



**Notice of a public meeting of
External Funding Scrutiny Review Task Group**

To: Councillors Burton (Chair), Barnes, Semlyen and D'Agorne

Date: Monday, 29 July 2013

Time: 4.30 pm

Venue: The George Leeman Room - 1st Floor West Offices (F043)

A G E N D A

1. Declarations of Interest

At this point in the meeting, Members are asked to declare:

- any personal interests not included on the Register of Interests
- any prejudicial interests or
- any disclosable pecuniary interests

which they may have in respect of business on this agenda.

2. Public Participation

At this point in the meeting members of the public who have registered their wish to speak regarding an item on the agenda or an issue within the Committee's remit can do so. The deadline for registering is **5:00 pm on Friday 26th July 2013.**

**3. Draft Final Report - External Funding Scrutiny (Pages 3 - 36)
Review.**

This cover report presents the draft final report arising from the External Funding scrutiny review, and asks the Task Group to identify any changes required to the report ahead of its presentation to the Economic & City Development Overview & Scrutiny Committee on 24 September 2013.

4. Urgent Business

Any other business which the Chair considers urgent under the Local Government Act 1972.

Democracy Officer:

Name - Judith Betts

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E-Mail – judith.betts@york.gov.uk

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- Review existing policies and assist in the development of new ones, as necessary; and
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External Funding Scrutiny Review Task Group**29 July 2013****External Funding Scrutiny Review Final Report – Cover Report****Summary**

1. This cover report presents the draft final report arising from the External Funding scrutiny review, and asks the Task Group to identify any changes required to the report ahead of its presentation to the Economic & City Development Overview & Scrutiny Committee on 24 September 2013.

Background

2. In September 2012 this Committee received an initial briefing note on a scrutiny topic proposed by Councillor Semlyen. The premise for the suggested review was to unlock the potential of external funding for economic development and regeneration projects.
3. The Committee agreed to proceed with the review and set up this Task Group to carry out the review on their behalf.
4. Following some initial investigation by this Task Group, in January 2013 ECDOSC agreed a remit for the review together with a number of objectives. However, as work on the scrutiny review progressed, ECDOSC were asked to agree some minor changes to the objectives set, to allow the Task Group slightly more flexibility within their review. Work on this review then progressed based on the following remit and objectives:

Aim

To be more effective and systematic in securing external funding and investment for York

Key Objectives

- i) To assess how Leeds City Region are articulating investment priorities, including looking at the case of the LEP European

Regional Development Funding Programme and broader funding priorities.

- ii) To assess what resources are available to City of York Council (CYC) to effectively identify and successfully secure funding (resources in this instance including CYC staff, additional or temporary staff, partnership staff, ability to provide match funding, up-skilling and training)
- iii) To develop a plan for presenting a strong case to attract funding for York's top investment priorities.

Consultation

5. Work on this review, included meeting with external partners from Network Rail and Leeds Local Enterprise Partnership, alongside colleagues from CYC Development Control and the Economic Development Unit.

Additional Information

6. Since the Task Group last met in June 2013, further information on the Single Local Growth Fund has emerged as part of the June Spending Review i.e.:
 - Creating a Single Local Growth Fund (SLGF) with over £2 billion of budgets from skills, housing and transport for 2015-16;
 - Making a further commitment of £5 billion of transport funding in the SLGF from 2016-17 to 2020-21 to enable long-term planning of priority infrastructure while also committing to maintain the SLGF at a total of at least £2 billion each year in the next Parliament; and
 - Giving LEPs responsibility for how €6.2 billion (£5.3 billion) of EU Structural and Investment Funds is spent, bringing resources under the strategic influence of LEPs of at least £20 billion in the years to 2021.
7. In support of the Task Group 's work on Objective (i) of this review, this new information has been incorporated at paragraph 16 of the review draft final report at Appendix 1.

Analysis

8. The draft final report attached contains a full analysis of the information gathered in support of the review.

Draft Recommendations Arising from the Review

9. Two strategic recommendations have been identified as a result of the work on this review – see below:

Strategic Recommendations

Recommendation (i) - EDU to develop and publish on the web an 'Investment Plan' that will highlight key growth priorities for CYC and wider City, and identify specific projects to take these priorities forward, and match them to the most relevant sources of finance (with an appropriate forward scanning function to achieve this). To be completed by December 2013.

Recommendation (ii) – To apply measurable targets to the investment plan in order to gauge its impact e.g.:

- Target for funding bidding success - Compared to funding per capita, York to win 20+% more of Leeds City LEP funding than would be proportionate to a per capita allocation of the LEP pot
 - That York Economic Development Unit submits quality “oven ready” bids: i.e. those that win funding success in at least 40% of bid submissions
10. The Task Group are asked to note that the specific targets and potential success measures listed above are shown only as examples, as officers believe the best measures of success will only emerge over time.
 11. The remaining draft recommendations arising from this review are specific to the individual objectives of this review - see below:

Objective (i) Recommendations

Recommendation (iii) - The priorities of the City to be aligned with broader regional priorities, particularly those contained within the Leeds City Region LEP Investment Plan. CYC needs to be proactive in engaging the Leeds City Region and other potential partners to ensure

that York's key investment targets are prioritised effectively in regional and national investment plans.

Recommendation (iv) - CYC to be proactive in engaging the Leeds City Region and other potential partners to ensure that York's key investment targets are prioritised effectively in regional and national investment plans.

Recommendation (v) - Regular updates on York's key investment priorities, including progress with specific bids to be communicated to Leeds City Region, Science City York and other relevant partners who either need or wish to be informed of specific bids.

Objective (ii) Recommendations

Recommendation (vi) - CYC to continue to subscribe annually to the REM licence and budget for it as a core expenditure, in order to utilise the REM to evidence the overall economic impact of every project or initiative (where a clearer understanding of the broader economic impact forms part of the bid criteria) thereby clearly articulating and strengthening the evidence base for all funding applications.

Recommendation (vii) - CYC to explore, under the licence agreement the benefit of, using the REM and sharing the data produced by the REM – and how we involve/engage citywide partners in making the most of the modelling software. Aim to produce an agreed REM user plan by December 2013.

Objective (iii) Recommendations

Recommendation (viii) - CYC to draw upon relevant officer expertise, and ensure that sufficient officer time and resource is made available to build and develop business cases of suitable robustness and probity around the major flagship projects featured in the Investment Plan, in order to maximise significant funding and investment into those schemes.

Recommendation (ix) - CYC to develop a clear inward investment menu or offer on the 'yorkmeansbusiness' website, setting out the various support services available to potential investors. This should draw on the support made available as part of recent successes in attracting inward

investment e.g. Hiscox. The initial development of the webpage to be completed by October 2013.

Recommendation (x) - CYC to maintain a presence at prestigious international events to attract developer and investor finance for key sites in the City. Every lead from such events should be followed up and invited to York to meet with relevant senior CYC officers.

12. An additional recommendation in regard to Website development and its broader functionality was originally proposed. However that recommendation has been omitted as the work is currently in hand. Officers have confirmed that a wider refresh of the website is currently being undertaken to make it more accessible, user friendly and suitable for business / investor needs.

Options

13. Having considered the draft final report attached, the Task Group may choose to:
 - i. Identify any revisions required to the draft final report and instruct the Scrutiny Officer to make the necessary changes ahead of the meeting of the Economic & City Development Overview & Scrutiny Committee on 24 September 2013.
 - ii. Identify any additional conclusions for insertion in the draft final report at Appendix 1.
 - iii. Identify any additional recommendations for insertion in the draft final report at Appendix 1

Council Plan

14. The work on this review and its arising recommendations supports the '*create jobs and grow the economy*' element of the Council Plan 2011-15.

Implications & Risk Management

15. Information on the implications and risks associated with the recommendations arising from this scrutiny review will be sought from the relevant officers once the Task Group have agreed all the recommendations they wish to make. Information on those implications

will be inserted into paragraph 65 of the draft final report at Appendix 1, ahead of its presentation to the Economic & City Development Overview & Scrutiny Committee on 24 September 2013.

Recommendations

16. Taking into consideration all of the information contained within the attached draft final report and its annexes, the Task Group are recommended to:
- i. Identify any revisions required to the draft final report
 - ii. Identify any additional conclusions and/or recommendations for inclusion in the draft final report

Reason: In order to conclude their work on this review in line with Overview & Scrutiny procedures and protocols.

Contact Details

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Andrew Docherty
Assistant Director of ITT & Governance

Report Approved



Date

17 July 2013

Wards Affected:

For further information please contact the author of the report

All



Background Papers: N/A

Annexes

Appendix 1 – Draft Final Report & Associated Annexes

**Economic and City Development Overview &
Scrutiny Committee**

24 September 2013

Report of the External Funding Scrutiny Task Group

Draft Final Report - External Funding Scrutiny Review

Summary

1. This report presents the findings and recommendations of the External Funding Scrutiny Review Task Group, and asks the Economic & City Development Overview & Scrutiny Committee to agree any required amendments / additions to the report prior to its future presentation at a meeting of Cabinet.

Introduction

2. At a meeting of the Economic and City Development Overview and Scrutiny Committee (ECDOSC) held in September 2012 Members received an initial briefing note (Annex A refers) on a potential scrutiny review that had been put forward by Councillor Semlyen. The basic premise for the suggested review was to unlock the potential of external funding for economic development and regeneration projects.
3. The briefing note said that *'At a time when Council budgets are being increasingly reduced, there is a real and growing need to attract new forms of investment – whether private or public. Whilst there may be less public funding available than in previous years, there remains significant opportunities in the form of European Regional Development Funding, Growing Places Funding and other opportunities such as the Regional Growth Fund...'*
4. In light of this the Committee suggested that any remit for the review should focus on identifying a more systematic approach to securing external funding and investment for York in order to maximise the amount received .

5. The Committee agreed that this review should go ahead and set up a Task Group to carry out the review on their behalf, comprising of the following four Members of the Committee:

Councillor Stephen Burton (Task Group Chair)

Councillor Neil Barnes

Councillor Andrew D'Agorne

Councillor Anna Semlyen

6. The Task Group agreed that any funding available should be accessed for York's top investment priorities and felt there was work to be done around the process of promoting York's key investment priorities within the Leeds City Region LEP in particular.
7. In January 2013 The Task Group reported back on their initial findings and ECDOSC agreed a remit for the review together with a number of objectives. However, as work on the scrutiny review progressed, ECDOSC were asked to agree some minor changes to the objectives set, to allow the Task Group slightly more flexibility within their review. Work on the review then progressed based on the following remit and objectives:

Aim

To be more effective and systematic in securing external funding and investment for York

Key Objectives

- i) To assess how Leeds City Region are articulating investment priorities, including looking at the case of the LEP European Regional Development Funding Programme and broader funding priorities.
- ii) To assess what resources are available to City of York Council (CYC) to effectively identify and successfully secure funding (resources in this instance including CYC staff, additional or temporary staff, partnership staff, ability to provide match funding, up-skilling and training)
- iii) To develop a plan for presenting a strong case to attract funding for York's top investment priorities.

Consultation

8. In support of Objective (iii) the Task Group held a meeting with external partners from Network Rail and Leeds Local Enterprise Partnership, alongside colleagues from CYC Development Control and the Economic Development Unit.

Objective (i): To assess how Leeds City region are articulating investment priorities, including European funding and broader funding priorities

Information Gathered

9. At Meetings in February and March 2013 the Task Group learnt that funding channelled through the Leeds City Region Local Enterprise Partnership (LEP) was critical to the future economic growth of York.
10. The driving force behind all funding accessed through the Leeds City Region will be the **City Region Strategy** and **Investment Plan** through which there is currently a proposal to create a **Single Investment Fund** and most importantly a **Single Assessment Framework** - combining and aligning different monies (ideally including European monies) under one single 'fund of funds'.
11. Whilst Leeds LEP have an overarching strategy already in place, the key point to note is that what sits beneath the current corporate plan is emerging and constantly changing. Leeds LEP are refining their approach in response to the new European funding programme 2014-2020 and emerging Government initiatives such as the single local growth fund. As a result it is imperative that City of York Council moves with, and keeps track of, these changes - ensuring continuous alignment between the strategic priorities of the City and the wider LEP.
12. With specific regards to European funding the Task Group learned that the next tranche of the England's EU funding allocation from 2014-2020 will largely be distributed via Local Enterprise Partnerships (including Leeds City Region LEP) in order to ensure that European projects and initiatives are strongly aligned with local socio-economic needs and priorities.
13. However, officers advised the Task Group that the Government is still some way from determining precisely how the EU funding will be

administered on a day to day operational basis. Whilst it appears LEPs will be ceded responsibility for strategy setting and delivery of outcomes, central government will retain responsibility as the ultimate managing authority. Further details are outlined at Annex B.

14. This throws up a number of pragmatic questions around where final investment decisions for European funded projects will be made / approved. Further guidance is promised during the course of 2013 which may potentially shed further light on this issue.
15. Clarity is also required from central government with regards to Leeds LEP's notional European funding allocation. Without this it is impossible to begin any meaningful prioritisation of specific projects and initiatives.
16. The Task Group was also informed about future Government funding plans for the LEPs including the creation of a Single Local Growth fund from 2015 onwards. At their final meeting in July 2013 the Task Group received further information on the Single Local Growth Fund which had emerged as part of the June Spending Review i.e.:
 - Creating a Single Local Growth Fund (SLGF) with over £2 billion of budgets from skills, housing and transport for 2015-16;
 - Making a further commitment of £5 billion of transport funding in the SLGF from 2016-17 to 2020-21 to enable long-term planning of priority infrastructure while also committing to maintain the SLGF at a total of at least £2 billion each year in the next Parliament; and
 - Giving LEPs responsibility for how €6.2 billion (£5.3 billion) of EU Structural and Investment Funds is spent, bringing resources under the strategic influence of LEPs of at least £20 billion in the years to 2021.

Conclusions

17. From the information and evidence presented above the Task Group concluded it was too early to identify specific projects to 'put forward' to Leeds City Region LEP for European or indeed other forms of LEP devolved funding.
18. An essential first step would be to develop a clear 'Investment Plan' for the Council and the wider City - identifying the top priorities for

investment, innovation and business growth and translating those into viable investment propositions.

19. The Task Group agreed that York would have to identify its strengths, identify sectors where it already has a competitive advantage or where emerging strengths will provide a competitive edge in the future - developing capacity around key industry clusters for example.
20. Investment in hard infrastructure and development sites was regarded as another major priority. In York's case this included various sites across the City, including York Central, Heslington East, Hungate, Castle Piccadilly, Terry, Nestle South etc. Prioritising key sites, determining the most appropriate usage of those sites and assembling attractive investment propositions were very much seen as a precursor to securing LEP or indeed other forms of funding.
21. The Task Group concluded that once York's major investment priorities and projects had been clearly defined it would be essential that they dovetail with the strategic priorities of the City Region. This would ensure that York is in a strong position to influence their inclusion in the key strategies produced at the LEP level.
22. The Task Group therefore agreed to make the following overall **strategic recommendations**:
23. Recommendation (i) - EDU to develop and publish on the web an 'Investment Plan' that will highlight key growth priorities for CYC and wider City, and identify specific projects to take these priorities forward, and match them to the most relevant sources of finance (with an appropriate forward scanning function to achieve this). To be completed by December 2013.
24. Recommendation (ii) – To apply measurable targets to the investment plan in order to gauge its impact e.g.:
 - Target for funding bidding success - Compared to funding per capita, York to win 20+% more of Leeds City LEP funding than would be proportionate to a per capita allocation of the LEP pot
 - That York Economic Development Unit submits quality "oven ready" bids: i.e. those that win funding success in at least 40% of bid submissions

Objective (i) Recommendations

25. Recommendation (iii) - The priorities of the City to be aligned with broader regional priorities, particularly those contained within the Leeds City Region LEP Investment Plan. CYC needs to be proactive in engaging the Leeds City Region and other potential partners to ensure that York's key investment targets are prioritised effectively in regional and national investment plans.
26. Recommendation (iv) - The Council to be proactive in engaging the Leeds City Region and other potential partners to ensure that York's key investment targets are prioritised effectively in regional and national investment plans.
27. Recommendation (v) - Regular updates on York's key investment priorities, including progress with specific bids to be communicated to Leeds City Region, Science City York and other relevant partners who either need or wish to be informed of specific bids.

Objective (ii): To assess what resources are available to City of York Council to effectively identify and successfully secure external funding

Information Gathered

28. During the course of the scrutiny review the Task Group learned of an economic modelling tool - the Regional Econometric Model (REM) which was the key evidence gathering, economic modelling tool in use across the Yorkshire and Humber region, and nationally.
29. The REM allows subscribers to run a variety of 'scenarios of productivity'. In other words, it will predict the amount of value generated by a specific development site (e.g. were housing to be built on it or whether it be used for different industrial purposes) and therefore helps to identify the best outcome for York and the wider region in terms of GVA, FTE jobs etc. The cost of a REM licence is £4000 per annum, including training and on-going support for the duration of the subscription.
30. Having identified that CYC was currently commissioning work externally from other authorities who subscribed to the REM (at a cost of £700 per day), the Task Group discussed the benefits of the REM for the Council and City as a whole.

31. The agreed that the REM's ability to assist in calculating scenarios of productivity, job growth etc dependant on the proposed usage of a particular development site would significantly strengthen and lend weight / credence to the development of 'oven ready propositions' to put to funders.
32. It would also help support their scrutiny review, having been advised that it would be very difficult, both time wise and financially to achieve an outcome without accessing REM. The Task Group acknowledged they could commission some external work and spend £700 doing so; however they agreed it would not be cost effective.

Conclusions

33. The Task Group concluded it would not be viable or sustainable to continue commissioning externally. And, if CYC were to hold a licence for the REM directly, then it could quite quickly make considerable savings.
34. In regard to objective (ii) of the review, the Task Group agreed that there was a gap in the resources the Council had for undertaking that type of work and therefore recommended to ECDOSC that they contribute their £1000 allocation from the scrutiny budget to the in-year purchase of a REM licence.
35. The contribution of £1000 from the scrutiny budget towards the cost of the REM was subsequently agreed by the Economic and City Development Overview and Scrutiny Committee at their meeting held on 26 March 2013.
36. The Task Group also concluded that if CYC were to hold a REM licence on a longer term basis it would bring ongoing benefits in terms of maximising the future productivity of the economy, future FTE growth. They agreed that calculating economic impact in that way would significantly strengthen and underpin future funding applications – providing a strong, solid evidence base of need and demand.

Objective (ii) Recommendations

37. Recommendation (vi) - CYC to continue to subscribe annually to the REM licence and budget for it as a core expenditure, in order to utilise the REM to evidence the overall economic impact of every project or

initiative (where a clearer understanding of the broader economic impact forms part of the bid criteria) thereby clearly articulating and strengthening the evidence base for all funding applications.

38. Recommendation (vii) - CYC to explore, under the licence agreement the benefit of, using the REM and sharing the data produced by the REM – and how we involve/engage citywide partners in making the most of the modelling software. Aim to produce an agreed REM user plan by December 2013.

Objective (iii): To develop a plan for presenting a strong case to attract funding for York's top investment priorities

Information Gathered

39. Discussions at the Task Group meetings in February and March outlined the importance of developing a clear 'Investment Plan' for the Council and the wider City - identifying the top priorities for investment, innovation and business growth and translating those priorities into viable investment propositions. The importance of aligning York's priorities with those of regional partners such as Leeds City Region LEP was also identified.
40. Following on from previous meetings the Task Group felt there would be merit in scrutinising officers' efforts to develop 'oven ready' investment propositions for specific schemes, namely the York Central site and the proposed Digital, Media and Creative Centre.
41. In April and May 2013 the Task Group therefore met again to consider detailed information on the top two priorities that the authority would be putting forward to receive funding from the Leeds City Region LEP and other sources.
42. York Central: Phase 1, Queen Street Quarter
The Task Group learnt that York Central is a 37 hectare brownfield site adjacent to York City Centre and the City's rail station. The site is largely owned by Network Rail, who are currently rationalising its current uses to allow for redevelopment. The first phase is a 2.9 hectare mixed use development accommodating 40,000m² of new and converted floor space including improved transport interchange facilities.

43. On completion it is estimated that the redeveloped York Central site will create in the region of 1663 gross jobs (plus 580 temporary construction jobs), by March 2016 – producing £69m GVA (Gross Value Added) per annum thereafter. In addition, the first phase of York Central will set in motion the potential for two further phases of development. In total the site offers the potential, on completion of the three phases, for an additional c. £247m GVA per annum and a net 4,750 jobs.
44. York Central is therefore clearly a major strategic project for the city and the wider region. However, there are considerable barriers and obstacles to development, largely associated with abnormal infrastructure costs. Key issues involve the reclamation and re-assembly of land that is partly used as an operational rail/freight site, and obtaining site road access. In phase one the 'stacking' of an existing car park into a multi storey facility is also a necessity to gain access to the site.
45. In May 2013 the Task Group held a specific meeting with some key representatives involved in the redevelopment of the site, both within CYC and externally. External partners at the meeting included representation from Network Rail and Leeds Local Enterprise Partnership, alongside colleagues from CYC Development Control and the Economic Development Unit.
46. CYC officers provided a brief presentation on progress to date regarding the development of a Masterplan for York Central, and the submission of a £9 million bid to the Regional Growth Fund.
47. Councillors asked questions in order to identify the most effective, efficient process by which to secure future investment in the site and bring the development to fruition.
48. Evidence presented at the meeting indicated that the timescales involved in turning a site such as York Central into a viable investment proposition were substantial (i.e. fully developing and costing a masterplan, liaising with investors and partners etc).
49. Although still early in the masterplanning process for York Central, potential sources of finance were outlined to the Task Group - these included:
 - The Leeds City Region Local Economic Partnership (LCR LEP) – Funding channelled through the LCR LEP is critical to the future economic growth of York. The driving force behind all the funding

accessed via the Leeds City Region will be the City Region Strategy and Investment Plan through which there is a proposal to create a single Investment Fund combining and aligning different monies (ideally including European monies).

- Central Government – Regional Growth Fund – The government's main financial instrument for investing in private sector and public/private projects that will stimulate growth and create additional employment. It is another key funding avenue that is being actively explored at present. CYC and Network Rail have submitted a bid of £9 million to support site infrastructure and enabling works for Phase 1 of the York Central site.
- New Models of Loan Finance – The most likely forms of future public sector funding (particularly to support infrastructure schemes) are likely to include various forms of loan finance – including Tax Increment Finance and the potential issuing of local authority bonds.
- Developer Finance – The majority of external funding and investment (particularly around key infrastructure sites) is likely to flow from private sector finance such as commercial and residential property developers.

50. The Task Group also received further detail around potential funding sources to support York's Key Investment Priorities - see Annex C.

51. York Digital, Media and Creative Centre (DMCC)

The Task Group learnt that the establishment of a Digital, Media and Creative Centre is a major ambition for the City. The intention is to provide a new home for growing creative, digital and technology companies within York. Its creation has been a long-time ambition for the City of York. York is already a creative and digital hub for Yorkshire with inspiring architecture and a heritage that inspires creative talent.

52. Creative and digital companies in the City would greatly benefit from a central nucleus within this inspiring environment to grow their businesses and community. The intention is for the DMCC to provide around 20,000 sq. ft. of managed office accommodation for small to medium sized enterprises (SMEs) within the creative, digital and technology sectors, and to encourage and support the growth and development of these sectors within York.

53. In particular the DMCC aims to increase the capacity of the city to provide flexible space and to increase opportunities for retaining and networking talent and enterprise across the city. The centre could provide high quality office space with offices ranging from around 58 sq. ft. suitable for sole traders, up to circa 1500 sq. ft. which will house companies of around 9-12 employees each.
54. The Task Group was informed that an outline feasibility study had been undertaken by Science City York investigating several possible sites and the challenges associated with each. They also considered some more specific information on the York Central site and a proposal for the DMCC to be sited on a specific site. However, that information was classed as exempt under paragraph 3 of Schedule 12A to Section 100A of the Local Government Act 1972 (as revised by The Local Government (Access to Information) (Variation) Order 2006) and is therefore not included within this report.
55. In regard to the DMCC, the Task Group learnt that an outline expression of interest for £2 million Growing Places funding had been submitted to the Leeds City Region Local Economic Partnership (LCR LEP). Also that further bids were planned, but prior to that it is likely that additional resource will be required to employ an officer to fully develop the business case for the DMCC.
56. The Task Group noted that as with York Central, the timescales involved in developing a detailed business model for the Digital, Media and Creative Centre would be substantial and resource intensive.

Conclusions

57. Evidence presented at the above meetings led members to conclude that considerable resource / officer time was required to develop key flagship projects and business cases of suitable robustness, to attract significant funding and investment.
58. For each individual project the financial, economic, social and environmental return on investment must be carefully calculated and concisely presented, in order to make projects relevant to a range of audiences and potential investors.
59. Since the majority of external funding and investment (particularly around key infrastructure sites) is likely to flow from private sector finance, the Task Group concluded that raising awareness of key sites in York such

as York Central, and highlighting their potential to a range of private sector developers and investors, was essential. Members also concluded that actively reaching out to commercial and residential private property developers was also of vital importance.

Objective (iii) Recommendations

60. Recommendation (viii) - CYC to draw upon relevant officer expertise, and ensure that sufficient officer time and resource is made available to build and develop business cases of suitable robustness and probity around the major flagship projects featured in the Investment Plan, in order to maximise significant funding and investment into those schemes.
61. Recommendation (ix) - CYC to develop a clear inward investment menu or offer on the 'yorkmeansbusiness' website, setting out the various support services available to potential investors. This should draw on the support made available as part of recent successes in attracting inward investment e.g. Hiscox. The development of an initial webpage to be completed by October 2013.
62. Recommendation (x) - CYC to maintain a presence at prestigious international events to attract developer and investor finance for key sites in the City. Every lead from such events should be followed up and invited to York to meet with relevant senior CYC officers.

Options

63. There are no direct options associated with the recommendations in this report. Members are asked to consider the report and its associated recommendations and indicate any amendments they may wish to make prior to them being submitted to Cabinet for consideration.

Council Plan 2011-15

64. The work on this review and its arising recommendations supports the '*create jobs and grow the economy*' element of the Council Plan 2011-15.

Risk Management & Implications

65. *Once the Task Group have agreed the recommendations arising from this review, the associated risks and implications will be identified and*

included in this section of the report prior to its presentation to the Economic & City Development Overview & Scrutiny Committee in September 2013.

Recommendations

66. Having considered the information provided in this report and its annexes, Members are asked to endorse the recommendations arising from this review i.e.:
- Two strategic recommendations shown at paragraph 23 & 24
 - Recommendations in support of Objective (i), shown at paragraphs 25-27.
 - Recommendations in support of Objective (ii), shown at paragraphs 37-38.
 - Recommendations in support of Objective (iii), shown at paragraphs 60-62.

Reason: To conclude the work on this review in line with scrutiny procedures and protocols and to enable this review final report to be presented at a future meeting of Cabinet.

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Report Approved **Date** 17 July 2013

Specialist Implications Officer(s)

Wards Affected:

All

For further information please contact the author of the report

Background Papers: N/A

Annexes

Annex A – Scrutiny Topic Proposal

Annex B – Future of European Funding Programmes 2014-2020

Annex C – Potential Funding Sources To Support York's Key Investment
Priorities

Topic: Unlocking the potential of external funding for economic development and regeneration projects

Date: 25 September 2012

Proposed by Cllr Anna Semlyen

Background

At a time when Council budgets are being increasingly reduced, there is a real and growing need to attract new forms of investment – whether private or public. Whilst there may be less public funding available than in previous years, there remain significant opportunities in the form of European Regional Development Funding, Growing Places Funding and other opportunities – such as Regional Growth Fund should further opportunities such as this be made available. Further, funding bodies like Arts Council and Heritage Lottery Fund all offer opportunities for some of our city centre regeneration and support for creative industries.

Scope

This topic would enable the Committee to input a view on both the need and potential for systematically monitoring, reviewing, and effectively responding to funding opportunities as and when available and relevant.

The Committee would particularly be asked to look at the ERDF programme for 2014-2020 to be released shortly, and a review of Growing Places funding and other opportunities as are currently emerging.

The group could review models of how other Councils support this type of activity, and review best practice for learning lessons for CYC.

The scope of the project would need to be limited to the remit of the committee – so economic and city development funding if possible – although some reference to wider coordination of funding would be beneficial.

Partners

This topic could and should involve partners including Science City York, which has a particular expertise in funding and has successfully attracted funding already. Other partners may be sought such as the business networks in the city and other bodies involved in the economic development agenda.

Timescales

The project would sensibly be timed to coincide with the availability of staff resource coming into EDU to review funding potential for the city in October/November 2012 if possible. This will enable sufficient officer support for the Committee in exploring this topic.

A) Future of European Funding Programmes 2014-2020 Consultation Process - priorities for the City of York

Introduction

- The European Commission has recently published outline proposals for Structural and Cohesion Funds 2014-2020. Each EU Member State will have a partnership agreement which will set out its strategy and rationale for how the Funds are to be deployed to complement the EU 2020 strategy and domestic initiatives for sustainable jobs and growth.
- Approximately one third of the EU's budget - €376 billion - will focus on high-impact growth and jobs programmes such as developing the skills of local workforces, encouraging entrepreneurship, improving infrastructure and protecting the environment. The UK is likely to receive £12 billion through a **Partnership Agreement** which will set out overarching spending plans / priorities nationally, regionally and locally.
- Success in meeting these goals will greatly depend on decisions taken at local and regional level, therefore local authorities and partners have an essential role to play in influencing the UK Partnership Agreement. Local Authorities understand the opportunities for growth in their areas, and are perfectly placed to work with and support third and private sector organisations to make it happen.

Background / Consultation

- The Government will use evidence from the forthcoming round of Department of Business, Innovation and Skills (BIS) consultation events to inform the UK's draft Partnership Agreement. The draft agreement will be published in Spring 2013, with 3 months further formal consultation taking place thereafter.
- The UK Government will need to ensure that it concentrates and aligns investment flexibly where it will make the greatest economic impact. A sensible dialogue and a proactive approach to lobbying Government will need to be taken **before** the publication of the draft Partnership Agreement in Spring 2013.
- In an era of austerity and declining funds it is essential that City of York Council positions itself to respond appropriately (both

individually, and collectively through the European Officers Network), to ensure that the resources which will come into our area are used in the most efficient manner for maximum impact and growth.

- The Department for Business, Innovation and Skills will also hold two formal consultations with Yorkshire and Humber local authorities and partners on 4 & 5 December 2012. Input into this consultation is essential.

Key Issues Raised to date by Local Authorities

Preliminary consultation events were held in spring 2012. Typical responses from partners in Yorkshire and the Humber included the following:

- **Geographic Boundaries / Place Based Programmes:** It is essential that the UK Programme's geographic boundaries are tailored to provide the most efficient and effective economic and environmental impact. There is a general desire to operate EU funds at the geography of the 'local area' – **if this is deemed as the City Region level or at potential combined authority levels needs to be given some serious consideration.**
- In Yorkshire and the Humber there is a strong call for funds to be deployed / contracted at a City Region Level - with Leeds City Region Economic Development Plan as the key driver of spend. There is strong support towards a devolved sub-programme for the City Region, combining all key EU funds, within an Operational Programme at a wider level.
- If any City Region approach on the future of the European programme is to be progressed then a lead should be identified, and methods of reporting, influencing and updating need to be made clear. The Yorkshire and Humber European Officers Group is a key vehicle for CYC and York based partners to influence.
- As far as possible within the constraints of EU law, many other local authorities feel that programmes should operate through commissioning rather than bidding allowing for a more **Place based Programming approach** – allowing funds to be deployed through an investment fund for an area, where it can be combined with other national and local funds, thus hugely simplifying match funding

problems. This also aligns with the issue raised above to ensure it is strategically driven against a set of local priorities rather than approving bids. If this approach is adopted it is imperative that flagship schemes and initiatives from York are considered.

- **Matched Funding:** Funds from European programmes must be match-funded in order to be accessed by projects. Sufficient availability of match-funding is crucial for the successful implementation of programmes; and there are a range of potential sources. In the past a large proportion of match-funding had been awarded by Government to managing agencies, for example ERDF was often matched by Regional Development Agency single pots, and ESF through the co-financing organisations. In addition a good deal of matched-funding has been sourced locally; from local authorities, universities, and the third and private sectors.
- Privately sourced match-funding is likely to be more sought after given that public sector sources can be expected to be lower in the future, and local partners may be in a good position to help access private sector sources locally. It is believed that leverage of very significant increased level of private sector match could be found, were the rules on “profit” to be firstly clarified, secondly eased.
- It is also important that City Regions and LEPs start to consider how they might realistically identify, encourage and use local public and private sources of match-funding, while also helping maximise the value of sources from central Government (Regional Growth Fund, Growing Places Fund). City Deals need to be broadened and preparation needs to start now to put an infrastructure in place which align better the pooling and matching of resources.
- The default position should be that Government departmental expenditure is available for match. Better central government planning to align their priorities with local programmes would help, as would more creative use of alternative local sources of funding, such as the introduction of tax increment financing, retention of business rates, recognition of volunteer time as valid match and further exploitation of private sector funding.
- Given the interest by the Commission in Financial Engineering Instruments like Jessica, Jeremie (such as venture capital funds,

guarantee funds, loan funds and urban development funds) will be an opportunity lost if we do not start to plan for these types of funding vehicles. However they are complicated and resource intensive in their implementation.

- **Reduced Administrative Burden:** One of the biggest frustrations with EU funding is the bureaucracy and poor administration of the funds. A standardised approach to application, timescales and selection procedures is essential; including simplified management and audit procedures; integrated systems for aligned projects and shorter time frames for decisions, authorisation and disbursement of payments.
- **Integrated and aligned programmes:** A degree of integrated programming, in particular in relation to ERDF and ESF, to enable more aligned support for business development alongside skills development, is vitally important.

Recommendations

- Ultimately the Government's intention is that 'spending decisions for any funds provided to England for this period should be taken at a more local level, with a strong role potentially for LEPs/City Region where they are established. This means that authorities in the Leeds City Region have an opportunity to play a role in shaping the next EU programme to ensure that funding is aligned and local priorities are met.
- After December 2012 this will be followed up by a direct response from Leeds City Region authorities to BIS, echoing similar sentiments, before the draft Partnership Agreement is released for comment in Spring 2013.
- A list of key responses compiled from local authorities and key partners in Yorkshire and Humber to the EU funding consultation process is shown below. The intention of the Yorkshire and Humber European Officer's Group is to submit these responses to the Department of Business, Innovation and Skills (BIS) prior to their formal regional consultation meetings in December 2012.

B) Suggested Principles Priorities and Ambitions for EU Funds 2014 – 2020 for the Leeds and Sheffield City Regions

1. Decision making should be in the hands of local decision makers
2. Funds should be deployed / contracted at city region level.
3. Operational programme geography likely to be a number of adjoining LEP areas.
 - All funding streams with an economic purpose should at the least be aligned and ideally conjoined – the Heseltine Review makes this suggestion as well, in combination with other national and local funds should deliver the LEP.
 - Funding should be deployed strategically against key priorities – in Leeds CR the Economic Development Plan should be the key driver for identifying this although the support to Cities should not be at the expense of others areas in the CRs
 - Funding focused on outcomes rather than outputs
 - Funding streams with an economic purpose should be deployed at the level of functional economic spaces
 - Both the CRs are eligible to receive funding from each of the key funds - ERDF, ESF and EAFRD (although EAFRD is only eligible in certain smaller areas). Whilst each CR has been developing a City Region Investment Fund this could also be used as a key vehicle to access funds to deliver the economic growth agenda.
4. Overarching priorities:
 - Growth (increased GVA),
 - Jobs (numbers and quality),
 - Physical and environmental regeneration.
 - Inclusion.
 - Reduced worklessness and poverty.
5. Priority Sectors - each CR will need to clearly articulate what its key priority sectors are based on its economic strategy. Suggestions would include ;

- Advanced manufacturing;
- Healthcare technologies;
- Low carbon;
- Construction;
- Creative and digital.

Also, aviation; tourism; culture, leisure & sport; retail and logistics maybe considered – although traditionally sectors like leisure and sport, retail and tourism traditionally have not been key sectors supported through eg. ERDF. Recognition of the key role that professional and business services play in fostering growth in all sectors, as well as being a potential growth sector in itself also needs to be acknowledged.

6. Particular priorities for ESF - Promotion of greater inclusion, reduction of worklessness and reduction of poverty.
 - a. Continuing investment in skills development for unemployed people, particularly for vulnerable groups.
 - b. Workforce development support for SME's
 - c. Minimising numbers of young people who are NEET
7. Preparing for and implementing changes to support the raising of the participation age in education.
 - a. Supporting vocational education outside schools.
 - b. Supporting schools engagement with and understanding of the labour market.
 - c. Supporting young people's transition at 18 to adult support and other services.
 - d. Pre-apprenticeship programme and a programme to help the young unemployed become more work ready

Principal work-streams for EU funds to support:

Economic Growth Plans for the Leeds CR and Sheffield CR (currently under development) must frame the use of EU funds. Whilst Sheffield CR have already started to lobby Government with regard to Transition areas they have also started to articulate what their priorities would be for the Sheffield CR to fund using EU funds.

Growth (increased GVA), jobs (numbers and quality) and physical and environmental regeneration are all important to the city region, and we

must seek to deliver them all in combination, and to the benefit of the whole of the city region.

- Thematic focus. We believe that most of what we would want to do can be contained within the European Commission's eleven themes, provided that interpretation is sufficiently flexible and that the MA does not adopt an unreasonably risk averse approach.

As for the required minimum spend on four of them, we do not believe that such high level prescription is helpful, although we do not think that it will unduly constrain or distort delivery against our ambitions.

- Work stream focus. As a LEP we have identified a number of principal work streams, and insofar as they meet eligibility requirements, we would deploy EU funds to support these.
- Complementarily with City Deal plans and priorities:
- Where Enterprise Zone plans are in place ensure the maximum leverage of both.
- Knowledge Transfer – DoDs are in need of a discussion with the city region's universities to how best benefits can be shared of their often world class work to the benefit of the city region's businesses and wider economy
- SME competitiveness which would include amongst others.
 - a range of programmes to support start-up
 - social enterprise support
 - export programmes
 - supply chain development
 - facilitating access to public sector procurement
- Marketing and inward investment programme for the city region (where eligible and not displacement).
- Skills- in line with City Deal Skills Plan, emphasise the importance of higher level skills, linked to business need and key sectors.
- Entrepreneurship – with low levels of aspiration in many of the CRs more deprived post-industrial communities, target pro-entrepreneurship actions in those communities.

- Inclusion, worklessness, poverty – with all the evidence, as well as through experience, shows that this is best tackled at a very local level. Suggest enhancing ATA type models to support the unemployed as well as more intensive programmes to help the young unemployed become more work ready, as well as continuing, deepening and broadening the many successful programmes already underway in different parts of the city region.
- Economic infrastructure – whilst in the current Y & H ERDF Programme this has been limited only to the Objective 1 area (ie South Yorkshire) lobby for this to be more flexibly available across both CR areas – making the area attractive to knowledge and advanced industries.
- Transport schemes that are essential to unlock growth or create jobs should be funded. Also schemes which connect excluded communities/ individuals to jobs.
- A programme of urban transport low carbon actions.
- Broadband connectivity – building on work undertaken in the current programme to make sure the use of new technologies eg. 4G, multi device options, are made accessible to all areas.
- Rural - ensuring that rural communities are fully connected to the urban economy.

External Funding Scrutiny Review

Leeds City Region Local Economic Partnership (LCR LEP)

1. Funding channelled through Leeds City Region LEP will be critical to the future economic growth of York.
2. The driving force behind all funding accessed via the Leeds City Region will be the **City Region Strategy and Investment Plan**, through which there is a proposal to create a single front door **Investment Fund** - combining or aligning different monies (e.g. the Regional Growth Fund, Growing Places Funding, European monies, Green Investment Bank etc.) which will be 'matched together at source' by the LEP.
3. Local authorities are being encouraged in the first instance to identify flagship initiatives for inclusion within the **Leeds City Region Investment Plan**. Leeds LEP then intends to support these initiatives through the proposed single **Investment Fund** (In reality piecing together elements of European, Region Growth fund, Growing Places monies in support of an individual scheme 'behind the scenes').
4. Ensuring as many York initiatives as possible feature prominently within the City Region Investment Plan and are eligible to receive support from the **LCR Investment Fund** is a natural priority for CYC.
5. Some funders (particularly Europe) may not be keen for their funding to be merged at source with other grant / loan schemes by the LEP. As a result CYC is also preparing a list of flagship projects which are particularly suited to attracting European funding, which will form part of a Leeds LEP European prospectus.
6. **Leeds LEP - European Funding: 2014-2020**
7. The proposed delivery mechanism for European funding 2014-2020 is the European Regional Development Fund, European Social Fund and European Agricultural Funding for Rural Development. These will be brought together into an EU Growth Programme with a Single Governance Structure. The Growth Programme's top priorities will be innovation, research and development, support for SMEs, skills, low carbon, employment and social inclusion.

8. The funds available in the EU Growth Programme will be notionally allocated to LEP areas. Each LEP will lead the development of an EU Investment Strategy which will complement the Local Enterprise Partnership's wider economic / strategic plan.
9. Leeds LEP will therefore receive a tranche of European monies in the next round of Structural Funding 2014-2020. The amount of funding Leeds LEP will receive has yet to be determined, although the funding priorities for European monies have already been made clear and further detail will be released in the final week of March 2013.
10. Leeds LEP will then be compelled to produce a high level 'European brochure' by September 2013, giving an outline of the type of flagship schemes that European monies might be spent on in their region. Again, both York Central and the Digital creative centre are expected to feature prominently in these brochures - but due to the nature of European funding regulations, it may be that very specific elements of both schemes are highlighted e.g., greenspace/low carbon elements of the York Central development or specific training schemes/apprenticeships associated with the Digital Media Centre.
11. It remains to be seen whether Leeds LEP will be able to merge their European monies into the planned Single Investment Fund or not. What is certain, however, is that the European monies allocated to Leeds LEP could be used for a broad range of projects and initiatives in York, (not just the York Central and Digital Media Centre schemes).
12. The Task Group may wish to consider looking at the detail of the European funding regulations when they emerge, to see if any other flagship schemes from York could be identified as being eligible for Leeds LEP European monies.

York, North Yorkshire and East Riding Local Economic Partnership (YNYER LEP)

13. YNYER LEP has access to fewer resources than Leeds LEP but it is still important to acknowledge that funding opportunities may still be accessed via this partnership, in particular through the **Growing Places Fund**.
14. £730 million Growing Places funding has been allocated to Local Enterprise Partnerships (LEPs) to generate economic activity in the short

term by addressing immediate infrastructure and site constraints and promoting the delivery of jobs and housing.

15. Both Leeds City Region and YNYER LEP have Growing Places Funding still available (despite the deadline having officially passed) which both are predominantly administering on a loan basis. Both LEPs (particularly YNYER LEP) have found it difficult to identify viable projects and would be keen to hear from potential York schemes that could generate employment predominantly through loan funding.
16. **There is also the potential that YNYER LEP will decide to back York Central as their main infrastructure priority and ask to Government in their Growth Strategy.** This again would take the form of a loan - but a low interest loan, with a 0.5% discount off the PWLB loan rate (our prudential rate) for a proportion of the overall infrastructure funding required for the site.

Central Government - Regional Growth Fund

17. The **Regional Growth Fund** is the government's main financial instrument for investing in private sector and public/private projects that will stimulate growth and create additional employment, and is another key funding avenue that is being actively explored at present.
18. The intention is to give companies the confidence to invest, hire and grow. The fund predominantly supports SMEs to expand, through investment in premises, technology and equipment which will in turn lead to long term job creation, and typically supports 20% of the costs of investment. The threshold for bids is £1 million.
19. Bids for funding from private bodies and public-private partnerships across England on a challenge basis are accepted - the majority of bidding partnerships will include a combination of large private sector players, SMEs and social enterprises working together with public partners. Local Enterprise Partnerships (LEPs) play a role (alongside councils) in coordinating across areas and communities, and in bidding for the Fund.
20. Round 4 of the Regional Growth Fund will close to applications on 20th March 2013, with successful bidders announced within 6 months. Successful bids must demonstrate the potential for creating long-term, private-sector led economic growth and employment, and also evidence a significant private sector matched funding contribution - circa 80%.

21. CYC have already submitted an expression of interest for our flagship development site, York Central, and are also working to support individual York based firms with the calibre to bid to the fund directly.
22. It should also be noted that Leeds City Region LEP successfully secured a tranche of funding through Round 3 of the Regional Growth Fund which it has used to create a sub fund for SMEs in the Leeds City Region area. York firms are eligible to apply. In this case the maximum amount of funding available is £1 million per project (although most grants are likely to be in the region of £100,000 or less). Again CYC is actively supporting a number of York firms in key growth sectors to submit bids to this fund.

Work of the Economic Development Team

23. Having identified major investment priorities and ambitions for the City, and the primary sources of funding through which to bring them to fruition, the Economic Development Team will be actively pursuing the above funding opportunities over forthcoming months.
24. The Economic Development Team also intends to explore ad hoc funding opportunities as and when they arise. This includes new and sometimes radical funding models to unlock key development sites and kick-start other growth initiatives in the City via municipal bonds, crowd funding and social impact bonds.
25. To support this, it is important for the City to harness the energy, ideas and expertise of its residents, businesses and academics, working with the Local Authority to lever in investment, develop new ideas for the future and become more proactive in seizing opportunities as they arise.
26. Other key events to report in recent weeks include a successful Funding and Finance Business Breakfast hosted by the Economic Development Team in the Mansion House and attended by 60 people. The funding pages of the York Means Business website are also in the process of being overhauled.