

High Street Heritage Action Zone (HSHAZ) Evaluation

Case Study Appendix: Tyldesley




Historic
England

Historic England

HSHAZ Evaluation

Case Study Appendix: Tyldesley

January 2025

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Purpose of the case study

This case study is not an evaluation of the Tyldesley HSHAZ scheme. The purpose of the case studies as a whole is to provide insights to inform the overall HSHAZ programme evaluation.

This case study appendix reviews the outputs achieved through the HSHAZ scheme against its stated targets and assesses likely value for money using government compliant methodologies. The review is based on:

- the monitoring data collected by project teams within submitted scheme plans;
- a facilitated discussion with the local project team and HSHAZ Project Officers using an agreed consultation guide to review successes, challenges and lessons learned;
- a site visit; and
- the expression of interest submission.

1 Strategic context

1.1 Context and need for investment

The Tyldesley HSHAZ scheme was allocated £1,540,000 funding from Historic England for the capital strand and £100,000 from Historic England for the cultural strand. The capital strand was expected to generate £1,500,000 match funding from Wigan Council and £2,770,000 match-funding from other sources. The cultural strand was expected to generate £10,000 match funding from Wigan Council and £20,000 match-funding from other sources¹.

Located within the borough of Wigan in Greater Manchester, Tyldesley is a small town with a population of approximately 16,000. Properties within Tyldesley have previously been identified on Historic England's Heritage at Risk Register as deteriorating and in 'very bad' condition.

High streets across the UK face similar challenges. Competition from online shopping and retail parks, rising vacancy rates, and the negative consequences of deprivation such as homelessness and crime are widely recognised as contributing factors to the difficulties experienced by high street communities and businesses. These macro trends are complemented by local trends. In Tyldesley it was identified that several buildings were falling into disrepair, street signage and advertising were not sympathetic to the conservation area, no major retail or public service (e.g. banking) anchor tenant existed, and the streetscape detracted from the historical detail of many buildings². The town centre was comprised mostly of independent businesses, shuttered shop fronts and a blocked off demolition site. The HSHAZ application and delivery sought to revive the area utilising a community led approach.

1.2 HSHAZ scheme objectives

The Tyldesley HSHAZ scheme was categorised into two primary and secondary phase objectives. Primary objectives included:

- working with the owner of Top Chapel to develop and bring the building back into use;
- refurbishing five vacant/derelict/abandoned units; and
- encouraging landlords to comply with conservation area shop front criteria by working with the council's traditional shop front designer.

The secondary objectives included:

- developing and improving communal meeting spaces;
- providing low-cost pop-up shop space to trial new business ideas;
- creating new youth provision, attract major supermarket anchor tenant;
- using the town hall as a community hub;

¹ These allocations are from the first available scheme plans (Y1Q4 for the capital strand and Y3Q4 for the cultural strand)

² Tyldesley HSHAZ Expression of Interest 2019

- delivering training to landlords and traders regarding the benefits of trading within the conservation area; and
- reducing the fear of crime by improving the street scene and lighting and to deliver community safety interventions.

An additional objective of the Tyldesley HSHAZ was to promote local heritage through fun days on the market square and through walks in the town to deliver heritage trails with school children.

1.3 Strategic alignment

Table 1-1: Tyldesley HSHAZ – Alignment with strategic priorities		
Policy/Strategy	Objective/Description	Alignment
Wigan Council The Deal 2030	<p>The Deal 2030 sets out how Wigan Council will ensure healthy, happy and prosperous communities over the coming years. It is focused on three core themes of 'Our People', 'Our Place' and 'Our Future' which will direct and inform activity in the Wigan borough.</p> <p>Across the Wigan borough, the council will invest in town centres to make them more vibrant, facilitate more events, arts and culture and encourage individuals to deliver in these spaces. Wigan Council wants to do more to celebrate the unique heritage that exists across the borough and raise its profile as a place with a rich, diverse arts, sports and cultural offer that is accessible for everyone. The council acknowledges and wants to embrace the positive impact that sports and culture can have on health, wellbeing, the economy and communities.</p>	The HSHAZ activities are perfectly aligned with the three themes of The Deal: 'Our People', 'Our Place' and 'Our Future' and the aspiration to improve town centres, celebrate heritage and raise the profile.
Greater Manchester Combined Authority Places for Everyone Development Plan 2024	<p>The development plan for Greater Manchester has the following relevant objectives:</p> <ul style="list-style-type: none"> • Focus on development in key growth locations, improve visitor facilities and enhance culture, heritage and educational assets. • Reduce inequalities and improve prosperity by ensuring people have access to skills and training and employment opportunities and reduce prosperity. • Improve the quality of natural environment and access to green space, enhancing green infrastructure, biodiversity and geodiversity and promote the role of green space in climate resilience. This includes public realm throughout towns and cities to integrate green spaces within urban areas. • Ensure access to physical and social infrastructure and ensure that new development is properly served by infrastructure such as schools, health, social care, sports and recreation facilities. 	The interventions associated with the Tyldesley HSHAZ are well aligned with Development Plan.

	<ul style="list-style-type: none"> Promote health and wellbeing of communities, maximising the health benefits of access to natural environment and green spaces. 	
Wigan Council The Fire Within, Cultural Manifesto 2019	<p>The Fire Within is a cultural strategy for Wigan covering the period 2019 to 2024. Drawing on local heritage, the strategy brings together the borough's cultural offer under five themes, to act as a framework for development of audiences, impact, arts practice and infrastructure.</p> <ol style="list-style-type: none"> 1. Future artists 2. Digital wigan 3. Health and happiness 4. Every community needs a stage 5. A new heritage 	The HSHAZ cultural programme uses cultural activities to engage residents and visitors in the history and heritage of places which is perfectly aligned with the cultural strategy.
Complementary funding	There is a limited history of cultural or heritage funding in Tyldesley.	

1.4 Activities

1.4.1 Capital strand

The main capital projects focussed on repairing and conserving a total of nine historic buildings and assets as well as enhancing a total of 16 building fronts. This aimed to enhance the streetscape throughout Tyldesley high street. Repairs to Frank's Chippy and installation of the HAZ office in this space was expected to establish a headquarters for the scheme. These projects would bring vacant space back into retail use which would be used for commercial activities beyond closure of the HSHAZ scheme. Details of the capital projects are as follows:

- **Project 1 Project Management.**
- **Project 2 119-123 St** – Frank's Chippy and HAZ Office repairs and formation of new shopfronts, reinstatement of upper floor windows and urgent roof repairs. Renewal of historic render finish and internal works to bring the shop into use.
- **Project 3 Cellar 5** – urgent works and subsequent shopfront project.
- **Project 4 2 Chapel Street** – upper floor window repairs and reinstatement of lost barge boards with subsequent shopfront project.
- **Project 5 Marklands Shopfronts** – corner shopfront and reinstatement following rebuild as informed by historic photographs.
- **Project 6 206 Elliott Street** – uncovered shopfront fascia and amendment of modern shopfront to reinstate traditional frontage and timber sash window.
- **Project 7 The Bank** – feasibility study.
- **Project 8 Pen to Paper** – reinstatement of traditional shopfront.
- **Project 9 180 Dance Centre** – removed and absorbed into project 10.

- **Project 10 Elliott Street Shopfronts (and other capital projects)** – all other capital projects, shopfronts and public realm.
- **Project 11 Library** – removed with works undertaken by the local authority as match contribution rather than the Town Hall as envisaged.
- **Project 12 Town Hall (reallocated to library development)** – removed from scheme plan.
- **Project 13 Engagement Activities.**
- **Project 14 Community Engagement ‘Know Your Place’** – activities, events and a community managed website hosting a heritage trail.
- **Project 15 New Ventures Business Development Grants.**
- **Project 16 Upper Floor Windows** – reinstatement of three timber sliding sash windows to upper floor of HSHAZ properties.
- **Project 17 Wendy’s** – design of traditional shopfront, improvements undertaken within project 10.
- **Project 18 Street Name Place Signage** – repair to eight existing cast-iron street signs and 16 new cast aluminium signs.
- **Project 19 Wok, 144 Elliott Street & Imperial Spice, 163 Elliott Street** – removed, some works undertaken in project 10.

The forecast expenditure of the capital strand over the four-year programme is set out below. As previously mentioned, as the HSHAZ scheme attracted further match-funding, the total cost of the HSHAZ scheme increased to match these ambitions. Analysis on the cost outlay against outputs is presented in Section 3.

Table 1-2: Capital Strand Forecast Expenditure					
	2020/21	2021/22	2022/23	2023/24	Total
Historic England grant	£188,718	£766,258	£330,585	£258,239	£1,543,800
Local authority funding	£0	£375,000	£1,125,000	£0	£1,500,000
Other matched funding	£23,245	£148,937	£55,352	£2,539,959	£2,767,493
Total	£211,963	£1,290,195	£1,510,937	£2,798,198	£5,811,293

Note: Forecast expenditure is from the Y1Q4 scheme plan, which is the first record of the forecast costs. The evaluation of the programme would be enhanced by accurate forecasts from the start of the programme.

1.4.2 Cultural strand

The Tyldesley scheme cultural strand was led by heritage and cultural manager Vicky Tyrell. The strand’s focus was to encourage collaboration of all generations in Tyldesley and encourage a community that is proud of its heritage. Some of the main activities undertaken throughout the Tyldesley scheme included a festival, a community radio station and a mural created by school children amongst others. The cultural strand consisted of the following activities, engaging with community and their cultural potential:

- **Project 1 Radio M20** – volunteer led radio station with music, local news/sports and heritage stories.

- **Project 2 Wall Art Project** – in partnership with local schools, local council, artists and businesses to develop wall art with themes chosen from a survey from the 2021 High Street Design Guide.
- **Project 3 Shine A Light Festival** – immersive development programme with community learning gardening in local allotments.
- **Project 4 Tyldesley Forum** – assembling local stakeholders to share HSHAZ updates and maintain momentum of the cultural strand.
- **Project 5 Festival Weekend Carnival/Music Event** – bringing back a historic parade with performance opportunities for community organisations and professional performers.
- **Project 6 Digital Heritage Trail.**
- **Project 7 Grundys Grids** – online treasure hunt.
- **Project 8 Kite Festival** – artist led workshop and displayed showpiece.
- **Project 9 Book Launch** – launch of the book on the history of Tyldesley’s shops followed by an author discussion group.
- **Project 10 Christmas Light Switch On.**
- **Project 11 ForTyldesley Awards Event** – recognition of the dedication to the HSHAZ projects.
- **Project 12 Tyldesley Ted Talks** – a series of pre-recorded short talks centres around Tyldesley’s culture and heritage.
- **Project 13 Project Cultural Lead.**

There was no forecast expenditure for the cultural strand at the early stages of the programme, prior to actual delivery. The first scheme plan made available was in the last quarter of 2022/23. This forecast expenditure is presented in the below table.

Table 1-3: Cultural Strand Forecast Expenditure					
	2020/21	2021/22	2022/23	2023/24	Total
Historic England grant	£0	£16,550	£52,926	£32,526	£102,002
Local authority funding	£0	£2,600	£5,000	£0	£7,600
Other matched funding	£0	£12,500	£7,000	£0	£19,500
Total	£0	£21,650	£64,926	£32,526	£129,102

Note: Forecast expenditure is from the Y3Q4 scheme plan, which is the first record of the forecasted costs. The evaluation of the programme would be enhanced by accurate forecasts from the start of the programme.

2 Project delivery and management

The HSHAZ was delivered by ForTyldesley CIC, a social enterprise established to manage the project and its legacy. Tyldesley was one of only two schemes across the HSHAZ programme that was community led. ForTyldesley CIC worked alongside Tyldesley Traders, Young Peoples Voice, several community groups, Manchester University Business School, Greater Manchester Growth Hub and Greater Manchester CVO. Wigan Council was very supportive of the Tyldesley HSHAZ and provided support where it was needed. Support was also provided from external consultants Creative Heritage Consultants Ltd (Project 1).

The project itself was managed by community engagement manager Ian Tomlinson and buildings project manager Kate Mitchell (of Creative Heritage Consultants Ltd). Project delivery was overseen by the project board including: Brian Wilson (chair); Richard MacDonald; Paul Costello; Iain Hodcroft; Matt Whitehead; Joanne Marshall; Julie Grundy; Anna Leigh; and Matt Hopkins.

The Historic England team supporting the delivery of Tyldesley HSHAZ included a project officer, a project lead and a senior responsible officer. Due to the community led nature of the scheme, the Historic England involvement was slightly more intense than other schemes led by local authorities.

The Cultural Strand of work was led and coordinated by the heritage and cultural manager Vicky Tyrell.

3 Project progress

3.1 Overview

This section assesses the Tyldesley HSHAZ against its stated costs, outputs, and objectives.

As set out in Section 1, the earliest capital scheme plan was in Y1Q4, and the earliest cultural scheme plan was in Y3Q4. The target costs and outputs have changed over time due to change requests. The final scheme plans typically suggest that the programme is delivered exactly on budget for every project with the exact level of outputs delivered.

To allow a comparison against the envisaged targets at the start of the HSHAZ programme, our assessment focusses on the delivered outputs and outturn costs against the targets from the earliest available information. Therefore, the original target figures for the capital strand are from Y1Q4 and cultural strand are from Y3Q4.

3.2 Capital strand

The Tyldesley HSHAZ Capital Strand invested £2,244,000 in the various projects which was significantly below the forecast spend of £5,811,000. The Historic England spend was broadly in line with its original allocation.

Actual local authority funding and other matched funding was significantly lower than forecast which has reduced the impact that HSHAZ could have on the area. Part of this was because spending timeframes meant local authority funded works at the library and the town hall were delivered after the HSHAZ programme closure and are therefore not attributable as match. Changing match contributions required from business owners to deliver shop frontage works caused some of these owners to be deterred from the scheme as they were nervous to commit investment within the economic climate at the time. As a result, match funding from these sources was significantly lower than expected.

Table 3-1: Tyldesley HSHAZ Capital Strand – annual spend performance					
	2020/21	2021/22	2022/23	2023/24	Total
Forecast expenditure					
Historic England grant	£188,718	£766,258	£330,585	£258,239	£1,543,800
Local authority funding	£0	£375,000	£1,125,000	£0	£1,500,000
Other matched funding	£23,245	£148,937	£55,352	£2,539,959	£2,767,493
Total forecast spend	£211,963	£1,290,195	£1,510,937	£2,798,198	£5,811,293
Outturn expenditure					
Historic England grant	£189,379	£775,027	£316,493	£245,371	£1,526,270
Local authority funding	£0	£2,401	£7,625	£411,056	£421,082
Other matched funding	£32,069	£146,449	£146,354	£103,851	£296,742
Outturn capital spend	£221,448	£923,877	£470,472	£760,278	£2,244,094

In terms of HSHAZ spend, the reallocation of funding saw some projects costing more than their original funding allocation and others costing less. Funding of projects was altered over the

duration of the scheme in response to the economic situation at the time and local circumstances. For example, Projects 11, 12 and 15 were removed from the programme or delivered under alternative projects and Project 7 only delivered development funding rather than repair works as originally planned. Due to the community led nature of the scheme, Historic England was much more flexible and allowed the scheme to adapt to these changes to ensure successful delivery.

Project 2 119-123 Street (Frank's Chippy and HAZ Office) significantly overspent in comparison to the original HSHAZ allocation. This project was considered a flagship project for the scheme. Therefore, a change request was submitted for additional grant to cover increased costs and changes to grant rates due to limited third party match funding. Structural issues at Frank's Chippy also absorbed most of the contingency built into the programme. However, due to this flexibility, the project was completed in July 2022.

Project 10 activities were redefined to include additional capital works, delivering nine shop frontage schemes reallocated from other projects. This change in scope altered the funding allocated to it and, as such, the original target and actual performance were significantly different.

Project management spend was nearly 40 per cent of the total HSHAZ grant allocation. This proportion is significantly above other HSHAZ projects in other areas of England and is attributed to the community led approach within the Tyldesley scheme.

Table 3-2: Tyldesley HSHAZ Capital Strand – spend performance by project				
	Outturn expenditure	Forecast as of Y1Q4	% of forecast target (RAG)	% of new target
Project 1 Project Management	£608,432	£539,596	113	100
Project 2 119-123 St (Franks Chippy & HAZ office)	£224,000	£99,298	226	100
Project 3 Cellar 5	£139,571	£117,746	119	100
Project 4 2 Chapel Street	£52,180	£69,684	75	100
Project 5 Marklands Shopfronts	£21,243	£131,787	16	100
Project 6 206 Elliott Street	£50,511	£18,000	281	100
Project 7 The Bank	£1,486	£48,000	3	100
Project 8 Pen to Paper	£58,121	£18,000	323	100
Project 9 180 Dance Centre	£0	£48,000	0	
Project 10 Elliott Street shopfronts (all other capital projects)	£96,795	£365,493	26	100
Project 11 Library	£0	£15,000	0	100
Project 12 Town Hall (reallocated to redevelopment of the library)	£0	£0		
Project 13 Capital-related engagement activities	£43,793	£38,196	115	100
Project 14 Know Your Place community engagement projects	£33,602	£35,000	96	100
Project 15 New Ventures business development grants	£0	£0		
Project 16 Upper Floor windows	£178,973	£0		100

Project 17 Wendy's	£4,688	£0		100
Project 18 Street Name Place Signage project	£13,131	£0		100
Project 19 Wok, 144 Elliott Street & Imperial Spice, 163 Elliott Street	£0	£0		
HE Grant (sub-total)	£1,526,270	£1,543,800	99	100
LA Funding	£421,082	£1,500,000	28	100
Other match funding	£296,742	£2,767,493	11	100
Total	£2,244,094	£5,811,293	39	100

Note: Assessment status is green for <=100%, 100%<amber>=110% and red for >110%

Note: For presentation purposes, Project 9 was removed from the scheme and, as such, is not detailed in Section 1.4.1

Overall, the Tyldesley HSHAZ underperformed against most of the original target outputs. This was partly attributable to the changing nature of project deliverables as the scope of activities flexed over the course of the four years. The original targets were judged to be ambitious and the majority of these were not met – although this should be assessed in light of a greatly reduced expenditure profile as set out above. The programme only spent 39 per cent of the forecast costs due to reduced local authority and other match funding contributions.

In spite of this, the programme managed to: deliver 80 per cent of the historic shopfront restorations; bring 93 per cent of the vacant/underused commercial floorspace back into use; and deliver three residential units (either new or brought back into use). However, the programme did not create any new commercial floorspace and only repaired nine out of the 17 historic buildings identified.

There were key successes however, such as the flagship Frank's Chippy/HAZ Office (Project 2) which completed in July 2022. The delivery team and heritage and culture producer moved into the HAZ office on the high street. Community members called in to discuss the progress of the HAZ which provided an opportunity to share the plans for the remainder of the programme. The HAZ office was also used for project board meetings and more recently as a community gallery space and a green room during the music festival. The festival has inspired one of the local publicans to develop his music theme further, and he subsequently booked St George's Church to deliver a festive music concert showcasing new local talent.

Additionally, the community-led nature of the scheme meant that the level of training activities was higher than the majority of other HSHAZ schemes in other parts of the country. For example, the Tyldesley capital strand delivered 15 construction training activities, which attracted 141 attendees. This attendance to construction related training events was the highest of any HSHAZ across the national programme.

Table 3-3: Tyldesley HSHAZ Capital Strand – output performance				
	Achieved outputs	Forecast as of Y1Q4	% of forecast target (RAG)	% of new target
Number of historic building or heritage asset repaired/conserved	9	17	53	82
Number of historic shopfronts restored or reinstated	16	20	80	73
Public realm area improved (sqm)	10	50	20	100

Vacant / underused commercial floor space brought back into use (sqm)	329	355	93	83
New commercial floor space created	0	611	0	0
Vacant or underused residential unit brought back into use	1	2	50	100
New residential unit created	2	3	67	100
Number of new list entries	1	0		-
Number of artworks/installations	2	0		100
Number of feasibility studies	1	1	100	33
Supplementary planning or design guidance	1	0		100
Number of consultation events/activities (including online)	40	16	250	250
Number of engagement events/activities (including online)	3	6	50	75
Number of public events/activities (e.g. open day)	16	19	84	107
Number of school educational events/activities	23	25	92	92
Number of construction training activities	15	18	83	71
Number of other professional training activities	0	10	0	
Number of training sessions provided to volunteers	13	14	93	93

Note: Assessment status is green for <=100%, amber for 65-100%, and red for <65%

3.3 Cultural strand

As stated above, the evaluation of the cultural strand performance is made difficult by a lack of information in terms of original targets and expected spend.

The HSHAZ spend for the cultural strand was in line with expectations, except for the small Tyldesley Forum activity. The match funding was slightly reduced from other sources compared to the original target.

Table 3-4: Tyldesley HSHAZ Cultural Strand – spend performance			
	Outturn expenditure	Forecast as of Y3Q4	% of forecast target (RAG)
Cultural strand			
Project 1 Radio M29	£5,000	£5,000	100
Project 2 Wall Art Project	£5,000	£5,000	100
Project 3 Shine A Light Festival	£11,531	£11,530	100
Project 4 Tyldesley Forum	£0	£1,650	0
Project 5 Festival Weekend Carnival/Music Event	£19,644	£19,788	99
Project 6 Digital Heritage Trail	£5,000	£5,000	100
Project 7 Grundys Grids	£600	£900	67
Project 8 Kite Festival	£1,321	£1,320	100
Project 9 Book Launch	£595	£600	99
Project 10 Christmas Light Switch On	£20,573	£20,064	103
Project 11 ForTyldesley Awards Event	£455	£450	101
Project 12 Tyldesley Ted Talks	£700	£700	100
Project 13 Project Cultural Lead	£30,000	£30,000	100
HE Grant	£100,418	£102,002	98
<i>LA Funding</i>	<i>£7,600</i>	<i>£7,600</i>	<i>100</i>
<i>Other match funding</i>	<i>£12,500</i>	<i>£19,500</i>	<i>64</i>
Total	£120,518	£129,102	93

Note: Assessment status is green for <=100%, 100%<amber>=110% and red for >110%

Overall, over half of the output targets for the cultural strand were met or exceeded. In particular, the total number of artworks and installations delivered by the strand and the number of engagement events or activities. The focus for the Tyldesley cultural strand was intergenerational collaboration to deliver the projects, and the flagship project for this strand was the community radio station (which will continue to be delivered post HSHAZ intervention).

It should be noted that a few projects delivered below their targets, including one fewer artist day in residence, two fewer consultation events or activities, four fewer public events or activities, three fewer education events or activities, and three fewer training sessions provided to volunteers. Many of these shortcomings were as a result of pandemic restrictions and limited opportunities for the strand to engage with the public.

Table 3-5: Tyldesley HSHAZ Cultural Strand – output performance			
	Achieved outputs	Forecast as of Y3Q4	% of forecast target (RAG)
Cultural Strand			
Number of artworks / installations	2	2	111
Number of artists in residence days	22	23	96
Number of exhibition open days	1	1	100
Number of town guides/heritage trails	2	2	100
Number of consultation events/activities	37	39	95
Number of engagement events/activities	69	62	111
Number of heritage/archaeological research studies	2	2	100
Number of public events/activities	28	32	88
Number of school educational events/activities	25	28	89
Number of other professional training activities	1	1	100
Number of training sessions provided to volunteers	108	111	97

Note: Assessment status is green for <=100%, amber for 65-100%, and red for <65%

4 Value for money

A value for money assessment has been undertaken in line with HM Treasury Green Book, Ministry of Housing, Communities and Local Government (MHCLG) Appraisal Guide, and relevant departmental guidance such as the Department for Culture, Media and Sport (DCMS) Capital and Heritage Framework. As set out within the MHCLG Appraisal Guide, projects should be appraised based on a **Benefit Cost Ratio (BCR)**³.

Monetised costs and benefits from over the HSHAZ programme have been converted to 2024/25 prices using the Gross Domestic Product (GDP) deflators. As all benefits and costs have been inserted in Year 0 with appropriate 2024/25 values applied, there is no discounting required in the analysis. The economic cost calculations are based on the public sector investment, with private sector investment accounted for in the land value uplift calculations. Zero optimism bias has been applied as the costs are known and have been expended. Additionally, no optimism bias has been applied to the benefits as the analysis is based on actual outputs. However, the uncertainty in any values is explained.

The following benefits have been monetised, with 71.5% additionality applied based on guidance for regeneration through capital projects and image/culture:

- **Land value uplift (capital strand):** Land value uplift (LVU) is MHCLG's preferred approach to valuing the benefits of development. It is the difference between the new value – (after investment) – and its previous value. MHCLG's land value estimates for policy appraisal have been applied to the land brought back into use for residential and commercial uses.
- **Amenity (capital strand):** Consistent with the MHCLG Appraisal Guide, new open spaces in an urban environment have an economic benefit of £128,658 per hectare per annum (2024/25 prices). It has been assumed that 10% of the public realm delivered as part of the programme are new open spaces. In line with recent appraisals, 50% of per hectare value (£64,329) has been applied to remainder of the public realm which relates to improvements of existing spaces.
- **Labour supply (capital and cultural strand):** The employment generated by the floorspace brought back into use within the capital strand has been calculated using industry-standard employment densities. The artists into residence in the cultural strand have been converted into Full-Time Equivalent jobs based on the number of days supported. The number of jobs created have been calculated using employment densities and in line with MHCLG guidance, a local GVA per worker figure is applied to the jobs taken up by new entrants. In line with guidance, it is assumed 10% of jobs will be occupied by new entrants and there will be a 40% welfare impact for these jobs with the benefit experienced across five years.
- **Wellbeing benefits from new employment (capital and cultural strand):** Investment is likely to generate permanent employment opportunities onsite, which are known to have a positive impact on individuals' wellbeing when moving from unemployment into employment. Values from Green Book's Supplementary Wellbeing Guidance have been applied to the new entrants.

³ The BCR can be interpreted as the estimated level of benefit per £1 of cost. It is used as the core element in the measure of Value for Money (VfM) when interventions involve a net cost to the public sector.

- **Cultural use (capital and cultural strand):** As set out in the Culture and Heritage Capital Evidence Bank, which is cited in the Green Book Wellbeing Guidance, these benefits relate to the willingness to pay of local residents to attend cultural events and assets. This value has been applied to the attendees to engagement and cultural activities, as well as forecasted attendees to artworks/installations.
- **Heritage use and non-use – historic buildings conserved (capital strand):** Use and non-use benefits from the historic buildings or heritage assets repaired/conserved have been estimated using benefit transfer approaches from the DCMS Cultural and Heritage Capital Evidence Bank. ‘The Economic Value of Heritage: A Benefit Transfer Study’ considered use and non-use values from works to improve the maintenance and conservation of historic buildings in various cities, a similar initiative to the historic building conservation works in the HSHAZ programme. We have applied the use value to the estimated footfall in each HSHAZ from the mobile phone data and the non-use value to residents in the local authority (minus the users).
- **Heritage use and non-use – shopfront improvements (capital strand):** The restoration and improvement of historic high street shopfronts is a key component of the capital element of the HSHAZ programme. This aspect of the programme cannot be accurately valued using a benefits transfer approach in which the use and non-use economic benefit findings of an existing similar study, for example from the DCMS Evidence Bank, would be applied. For this reason, AMION has undertaken a bespoke contingent valuation and benefits transfer study as set out within the next section to assess the use and non-use economic benefits attributed to the restoration and improvement of historic high street shopfronts delivered across England through the HSHAZ programme. We have applied the use value to the estimated footfall in each HSHAZ from the mobile phone data and the non-use value to residents in the local authority (minus the users).
- **Wellbeing benefits from volunteering (capital and cultural strand):** As set out in the Green Book Supplementary Guidance for Wellbeing, volunteering is associated with enhanced wellbeing, with the value estimated using the subjective wellbeing valuation approach cited in this government guidance. The core from the Wellbeing guidance has been applied to the volunteer hours.
- **Wellbeing benefits from education and social programmes (capital and cultural strand):** The Green Book Supplementary Guidance for Wellbeing shows that life satisfaction improves based on participation in education and social development programmes. The core value from the Wellbeing guidance has been applied to attendees at education events and training sessions.
- **Wage premium benefits from education completions (capital strand):** The programme has led to apprenticeship opportunities throughout the construction phase and other construction training events. There is a wealth of existing evidence showing the positive impact of training and qualifications on employment and earnings. Wage premium effects from previous Department for Business, Innovation, and Skills research has been applied to the number of apprenticeship and training completions in the programme, with the benefit lasting for three years which is a cautious approach.

- **Strategy development (capital strand):** There has been substantial resource allocated to the wide range of feasibility, research, heritage and conservation management studies. Our assessment has assumed that future development studies are likely to at least deliver benefits in line with their costs, given that they have been led by local partners in line with need.
- **Distributional benefits (capital and cultural strand):** The approach used to calculate distributional effects is that set out in the HM Treasury Green Book, based on equivalised disposable household income and welfare weights (the estimate of the marginal utility of income). The Green Book distributional weighting framework is constructed using data from the DWP Households Below Average Income (HBAI) dataset. For Tyldesley, there is a distributional weight of 1.2:1.

The monetised benefits from the capital and cultural strand are shown below. The main capital strand benefits arise from the heritage benefits from historic buildings conserved and the shopfront improvements, and the education wage premium benefits from the construction training activities. There are also noticeable benefits from the floorspace brought back into use for residential or commercial uses, namely land value uplift and labour supply.

The cultural strand benefits arise from attendees to events delivered during the HSHAZ programme and wellbeing benefits from the significant volunteering programme to support the delivery of engagement and training events.

	Capital strand	Cultural strand	Total Tyldesley HSHAZ
Land value uplift	£100	-	£100
Amenity	£1	-	£1
Labour supply	£112	£1	£113
Wellbeing from employment	£8	£1	£8
Heritage Use	£399	-	£399
Heritage Non-Use	£1,155	-	£1,155
Cultural use	£13	£31	£34
Education wage premium	£1,217	-	£1,217
Wellbeing from education	£9	£11	£20
Wellbeing from volunteering	£23	£94	£117
Strategy development	£88	-	£88
Distributional analysis	£829	£8	£837
Total benefits	£3,954	£146	£4,100

The below table demonstrates the results on the cost-benefit analysis. Tyldesley HSHAZ is assessed to have an **overall BCR of 1.75:1**, considered **‘medium’** value for money ($1.5:1 < \text{BCR} < 2.0:1$). The capital strand has a BCR of 1.78:1 and the cultural strand has a BCR of 1.28:1.

Table 4-2: Tyldesley HSHAZ – Evaluation Summary Table

	Capital strand	Cultural strand	Total Tyldesley HSHAZ
A. Present Value Benefits (£m)	£3.95	£0.15	£4.10
B. Present Value Costs (£m)	£2.22	£0.11	£2.34
C. Net Present Social Value (A-B)	£1.72	£0.03	£1.76
D. BCR (A)/B)	1.78:1	1.28:1	1.75:1
E. VfM category	Medium	Acceptable	Medium

We have also considered the following non-monetisable benefits using a seven-point scale from ‘large adverse to large significant’ within the MHCLG Appraisal Guide. These non-monetised benefits include:

- **Legacy impacts** – moderate beneficial (important benefit but will not on its own significantly impact on VFM)
- **Image and community perceptions** – moderate beneficial (important benefit but will not on its own significantly impact on VFM)
- **Capacity building** – moderate beneficial (important benefit but will not on its own significantly impact on VFM)
- **Cultural sector development** – slight beneficial (Small benefit unlikely to have material impact on VFM)

The project is most likely to represent ‘**medium**’ **value for money** based on the monetised BCR and the non-monetised benefit assessment. However, the scheme has successfully implemented community-led delivery mechanisms which can be repeated in the future. If the learnings from the HSHAZ scheme directly influences and unlocks future regeneration in this area of identified need, the value for money could reach high value for money. Early indications are positive as many projects have continued and further legacy projects have been identified, largely because the community is so heavily engaged with ownership of HSHAZ funded activities.

5 Insights, lessons learned, and legacy impacts

As set out in the Purpose of the Case Study section, this document is not an evaluation of the Tyldesley HSHAZ scheme. Its main purpose is to review achieved outputs, assess likely value for money, and identify successes and challenges arising from a facilitated workshop.

5.1 Key successes

There was a general feeling that community led projects are perceived and engaged with differently to those led by local authorities. For example, feedback suggested that it is easier to work with contractors through community groups than through local authority structures. Another advantage of the community nature of the scheme is the **flexibility to tailor the initial bid to community needs and encourage volunteers and collaborative work**. Community-led delivery meant that gaining community buy-in was more achievable since delivery partners were also residents of areas which were to benefit from the activities.

The cultural and community engagement strands of Tyldesley HSHAZ saw collaborative work with residents to design and deliver a programme of activities. The team assessed the ease of delivery of these activities and ensured viability, while interweaving an assortment of slightly grander activities to ensure programme legacy. For example, the Tyldesley HSHAZ established a music festival which is expected to run as an annual event. The strands were initially somewhat complex to understand, but with all channels funded through a single project manager, things became more straightforward. This approach allowed each strand to align more easily with the central vision of the programme.

5.2 Challenges

The key challenges related to the **completion of some of the major capital projects within the required timeframes** including the refurbishment of the former town hall as a community hub. This project was delayed by at least 12 months due to Covid-19. Wigan Council entered into contract with a main contractor and was therefore committed to spend the match funding, although unfortunately not before 31st March 2024. The project was therefore not recorded as an output for the HSHAZ programme. Additionally, the library project was not delivered by 31st March 2024. However, the total match funding was committed to be spent by Wigan Council by June 2024.

The rising costs of construction, combined with a fixed match-contribution level, deterred private businesses from becoming involved in the scheme. Additionally, there were procurement issues due to the small local skills base and busy contractors which added a premium to tender prices. Once tender costs were known, a number of owners withdrew from the shopfront schemes. The project board decided to reduce the grant rate to 75 per cent and try a 'clustered approach' for any new shopfront works and ensure they achieve as much impact as possible with the remaining budget. Sadly, interested owners were nervous to commit at any stage due to the economic climate.

Wigan Council was helping to deliver the Street Signage Project. The CIC felt that the council's designated street teams lacked the competency to do the work. Works were put on hold until an alternative competent contractor was selected.

Finally, the inability to roll funds over into different years presented substantial deliverability challenges and reduced the overall impacts of HSHAZ.

5.3 Legacy impacts

As a result of the high levels of community engagement in this particular scheme, **many of the cultural projects have continued** and evolved beyond the funding period. A local makers' markets, a radio station and a music festival in the centre of town are examples of some of the activities started by the HSHAZ that have now been adopted by the community.

The benefits of heritage regeneration and town-scape improvements have been **felt by local businesses beyond the scope of the capital works, where other businesses have upgraded their own frontages and signage in accordance with the new Town Design Guide** (also a product of the HSHAZ). Vacancy levels through Tyldesley town centre have been reduced as businesses have worked together to deliver a more welcoming and unified high street. This has also helped to increase both footfall and dwell time in the high street.

5.4 Lessons learned

If Historic England wishes to engage more community groups as was the case in Tyldesley, **it has been suggested that these schemes receive small pots of money and undergo an easier application process**. The administrative requirements of the HSHAZ programme would have deterred other community groups from engaging with the programme. Where the funding regimes have been established to cater towards local authorities, spending restrictions and the claims process put pressure on the timeline of activities. Monitoring finances also took a significant amount of time away from delivery. Using external consultants to manage the administration of the project came as a large cost to the scheme. It was noted that projects need to be more developed in scope than they were at the initial programme design stage to improve budgeting and forecasting and to be able to mitigate the normal project risks and cost increases.

The response to the Tyldesley scheme by Historic England and other stakeholders (e.g. Local politicians) has been extremely positive, showcasing the capabilities of a community-led scheme. However, delivery of such a scheme has been difficult to align with the Historic England processes, with **Tyldesley feeling more of a trial rather than a trailblazer as others may perceive**. It should be noted that project management costs were a higher proportion of the total HSHAZ grant compared to other schemes, in order to deliver this type of community-led scheme.

The **Tyldesley HSHAZ delivery team were well connected with the local residents which was imperative for the scheme's success**. Connections and networks that came with this relationship were incredibly useful for ensuring delivery. The nature of the CIC meant delivery in Tyldesley was relevant to, and influenced by, the community.