

Full Council

Supplementary Information



Date: Tuesday, 14 January 2020

Time: 2.00 pm

Venue: The Council Chamber - City Hall, College Green, Bristol, BS1 5TR

Please see below:

- **A Labour amendment to the Golden Motion.**
- **An agreed ALTERED Silver Motion.**

Issued by: Sam Wilcock, Democratic Services

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Date: Friday, 3 January 2020



Supplementary Information

11. Motions

Under the Council's constitution, 30 minutes are available for the consideration of motions. In practice, this realistically means that there is usually only time for one, or possibly two motions to be considered. With the agreement of the Lord Mayor, motion 1 below will be considered at this meeting, and motion 2 is likely to be considered, subject to time. Details of other motions submitted, (which, due to time constraints, are very unlikely to be considered at this meeting) are also set out for information.

(Pages 12 - 17)

MOTIONS RECEIVED FOR FULL COUNCIL – 14th January 2020

1. Reboot Democracy - improve decision-making and increase public engagement by developing forms of Deliberative Democracy

This Council notes:

- That the Administration has a genuine desire to engage with citizens, as demonstrated by continued support of the Citizens' Panel and efforts made to promote engagement in consultations on important decisions for the City;
- That present actions do not go far enough to truly engage all Bristolians. We are not reaching, or actively engaging, the majority of citizens in deprived parts of the City and we respond to the loud voices of the few who fill in consultations or who use Full Council to express their views.
- That barriers to participation are complex and potential participants may need training, incentives and different kinds of support to participate;
- That processes for setting the agenda and designing the mechanisms for participation should also be participatory;
- That the forms of engagement used presently take citizens' views but do not allow for input into decision-making, which does not encourage engagement. Often, people are not given enough information to be fully informed, which undermines the consultation process;
- That the value of consultations has been undermined by past failures like the Library Consultation in 2017, where citizens were presented with three very limited options and they could not support any one of them, or by the Western Harbour engagement when lack of information increased community fears and



made constructive discussion very difficult;

- That the majority of the citizenry are not engaged in decision making and feel disenfranchised;
- That Bristol has a vibrant culture of community organisations with local knowledge, existing community networks and experience of using participatory approaches. These organisations have the potential to contribute to processes of engagement and participation for under-represented groups;
- That **Deliberative Democracy** is an umbrella term, of which **Citizens' Assembly** is the best known. Citizens' Assemblies have been used effectively in many countries to solve complex political or social issues and are truly representative, as selection is stratified (like jury service) and people who attend are paid a stipend which validates the action. **Citizens' Jury** is a scaled down version of an assembly. Another form of deliberative democracy, used quite extensively in the UK between 2002-2010, is **Participatory Budgeting** which was shown to improve accountability and allow for the redistribution of funds. **Deliberative Polling** is an effective way to develop an informed citizenry, as this process takes a stratified group, captures their understanding of a topic, then fully informs them of the issues and once again surveys their opinions. The benefit is that the administration gets the views of citizens who have an holistic understanding of complex problems;
- That although there is a cost in running deliberative actions, the value of high-quality decisions, based on informed, reasoned debate makes it good value for money and delivers a stronger mandate to the Administration.

This Council believes:

- We trust our citizens to make decisions;
- Deliberative democracy complements consultation and makes it more meaningful. The difference is that a stratified selection is made and this is truly representative of the people;
- Deliberative processes are not intended for everyday politics and are best used for complex issues which are divisive or where there might be political gridlock;
- That types of deliberative democracy should be piloted in Bristol, with at least two projects within the next year. Examples could be: devolving some funds to the Area Committees through a Participatory Budget or a Citizens' Assembly on how to on get to carbon neutrality by 2030.

This Council proposes:

- That a group is set up to establish the terms of reference for Bristol's adoption of Deliberative Democracy, which would come back to this Council for ratification within three months. This process should itself be participatory, be cross-party and include people from Bristol's different communities, localities and socio-economic backgrounds with a role for Bristol's existing community organisations;
- That once the terms of reference are agreed, a sum of money (to be decided) will be set aside to fund the actions;
- That, once the terms are ratified, there will be a trial of at least two projects within the financial year 2020-2021 and I suggest the following:
 - A participatory budget, using the Area Committees as a delivery method
 - Citizens' Assembly with a theme chosen via a participatory process
 - Citizens' Assembly on how Bristol should respond to the Climate Emergency



Some interesting reading:

Some examples both within the UK and internationally -

<https://sharedfuturecic.org.uk/beyond-the-ballot-how-citizens-can-lead-the-climate-change-conversation/>

Video on how participatory budgeting can involve the whole community

<https://pbscotland.scot/film>

Deliberative polling and how it solved sectarian problems in Northern Ireland -

https://s3.amazonaws.com/academia.edu.documents/5900776/omagh-report.pdf?response-content-disposition=inline%3B%20filename%3DA_Deliberative_Poll_on_Education_What_pr.pdf&X-Amz-Algorithm=AWS4-HMAC-SHA256&X-Amz-Credential=AKIAIWOWYYGZ2Y53UL3A%2F20191128%2Fus-east-1%2Fs3%2Faws4_request&X-Amz-Date=20191128T114631Z&X-Amz-Expires=3600&X-Amz-SignedHeaders=host&X-Amz-Signature=8ea70cb3d53690e96800327c595a3949fb8dbd5c90a905ecf2f7a41346b6290d

Motion to be moved by: Cllr Paula O'Rourke, Green Group

Date of Submission: 2nd January 2020

2. Wood burners

Full Council shares the view of Marvin Rees, the elected Labour Mayor of Bristol, that wood burners produce dangerous levels of particulate pollution.

Full Council further endorses the administration signing up to the world's most ambitious clean air plan with UK100, which calls on the Government to adopt World Health Organisation recommended air pollution targets as legally binding.

Full Council believes that the Mayor is right to raise awareness of and enforce the existing Smoke Control Legislation in licensed premises to reduce the illegal burning of wood and solid fuels, including domestic wood burners and bonfire nuisance.

Full Council resolves to ask Party Group Leaders to back Marvin's calls for improved powers, resources, and legislation from national Government to ban particulates in industrial and domestic use, including and private wood burners.

Motion to be moved by: Cllr Don Alexander, Labour Group

Date of submission: 6th December 2019



1. Reboot Democracy - improve decision-making and increase public engagement by developing forms of Deliberative Democracy

This Council notes:

- That the Administration has a genuine desire to engage with citizens, as demonstrated by continued support of the Citizens' Panel and efforts made to promote engagement in consultations on important decisions for the City;
- That present actions do not go far enough to truly engage all Bristolians. We are not reaching, or actively engaging, the majority of citizens in deprived parts of the City and we respond to the loud voices of the few who fill in consultations or who use Full Council to express their views.
- That barriers to participation are complex and potential participants may need training, incentives and different kinds of support to participate, with disabled people particularly marginalised due to inaccessible process, meetings, and information;
- That processes for setting the agenda and designing the mechanisms for participation should also be participatory;
- That the forms of engagement used presently take citizens' views but do not allow for input into direct decision-making; ~~which does not encourage engagement. Often, people are not given enough information to be fully informed, which undermines the consultation process;~~
- ~~That the value of consultations has been undermined by past failures like the Library Consultation in 2017, where citizens were presented with three very limited options and they could not support any one of them, or by the Western Harbour engagement when lack of~~

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~~information increased community fears and made constructive discussion very difficult;~~

- That the majority of the citizenry are not engaged in decision making and feel disenfranchised;
- That Bristol has a vibrant culture of community organisations with local knowledge, existing community networks and experience of using participatory approaches. These organisations have the potential to contribute to processes of engagement and participation for under-represented groups;
- That the Council has a history of developing structures which involve equality groups, including an effective Commission on Race Equality and Women's Commission, who need to be involved in any rebooting of democracy;
- That **Deliberative Democracy** is an umbrella term, of which **Citizens' Assembly** is the best known. Citizens' Assemblies have been used effectively in many countries to solve complex political or social issues and are truly representative, as selection is stratified (like jury service) and people who attend are paid a stipend which validates the action. **Citizens' Jury** is a scaled down version of an assembly. Another form of deliberative democracy, used quite extensively in the UK between 2002-2010, is **Participatory Budgeting** which was shown to improve accountability and allow for the redistribution of funds. **Deliberative Polling** is an effective way to develop an informed citizenry, as this process takes a stratified group, captures their understanding of a topic, then fully informs them of the issues and once again surveys their opinions. The benefit is that the administration gets the views of citizens who have a holistic understanding of complex problems;
- That the Labour administration has provided officer resource and space for this topic to be explored at Hot Coffee Hot Topic.

- That although there is a cost in running deliberative actions, the value of high-quality decisions, based on informed, reasoned debate makes it good value for money and delivers a stronger mandate to the Administration.

This Council believes:

- We trust our citizens to make decisions;
- Deliberative democracy complements consultation and makes it more meaningful. The difference is that a stratified selection is made and this is truly more representative of ~~the people~~ all residents from all backgrounds in all areas of Bristol;
- Directly elected local councillors and politicians play a valuable and important role in representing their communities, with the current chamber and executive now more representative than it has ever been;
- Deliberative processes are not intended for everyday politics and are best used for complex issues which are divisive or where there might be political gridlock;
- That types of deliberative democracy should be piloted in Bristol, with at least two projects within the next year. Examples could be: devolving some funds to the Area Committees through a Participatory Budget or a Citizens' Assembly on how to on get to carbon neutrality by 2030.

This Council proposes:

- That a group commission is set up to establish the terms of reference for Bristol ~~'s adoption of piloting~~ Deliberative Democracy, ~~which would come back to this Council for ratification within three months~~. This process should itself be participatory, be cross-party and include people from Bristol's different and diverse communities, localities and socio-

economic backgrounds with a role for Bristol's existing community organisations – targetting communities who are underrepresented in the city's civic/public life, including on the basis of race, class, gender, sexuality, disability and all other protected characteristics;

- That once the terms of reference are agreed, a sum of money (to be decided) will be set aside to fund the actions and a wider programme of deliberative democracy initiatives – including participatory budgeting around £5 million to £10 million of elements of the capital programme;
- That, once the terms are ratified, there will be a trial of at least two projects within the financial year 2020-2021 and I suggest the following 2021-22 with the following considered:
 - A participatory budget, using the Area Committees or another means of neighbourhood working/localised community decision-making as a delivery method
 - Citizens' Assembly, Jury, or Panel with a theme chosen via a participatory process
 - Citizens' Assembly, Jury, or Panel- on how Bristol should respond to the Climate Emergency, building on the Climate Assembly UK which has been established by six House of Commons Select Committees, and in consultation with the expert independent One City Advisory Committee on Climate Change

Some interesting reading:

Some examples both within the UK and internationally - <https://sharedfuturecic.org.uk/beyond-the-ballot-how-citizens-can-lead-the-climate-change-conversation/>

Video on how participatory budgeting can involve the whole community <https://pbscotland.scot/film>

Deliberative polling and how it solved sectarian problems in Northern Ireland -

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Motion to be moved by: Cllr Paula O'Rourke, Green Group

Date of Submission: 2nd January 2020

Wood burners – proposed amended motion

To be moved by: [Councillor Ruth Pickersgill, Labour Party, Easton ward](#)
To be seconded by: Councillor Martin Fodor, Green [Party](#), Redland ward

Full Council [recognises the evidence published by medical researchers on the dangers of particulates, and](#) shares the view of [air quality campaigners and](#) Marvin Rees, the elected Labour Mayor of Bristol, that wood burners produce dangerous levels of particulate pollution.

Full Council further endorses the administration signing up to the world's most ambitious clean air plan with UK100, which calls on the Government to adopt World Health Organisation recommended air pollution targets as legally binding.

Full Council believes that the Mayor [was](#) right to raise awareness of [this issue in his speech supporting action in June 2019](#) and [asks for a report back to Full Council, following engagement with communities across the city, within six months of this Council meeting that:](#)

- discusses the strategy that could be adopted and resources needed to encourage cultural change away from use of wood burners as a non-essential source of heating;
- [reports on the enhanced enforcement of the existing Smoke Control Legislation in domestic and licensed premises to reduce the illegal burning of wood and solid fuels, including domestic wood burners and bonfire nuisance;](#)
- [identifies the powers needed to stop the sale of raw house coal \(non-smokeless coal and wood fuel\) currently available across the city;](#)
- [suggests the resources and powers needed to ensure the fitting of alternative heating sources in homes still reliant on open fires in the city plus the removal and replacement of DEFRA-approved solid fuel appliances with other sources of heat;](#)
- [updates members on the work underway to find solutions for van dwellers using wood fuel for heating;](#)
- [explores the options available to the Council in pressing the Environment Agency \(who manage process industry emissions\) to take a more robust approach with industrial and commercial sources of smoke and dust affecting residents;](#)
- [identifies the legal changes needed to Building Regulations approval and Development Control permissions which encourage and legitimise the fitting of wood stoves as a contribution to the carbon saving in the Part L energy performance requirement for new homes applications in the city;](#)
- [reports on a proposed timescale for the Council to ensure it has identified and replaced any wood burning appliances being actively used in council sites and facilities;](#)
- [gives a timescale for piloting and implementing the changes that can be made without new powers or resources.](#)

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Full Council resolves to ask Party Group Leaders to back Marvin's calls for improved powers, resources, and legislation from national Government to ban particulates in industrial and domestic use, including [commercial](#) and private wood burners.