The Rebuilding Britain Index
A look back and setting the direction of travel
December 2023
Foreword

As we draw the Rebuilding Britain Index to a close, it is worth reflecting on what has been achieved since 2021.

Our methodology combined hard quantitative data and opinion polling – we wanted to be objective but also to pick up on what really mattered to people as the country emerged from the Pandemic.

The picture, as you might expect, was mixed. Economic perceptions were more positive than we might have expected, but concerns about housing – both the volume and the affordability - were much deeper. In some areas the dial barely moved – health being one, although re-running this in a few years’ time might see it rise up the rankings as inequalities widen.

Our periodic “deep dives” gave us huge insights, for example into the price that people might be willing to pay to live a more climate-friendly lifestyle. If policymakers only want to look at one insight, it is probably that one.

Most of all the study gave us huge insights into regional disparities and “levelling up”. It is not the first such study, but it brought a longitudinal element and also showed us what the different demands were in different regions of the UK. Some were to be expected, but others were a surprise. We know the UK is a very centralised country and that there are inequalities – but that does not get us very far unless the specific challenges in places are thoroughly unpacked so that devolved layers of government can take targeted action.

As we continue to strive to rebuild and level up communities across the UK, I hope the index provides the best possible grounding for businesses and policymakers to be able to make a positive difference across the UK, and that others find it as fascinating and useful as I have.

John Godfrey
Director of Levelling Up, Legal & General
Introduction

The Rebuilding Britain Index (RBI) was launched in early 2021, at a time when the UK was still firmly in the grip of Covid-19. Our first report in April 2021 launched as schools in England, and outdoor venues and non-essential retail, hairdressers, public buildings, and museums were reopening across the UK. Among the impacts of the pandemic were a decline in GDP by 9.7% in 2020, the steepest drop since records began in 1948, as well declining health and educational outcomes – with those communities already experiencing some of the poorest outcomes in the UK the hardest hit. Against this background, Legal & General launched the RBI to explore how the UK could recover and rebuild.

Subsequent years have continued to see significant uncertainty and change across the globe, geopolitically, socially and economically.

A culmination of these factors saw inflation hit a 40-year high in the UK in 2023, placing pressure on households and businesses and making it more difficult to afford necessities.

This challenging backdrop has placed limitations on the UK’s ability to regenerate, recover and reach its full potential. There is clearly more to do.

However, even within this context, there are positive green shoots as we look to the future. Strong regional hubs have continued to emerge driven by inspired local leadership and national government support. We have seen positive innovation from business in tackling the climate transition, and new focused investment into digital technology, life sciences and advanced manufacturing. Meanwhile, landmark regeneration schemes have resulted in job creation and economic growth through major partnerships between business, communities and government.

As we publish our tenth and final report, having gathered data across nine waves of research, we explore key learnings that, when implemented, are shown to contribute to positive outcomes at a local level. Across this report, we share these learnings in more detail and provide examples, through our own work, of how they can result in tangible and meaningful impact across the UK.

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1 Coronavirus: Economic impact, December 2021.
2 United Kingdom Inflation Rate, 26 October 2023, Trading Economics and Office for National Statistics.
The data we have collected shows that while the overall picture has remained largely unchanged since our first report in April 2021, there has been some movement in certain areas.

### Jobs & Economic Prosperity

The jobs and economic prosperity measure is upweighted in our index to reflect its importance to how people and communities assess their quality of life. Since wave 1 the jobs and economic prosperity index score has improved from a score of 59/100 to 65/100 – meaning it is the most improved of all index measures over the lifetime of the RBI.

As we have shown throughout the running of the RBI, when we break down the individual metrics behind the jobs & economic prosperity score, they have remained consistent across perceptions of the availability and access to well-paid employment, entry level jobs, and skills and training. The most important factors to consider in this uplift are the increase seen in average earnings and rise in overall employment, driven by a tight labour market.

### Housing

The housing measure, like the jobs and economic prosperity measure, is upweighted within the RBI to reflect its importance as a driver of perceived quality of life. However, while the jobs score has shown significant improvement since wave 1, the housing measure has fallen by six-points. A score of 54/100 makes housing the lowest scoring area of our index.

This decline is consistent across all sub-measures of the housing index – including both house price data and community perception measures. This represents a real trend, with nearly 250,000 social homes being lost in the last decade, and only 85,000 being built. Meanwhile, housing affordability continues to be increasingly constrained with house prices nearly doubling since the low following the financial crash of 2007-08.

Housing is also not seen as meeting local community needs. A combination of a lack of homes, cost and quality are compounded together, with many younger people no longer able to buy homes in the communities they were brought up in. This reflects the need to better match housing stock against the needs of the community.

[More reflections on how the UK should develop its approach to housing can be found in our white paper Delivering a Step Change in Affordable Housing Supply]([3](#).]
The health and social care measure has experienced a fall of five-points since the inception of the RBI, reflecting the challenges these public services have faced in recovering from the pandemic. Each sub-measure of our health and social care index has experienced a decline over this period, with the exception of access to exercise and sports facilities, which has remained flat. This fall has been most acute in relation to perceived access to primary care services – falling a total of ten-points since wave one. The life expectancy measure has declined by five-points over this period.

The education measure is one of three areas of our index to have improved over the lifespan of the RBI – improving by two-points. With sentiment with regards to perceived access to quality educational settings declining across the UK over this time, the index has shown significant improvement in relation to the pupil to teacher ratio (+8) and in relation to the proportion of the population with no NVQ level qualifications (+10).

The digital index measure has consistently been the highest performing area of our index throughout the duration of the RBI – showing a marginal improvement of one-point during this time, driven almost entirely by improvements in relation to the proportion of households with access to 4G signal in the home (+6).

The energy & environment measure has fallen marginally by two-points between waves one and nine of the RBI – from a score of 70/100 to 68/100. However, CO2 per capita (+3), access to EV charging points (+2), and flood preparedness (+1) all showed mild improvements over this period.

The transport measure remained broadly static over the course of the RBI – falling marginally from 68/100 in wave one to 67/100 in wave nine. Perceptions towards local roads (-3) and frequency of public transport locally (-3) have shown the largest falls over this period, with none of the sub-measures showing any improvement.
Since the start of 2021, Legal & General, through the RBI, has collected thousands of data points and has captured sentiment from 45,000 UK households. The findings have shown that while we have seen some improvements across aspects of UK infrastructure (particularly economic infrastructure), others have shown a continued decline. In this context, some of the social and geographic inequalities that the UK has been looking to address remain as yet unclosed.

There are a number of crucial learnings and recommendations apparent to ensure meaningful movement towards better, more equal outcomes across the country.

Strategic UK growth sectors can deliver regional economic opportunities

In 2023, the Chancellor called on businesses for key growth sectors – Digital Technology, Green Industries, Life Sciences, Advanced Manufacturing and Creative Industries – to invest more in the UK. Whilst the variety of sectors indicates the desire for diverse, robust growth, there are now natural geographical centres of expertise developing in sectors such as Life Sciences in Cambridge or Advanced Manufacturing in the Midlands. Our findings from the RBI have continuously demonstrated the need to focus on economic growth through high value, high wage employment. We’ve seen how this type of investment has a wider positive impact across wider society, including education, health and housing.

The research clearly shows that those on higher incomes also perform more strongly across all other RBI measures, compared to those on lower incomes. They also report being happier, healthier and more fulfilled. As a result, to better address inequalities, a focus on cultivating high value employment across the UK is critical.

Digital Technology

Sitting at the forefront of the UK’s growth potential is the Digital Technology sector. The sector already employs 1.7 million people and adds £150 billion to the UK economy annually with some estimates suggesting that over the next two years this sector will add another 650,000 jobs and £41.5 billion to the UK’s GDP. The long-term future also looks bright, as the Digital Technology sector is predicted to add £413 billion to the UK economy by 2030.

Talented workers are needed to lead the way in new, innovative and transformative technologies. Schools, universities, and other educational institutions need support to engender the new skills needed to thrive in the digital economy in our current and future workforce.

Our Investments: Kao Data

We are helping to provide the infrastructure that our society needs to thrive in the modern world. We’ve invested into Kao Data, a state-of-the-art data centre platform that services businesses along the London to Cambridge corridor. This corridor is the fastest growing economic region in the country and a specialist area for life sciences laboratories, pharmaceutical multinationals, scientific research institutes and AI start-ups. There are more patents per capita in the UK Innovation Corridor than Silicon Valley.

Kao Data’s first Harlow campus is one of the largest and most advanced data centre campus developments in the UK. It represents the future in sustainable, efficient and mission critical computing, run on 100% renewable energy. Kao Data is home to NVIDIA’s Cambridge-1 supercomputer which is supporting collaborative scientific research and tackling large-scale healthcare challenges using the power of high performance computing (HPC) and AI. Many prestigious healthcare companies and institutions including AstraZeneca, GSK, Guy’s and St Thomas’ NHS Foundation Trust, King’s College London, and Oxford Nanopore will be using Cambridge-1 to solve some of the toughest healthcare challenges of our time.

1 WHAT’S DRIVING RAPID GROWTH IN THE UK TECH INDUSTRY?, August 2023.
Green Industries

As nations continue to strive for Net-Zero, industries must decarbonise. The 2023 UK Government Green Finance Strategy put focus on public and private efforts into what it called, “not only an environmental imperative, but a growth opportunity for the UK”.

The UK has the oldest housing stock in Europe and therefore faces the key challenge of retrofitting with more sustainable technologies. Building healthy and prosperous communities requires that we build and retrofit infrastructure.

Life Sciences

Life Sciences has a key role to play in supporting UK economic growth, driving innovation, job creation and contributing to better health outcomes. With the tailwinds of the pandemic, significant positive progress has been made in this area over the last 3 years. 2023 research from PWC suggests that the sector contributed a total of £43.3bn in GVA in 2021, representing growth of 17.6% from 2019 numbers. The UK’s heritage for world leading science research and development (R&D) is backed by world-leading British universities. Coupled with this, the UK’s manufacturing elements demonstrated their strengths in the face of the pandemic, where the UK played a world-leading role in developing and distributing a vaccine.

The UK has ambitions to continue its leading global role in the Life Sciences sector, aiming to develop medicines and technologies to help treat the chronic diseases such as dementia, obesity and cancer. Together with investment coming from businesses, Government plans to invest nearly £1 billion into the Life Sciences sector should support further growth in this area.

Our Investments: Sero Technology

In the UK, heating and hot water for homes create 15% of our greenhouse gas emissions, and the average household emits almost six tonnes of carbon per year. If the target of net zero emissions by 2050 is to be met, green tech will have a crucial role to play. That’s why Legal & General made a multi-million-pound investment in Sero Technologies, whose digital tools help landlords, mortgage lenders and housebuilders plot a path to net zero for their homes.

Sero’s tools and expertise create cost-effective low carbon solutions for both new and existing homes, offering ongoing optimisation, as well as developing carbon-neutral new-build homes. The company is working to reduce the embodied carbon of its developments (total emissions throughout the entire life cycle of a building, including those arising from its materials and construction).

L&G are one of the UK’s largest housebuilders by volume and have committed to deliver net-zero operational emissions by 2030 across our residential portfolio. Sero are working closely with our existing housing assets and businesses as we help achieve sustainable cities and communities.

Our Investments: Bruntwood SciTech

Bruntwood SciTech, the UK’s leading specialist property provider, was founded by Legal & General and Bruntwood in 2018 to support the growth of the life science and tech sectors. In 2023, it secured £500 million of additional investment and welcomed the UK’s largest local authority pension fund, Greater Manchester Pension Fund (GMPF), to expand the partnership.

GMPF is the first local government pension scheme to make a direct and active investment into a UK-wide science, tech and innovation specialist property platform, demonstrating the role that such funds can play in regenerating the UK’s towns and cities; helping to create highly-skilled jobs, increase productivity and drive wage growth, while supporting the UK’s target to become a global science and technology superpower by 2030.

Now the largest dedicated property platform serving the UK’s innovation economy, Bruntwood SciTech aims to create a £5 billion UK-wide portfolio that can support 2,600 high-growth businesses by 2032. The new capital will be used to expand and redevelop existing science and technology campuses and city centre innovation hubs, delivering much-needed additional world-leading lab and office space in Manchester, Birmingham, Leeds, Liverpool, Glasgow and Cambridge, across a secured 3.6m sq ft development pipeline. The investment will also enable Bruntwood SciTech to enter additional R&D intensive regional cities.

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2 The UK’s ambient industry contributes £38 billion to GDP. [BRE Briefing Paper, Simon Nicol, Mike Roys, David Ormandy and Veronique Ezratty September 2021.
3 PWC, The UK’s life sciences sector contributes £43.3bn in GVA as it enters a new supercharged era of innovation and breakthrough science. October 2023.

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Case Study: Sero Technology

Case Study: Bruntwood SciTech
Regeneration works best when it addresses a range of factors and is done in partnership with local communities. It is clear that there are deep links in our communities between the economy, housing, jobs, health and education. It is, for example, no coincidence that those parts of the UK with the strongest economies and jobs markets experience some of the poorest housing scores on our index, reflecting the resultant higher house prices and competition for properties. As such, regeneration efforts need to take a holistic approach within our communities as opposed to addressing one issue in isolation.

In terms of prioritising where we focus efforts, we need to think locally. Locally driven analysis is more likely to identify pockets where disadvantaged communities are present. From this basis, it becomes easier to identify and target investment priorities to make the greatest impact in levelling up individual but connected communities.

Our research shows that households in the Glasgow City Region are far more likely to want to prioritise local spend on affordable social housing (48%) than those in Liverpool City Region (39%). Similarly, those in South Yorkshire Combined Authority are far more likely to want to prioritise well-paid employment (52%) compared to those across London (39%). These distinctions demonstrate a patchwork quilt of needs that vary hugely across the UK but, if solved, come together to tackle overarching national inequalities.

Further, we see that performance across the RBI differs regionally. As a result, the priorities should not necessarily be the same across the whole of the UK. Housing, particularly in relation to affordability, is a particular issue in the South of England and London, while economic prosperity and wealth are more so in the North of England and Scotland.

The trend in recent years towards greater localism and devolved funding packages in England’s regions, through the city and regional deals, is a major step forward.

Figure 9. Significant underperformance on RBI measures as compared to the UK average

Our Investments: Cardiff Central Square Regeneration

Legal & General’s landmark £450m Cardiff Central Square regeneration is the largest privately funded regeneration scheme in Wales providing a new bus station, a government hub which is home to 4,000 public servants, 318 Build to Rent apartments and much needed new office space for the city, including a new BBC Wales HQ. The scheme has provided thousands of new jobs for local people as well as up to £1.1bn of Gross Value Added to the city region.

The economic impact of public-private partnerships is felt in different ways, with an ability to mobilise expertise, skills and local knowledge around a common vision. These associations open different types of financing for development, that can work in tandem. A long term funding stream can enable a fundamentally different type of community to be built which is sustainable, for all demographics and will stand the test of time. Further, innovations in operations or delivery of services return financial benefits such as reduced costs.

Ultimately, future investment needs to be holistic in nature and provided over a sustained period if its impact is to be meaningful. Smaller individual projects, that are not joined up, are unlikely to be either effective or efficient. The complicated and long-term nature of these investments means that alignment of interests, strong relationships and good governance are essential, and the partnership model needs to be tailored to circumstance.

Unlike short-dated development models, long term capital enables the acquisition of larger sites which can deliver the right type of homes and revive communities, working in partnership with the local area. It offers the ability to forecast over ten or twenty years to account for future demand. Regeneration is also economically and socially useful – deploying long-term savings to stimulate economic growth and job creation whilst supporting local businesses and improving local areas.

While it will be important for central government to provide an overarching strategic framework for deciding national priorities, regional and local strategies need to be prioritised to better reflect and respond to local needs. To do this, local communities must be provided with the means, and power to make decisions that can have a positive impact in the local areas that need them most.
Case Study

Our Investments: Newcastle Helix

Around a century ago, a coal mine stood on the land that is today occupied by Newcastle Helix, one of the most innovation districts for the burgeoning tech and life sciences sector in the UK. In collaboration with Newcastle University and Newcastle City Council, Legal & General’s £350m investment to develop this site has created around 4,000 jobs and put Newcastle at the forefront of the knowledge economy. As well as making Newcastle a major national and international hub for scientific research, Newcastle Helix has brought together a community of academics, industry leaders, businesses and world-class researchers, creating knowledge-based jobs for future generations, and delivering 450 new homes for the local community.

High quality, plentiful housing matters

As noted above, the need to invest in all our nation’s housing stock (social, rented and private) is longstanding. The volume of new homes built in the UK peaked during the 1960s. These housing pressures are, according to our index, greatest where affordability is most scarce such as in the South-West, London and the South-East.

These issues are well known and have been an area of focus for successive governments, with the recent Autumn Statement factoring in funding for, among other things, DLUHC’s Planning Skills Delivery Fund for Local Planning Authorities to target application backlogs and supporting housing associations to access cheaper loans for quality and energy efficiency works, as well as new homes.

Disparities between regions of the UK, in terms of home building are significant. The highest house prices and rents in the UK are typically found in the South-East, specifically in London. For instance, the average house price in the UK was £290,000 in January 2023, while the South-East was £400,000, and London, at £530,000. These prices reflect greater demand, stemming from higher economic productivity and people migrating to those places, yet supply has not kept pace.

The North of England, Wales and Scotland, barring a few urban outliers, observe a different trend. There are more left behind communities in these regions and fewer economic opportunities, meaning that house prices have not seen the same increases as the South of England.

As we outline in our housing white paper the arrival and increasing appetite of institutional investors to participate in the affordable housing sector presents a strong opportunity to increase overall capacity and address pressing societal needs.

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Negative index score

Positive index score

Figure 10. Overall housing index scores (wave 9)

UK House Price Index: August 2023, October 2023
Delivering a Step Change in Affordable Housing, LGIM  & BPF, March 2022
Strong regional economic hubs can support thriving local communities

Strong economic hubs can play an important role in building the economic strength and resilience of regions more widely. UK regions that have several strong and thriving economic hubs can better attract wider investment into their region – both in terms of focus and geography. Reflecting the recent Autumn Statement announcement, extending the Investment Zones programme in England from five to ten years, investing in economically weaker performing cities and towns is a must to ‘level up’.

Economic hubs are centres of high economic activity that play a significant role in boosting regional, national, or global economic outlook, such as Cambridge for Life Sciences or Teesside for Port Trade. Many of these centres are key gateways for development and capital investments and tend to develop advantageous regulatory landscapes and ultimately foster innovation and trade.

In the UK, regional economic hubs can support local communities in ways national government and even regional authorities might not be able to. These centres are large enough to attract investment throughout the UK and internationally, but localised enough to fostering a culture of collaboration and knowledge sharing across sectors and act as regional beacons for prosperity.

While regional hubs take different forms and shapes, clusters of innovation are being created across the country – including, among others, South West Wales (Net Zero), North East England (Digital Technologies), West Yorkshire (Health Technologies) and Coventry & Warwickshire (Immersive and Creative Industries). The intention is firmly for these clusters to provide a launchpad to “attract further private sector R&D investment into innovation clusters, growing local economies and delivering societal and economic benefits to local communities.”

Case Study

In 2022 we signed a partnership agreement with West Midlands Combined Authority (WMCA) Mayor, Andy Street, committing to invest £4billion in regeneration, housing and levelling up across the West Midlands. The landmark agreement, L&G’s first with a combined authority, sets out a commitment to a seven-year programme of L&G investment building on the region’s 2022 Investment Prospectus. The programme is designed to create vibrant, dynamic communities in the region which, by providing attractive environments for people to work, live and play, will further enhance the West Midlands as a driver of UK economic growth. The first scheme for the partnership is The Junction, a brownfield site in Oldbury which has lain empty for over 20 years. The site is being brought back into economic use through the investment, targeting to deliver 234 energy efficient new homes, of which nearly 50% will be for affordable housing.

Conclusion

Since the start of 2021, Legal & General, through the Rebuilding Britain Index, has collected thousands of data points and has captured sentiment from 45,000 UK households. The findings have been consistent: the social and geographic inequalities that the UK has been looking to address, appear broadly unchanged.

It is therefore vital that the guiding principles of the Rebuilding Britain agenda are maintained over the long term. The challenges in achieving impact beyond solely a local level should not be taken as a reason for inaction – if anything, it reaffirms the need for the opposite.

None of the issues factored into the RBI are islands unto themselves. Building this nuance into plans will require a continued focus on devolving and empowering local decision-making.

Our recommendations form a self-fulfilling virtuous cycle, where investment in economic infrastructure and real assets will positively affect health outcomes – which will, in turn, positively affect economic output. This applies at local, regional and national level.

It is our perspective that the lessons highlighted within this report can be used as a blueprint – by the investment community, government and agencies at all levels – to shape a meaningful movement towards a UK where opportunity, and positive outcomes, are more equally distributed.
L&G is working in partnership with research specialists H/Advisors Cicero, to develop an index that combines key indicators of social and economic progress. The index – called the Rebuilding Britain Index (RBI) - is designed to provide a benchmark of the UK's success in 'levelling up' the economy across the left behind communities and households in the wake of the global pandemic.

In developing the Index, we have identified seven key areas covering all aspects of the UK's economic and social infrastructure. For each of these seven areas we built out a series of quantitative and attitudinal statistical measures. In total, the RBI combines 52 different measures to provide a comprehensive assessment of how the UK's economic and social infrastructure is helping the UK to build back better.

These measures are based on:
- A nationally representative survey (by age, gender and region) of 20,000 UK adults. Survey data collected across four waves – June 2022, September 2022, January 2023 and June 2023.
- Secondary data collected on eleven outcomes measures. The measures were chosen based on the following criteria: being updated quarterly, data being reported to a Local Authority level and consistency and comparability of data across the devolved nations. Data was sourced from:
  - ONS
  - Gov.Wales
  - Gov.Scot
  - Education NI
  - Gov.UK
  - OFGEM

Using the data collected, the index was created based on the following approach:
- A standardisation of all 52 measures onto a 1-100 scale – where one hundred would equal the highest positive score and one the lowest score.
- Undertaking analysis in order to identify the extent to which each measure correlates with perceived quality of life in the local community. We have assigned a relative weight of importance for each of the seven key areas. The strength of correlation between a given measure and household reported quality of life locally is in turn weighted to produce a score.
- Ultimately, this ensures that our index has been built with our communities in mind and with what matters most to them front and centre.

In Appendix: Methodology, we provide further details on the survey and data selection processes.

A look back and setting the direction of travel