Outcomes	Potential Indicators	Broader Outcomes
Development Phase Delivery Phase Operational Phase Timeline Order		Developing programme of heritage, crafts and wellbeing activities within the Flax Mill and Park Supporting local groups in environmentally friendly and	Programme of activities delivered	Increased community usage of Park and Mill Raised awareness of local history and heritage Raised awareness of practical approaches to environmental sustainability	Numbers and range of local visitors Survey evidence of increased awareness Proportion of Allotment Growers	Local Area/ community will be a better place to live, work and visit

		sustainable growing activities			using peat free compost Numbers of people involved in Cottage Garden activities	
		Actively collaborating with other relevant local organisations and stakeholders to leverage value from Silverburn as an environmentally friendly and sustainable Community Asset e.g. Fife Countryside Trust, Community Trust, Coastal Trust etc.	Developed a range of local collaborations	Increased usage of Silverburn as a community asset within Levenmouth Silverburn playing visible role in encouragement of Active Travel and environmental initiatives	Numbers of active collaborations Numbers and range of initiatives to support environmentally sustainable activities e.g. bike hire, walking groups etc	
		Actively collaborating with local employers to encourage use of Park and Mill as community asset for their staff	Range and depth of local collaborations	Increased use of Silverburn by local people in line with original Silverburn aims	Numbers of active collaborations Numbers of visitors/different types of usage	
	Inputs	Activities	Outputs	Intermediate Outcomes	Possible Indicators	Broader Outcomes
Development Phase	Fundraising consultant	Awareness raising and potential donor cultivation for the charitable purposes of the Park and Mill	Contacts or potential donors made	Increased awareness of Flax Mill project and role of FEAT	Applications made/relative complexity of application	The Funded Organisation will be more resilient
Delivery Phase	Communication					

	Consultant	<p>Research and identification of appropriate pipeline of funding opportunities</p> <p>Design and Branding Of Project</p> <p>Developing Communications and Marketing Strategies</p>	<p>Pipeline of Funding sources identified and applications prepared</p> <p>Applications Made</p> <p>Agreed Design and Branding</p> <p>Communications and Marketing Strategies</p>	<p>Applications ready for submission as Organisations open</p> <p>Funds raised from diverse sources</p>	<p>Amounts of Funds raised and diversity of sources</p> <p>Numbers of active Contacts</p> <p>Range/diversity/geographical reach of contacts (e.g. showing local/national/inter national reach</p>	
<p>Development Phase</p> <p>Delivery Phase</p> <p>Operational Phase</p>	<p>Silverburn Staff:</p> <p>Community Engagement Officer</p> <p>Marketing/ Comms/ Events Manager</p>	<p>Actively collaborating with local organisations, schools and local employers</p>	<p>Range of Local collaborations and initiatives</p>	<p>Wider local awareness of FEAT and broader network of support for FEAT</p>	<p>Numbers and range or collaborations; types of support</p> <p>Maintenance of active “ Friends pf Silverburn”</p>	

Operational Phase	<p>Silverburn Staff:</p> <p>Operations Manager Team</p> <p>Campsite Manager Team</p> <p>Finance Manager</p> <p>Marketing/Comms/Events Manager</p>	<p>Active business management of income generating activities et campsite, hostel , room hire and café</p> <p>Active seeking of income generating activities (collaborations, events etc.)</p>	<p>Occupied and successfully income generating facilities</p> <p>Good Occupancy rates and facilities usage</p> <p>Income generating activities secured</p>	<p>Generation of operating surpluses</p> <p>Income generated from diverse activities</p>	<p>Operating surpluses generated;</p> <p>Income generated and diversity of sources</p>	
-------------------	---	--	--	--	--	--