

Summons to attend meeting of Full Council



Date: Tuesday, 10 September 2019

Time: 6.00 pm

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

To: All Members of Council

Members of the public attending meetings or taking part in Public forum are advised that all Full Council are now filmed for live or subsequent broadcast via the council's [webcasting pages](#). The whole of the meeting is filmed (except where there are confidential or exempt items) and the footage will be available for two years. If you ask a question or make a representation, then you are likely to be filmed and will be deemed to have given your consent to this. If you do not wish to be filmed you need to make yourself known to the webcasting staff. However, the Openness of Local Government Bodies Regulations 2014 now means that persons attending meetings may take photographs, film and audio record the proceedings and report on the meeting (Oral commentary is not permitted during the meeting as it would be disruptive). Members of the public should therefore be aware that they may be filmed by others attending and that is not within the council's control.

City Hall has a water fountain by the Council Chamber, you are invited to bring your reusable receptacles as there are no plastic cups

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Date: Friday, 30 August 2019



www.bristol.gov.uk

Agenda

1. Welcome, Introductions and Safety Information

(Pages 12 - 13)

2. Apologies for Absence

3. Minutes of the Previous Meeting

To agree the minutes of the previous meeting as a correct record.

(Pages 14 - 28)

4. Declarations of Interest

To note any declarations of interest from the Councillors. They are asked to indicate the relevant agenda item, the nature of the interest and in particular whether it is a **disclosable pecuniary interest**.

Any declarations of interest made at the meeting which is not on the register of interests should be notified to the Monitoring Officer for inclusion.

5. Lord Mayor's Business

To note any announcements from the Lord Mayor

6. Public Forum (Public Petitions, Statements and Questions)

Please note: Up to 30 minutes is allowed for this item. Public forum items should be e-mailed to democratic.services@bristol.gov.uk

Public forum items can be about any matter the Council is responsible for or which directly affects the city.

Please note that the following deadlines apply to this meeting:

a. Public petitions and statements: Petitions and written statements must be received by **12 noon on Monday 9 September 2019** at latest. One written statement per member of the public is permitted.

b. Public questions: Written public questions must be received by **5pm on Wednesday 4 September 2019** at the latest. A maximum of 2



questions per member of the public is permitted and questions should be addressed to the Mayor or relevant Cabinet Member.

7. Petitions Notified by Councillors

Petitions notified by Councillors can be about any matter the Council is responsible for or which directly affects the city. The deadline for the notification of petitions to this meeting is **12 noon on Monday 9th September 2019**.

8. Petition Debate - Pause Bristol's 5G Rollout

(Pages 29 - 30)

9. Petition Debate - A Right to Shelter

(Pages 31 - 32)

10. Report from Youth Mayors/ Youth Council on manifesto for year ahead

(Pages 33 - 39)

11. Report of the Independent Remuneration Panel

(Pages 40 - 69)

12. Polling District Review

(Pages 70 - 128)

13. Annual Report of the Audit Committee

**(Pages 129 -
142)**

14. Updates to the Constitution

**(Pages 143 -
154)**

15. Motions

Note:

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.



1. Green New Deal

Full Council notes:

1. The Paris Agreement, which recognises that we must keep global temperature rises below 1.5°C to prevent the worst effects of climate change; said accord's commitment by national governments to reduce carbon emissions, though by less than the ambitious targets set and brought forward by Bristol's Labour council – most recently to 2025.
2. The draft Local Plan's commitment to carbon neutral homes and development, together with successive investments by Labour budgets in renewable energy; lower-emissions vehicles for the authority, waste company, and Lord Mayor; progress towards a new recycling and reuse centre at Hartcliffe Way; low-carbon heat networks to tackle fuel poverty; insulating 20,000 council properties; and delivering renewable energy projects.
3. The Climate Emergency, which Bristol institutions have been the first in the country to declare and which Mayor Marvin Rees led 435 UK councils to declare via the Local Government Association; the climate protests sweeping this country including the youth strikes for climate and Extinction Rebellion and the increasingly widespread calls for a transformative Green New Deal to tackle the challenges that face us.
4. The radical carbon neutrality action plan, the Mayor's speech on Clean Air Day, Bus Deal negotiations, the £1 billion City Leap energy transformation programme, progressing plans for an underground/overground mass transit system, introduction of carbon budgeting, and establishment of the One City Environment Board, advised by the expert Advisory Group on Climate Change; and the data set out within July's action plan, which shows that the city's consumption and imports make up ten times the emissions of aviation and shipping, and twice as much as electricity, gas, and transport.
5. The shadow Chancellor's plans to bring forward the Government's net-zero emissions target from 2050, invest £250 billion in a National Transformation Fund, ensure 60% of energy is from low or zero carbon sources by 2030, and raise research and development spending to 3% by of Gross Domestic Product by 2030.

Full Council believes:

1. As set out repeatedly by the Labour administration, social and environmental justice must go hand-in-hand – especially given the poorest suffer first and most from climate change and that the richest have carbon footprints four times larger than those of the poorest; and that cities have an increasingly crucial role in delivering on both fronts, as set out in the Global Parliament of Mayors' Bristol Declaration of 2018.
2. In the work being done by this council with partners to locally implement the United Nations' Sustainable Development Goals (UN SDGs), which recognise the interdependence of the Climate Emergency with simultaneous crises including poverty, housing, and health.



3. Deregulation and cuts to support for renewable energy by the Government have discouraged corporations away from reducing their dependence on dwindling and damaging fossil fuels.

4. A state-led green industrial revolution of investment, regulation, and partnerships would decarbonise and transform our economy, and limit global average temperature rises below 1.5°C

5. Bristol’s world-famous aerospace sector, the birthplace of Concorde, should be at the forefront of decarbonising the aviation industry – increasing fuel efficiency advances and further accelerating the development of hybrid/electric planes.

Full Council resolves:

1. To restate the urgency of the Climate Emergency, and welcome declarations from the LGA and the West of England Combined Authority.

2. To back the One City Plan, aligned with the UN’s SDGs, and to work towards delivering the Green New Deal locally where possible, as below.

3. To request that Party Group Leaders write to their respective national party leaders for their support with national legislation, regulation, and investment to enable the accelerated delivery of the Friends of the Earth asks and projects set out in ‘Notes 4’ together with the following local and national pledges which we would like to work towards and deliver:

- a commitment to zero carbon emissions by 2030;
- the rapid phase-out of all fossil fuels and a low-carbon transport integrated network for Bristol and the region;
- large scale investment in renewables;
- a just transition to well-paid, unionised, green jobs available for all, with skills (re-)training and support for the jobs of the present and future, together with workers’ cooperatives and mutuals;
- a green industrial revolution expanding active workers’ engagement, representation and consultation and public, democratic ownership as far as necessary for the transformation, green public integrated transport that connects Britain;
- support developing countries’ climate transitions by increasing transfers of finance, technology, and capacity;
- assuring empowered communities and everyone’s basic rights through the provision of universal services;
- and welcoming climate refugees while taking measures against the displacement of peoples from their home cities and countries and how that further compounds political and social instability.

Motion to be moved by: Cllr Kye Dudd

Date of submission: 29th August 2019

2. Support For Freeports

“This Council is intrigued by the possibilities presented by the Prime Minister’s



Freeports initiative as a means of maximising new global trading opportunities.

Globally, there are around 3000 of these free trade zones, which can be established at both sea and air points of entry, including a more limited version of these within the European Union. These are areas within a geographic boundary of a country but, legally, are treated as external to that state for the purposes of applying different (lower) customs duties and business rates.

Historically, these ports have proved to be catalysts for economic redevelopment and regeneration.

Council also notes that some concerns have been raised over potential risks associated with the operation of these facilities, namely as a vehicle for money laundering, counterfeiting and/or tax evasion. However, it should equally be recognised that these threats or dangers can be prevented, mitigated and minimised through the operation of greater transparency, regulation and oversight.

The Bristol Port Company has already expressed interest in exploring a bid to be included in the first ten tranche to be decided by the Freeports Advisory Panel. It is this Council's view that the future prosperity of our City Region could be greatly enhanced by this change of status.

Accordingly, Council calls on the Mayor to lend his support for any formal application made by the Port Company, and work with the West of England Combined Authority to ensure that we are best placed to take advantage of or benefit from this prestigious, national programme."

Motion to be moved by: Cllr Mark Weston

Date of submission: 29th August 2019

3. 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 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;
- That the majority of the citizenry are not engaged in decision making



and feel disenfranchised;

- 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;
- Having been the first council in the country to sign up to be carbon neutral in 2030, we should now be the first council to embrace deliberative democracy;
- 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 elements of the paper on Getting to Carbon Neutrality by 2030.

This Council proposes:

- That a cross-party 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.
- 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:
 - Citizens' Assembly on how Bristol should respond to the Climate Emergency
 - A participatory budget, using the Area Committees as a delivery method



Motion to be moved by: Cllr Paula O'Rourke

Date of Submission: 29th August 2019

4. Public Health Funding

This Council notes that:

- The public health grant funds vital services and functions that prevent ill health and contribute to the future sustainability of the NHS. Local authorities are responsible for delivering most of these services, but their ability to do so is compromised by public health grant reductions and the broader funding climate.
- In 2018/19 and 2019/20 every local authority will have less to spend on public health than the year before.ⁱ Taking funds away from prevention is a false economy. Without proper investment in public health people suffer, demand on local health services increases and the economy suffers. Poor public health costs local businesses heavily through sick days and lost productivityⁱⁱ. Unless we restore public health funding, our health and care system will remain locked in a 'treatment' approach, which is neither economically viable nor protects the health of residents.
- The Government is looking to phase out the Public Health Grant by 2020/21. Thereafter, they plan to fund public health via 75% business rates retentionⁱⁱⁱ. Whatever the model, it is vital that local authorities have enough funding to deliver the functions and services they need to provide. Deprived areas often suffer the worst health outcomes, so it is also vital that areas with the greatest need receive sufficient funding to meet their local challenges^{iv}.
- Around four in ten cancers are preventable, largely through avoidable risk factors, such as stopping smoking, keeping a healthy weight and cutting back on alcohol^v. Smoking accounts for 80,000^{vi} early deaths every year and remains the largest preventable cause of cancer in the world^{vii}. Smoking-related ill health costs local authorities £760 million every year in social care costs^{viii}. Additionally, obesity and alcohol account for 30,000^{ix} and 7,000^x early deaths each year respectively. All three increase the risk of: cancer, diabetes, lung and heart conditions, poor mental health and create a subsequent burden on health and social care.

This Council believes that:

- Taking funds away from prevention is a false economy. Without proper investment in public health people suffer, demand on local health services increases and the economy suffers. Poor public health costs local businesses heavily through sick days and lost productivity^{xi}. Unless we restore public health funding, our health and care system will



remain locked in a ‘treatment’ approach, which is neither economically viable nor protects the health of residents.

- The impact of cuts to public health on our communities is becoming difficult to ignore. This case becomes more pressing given the Government’s consideration of a 10-year plan for the NHS. For this reason, we support Cancer Research UK’s call for increased and sustainable public health funding. This Council calls on the Government to deliver increased investment in public health and to support a sustainable health and social care system by taking a ‘prevention first’ approach. In turn, Bristol City Council will continue to support and fund public health initiatives to the best of our abilities - to prevent ill-health, reduce inequalities and support a health and social care system that is fit for the future.

ⁱ DCLG. [Public health grants to local authorities: 2018 to 2019.](#)

ⁱⁱ Action on Smoking and Health (ASH). [Ready Reckoner: 2018 edition.](#)

ⁱⁱⁱ Hansard. [Local Government Finance Settlement](#), 19 December 2017

^{iv} Marmot, Michael G., et al. (2010). [‘Fair society, healthy lives: Strategic review of health inequalities in England post-2010’.](#)

^v Cancer Research UK. [Can cancer be prevented?](#)

^{vi} NHS Digital. [Statistics on Smoking, England – 2017.](#)

^{vii} Cancer Research UK. [Smoking and cancer.](#)

^{viii} ASH. [Cost of smoking to social care - 2017.](#)

^{ix} National Obesity Forum. [Impact of obesity.](#)

^x ONS. [Alcohol-specific deaths in the UK: registered in 2016.](#)

^{xi} Action on Smoking and Health (ASH). [Ready Reckoner: 2018 edition.](#)

Motion to be moved by: Cllr Eleanor Combley

Date of Submission: 29th August 2019

5. Standing up for Responsible Tax Conduct

Full Council notes that:

1. There is a strong desire from people in the UK to see businesses pay the right amount of tax in the right place at the right time.^[1]
2. Polling from the Institute for Business Ethics finds that “corporate tax avoidance” has, since 2013, been the clear number one concern of the British public when it comes to business conduct.^[2]
3. 6 in 10 of the public agree that the Government and local councils should consider a company’s ethics and how they pay their tax as well as value for money and quality of service provided, when undertaking procurement.^[1]
4. 15% of public contracts in the UK have been won by companies with links to tax havens.^[3]
5. A conservative estimate of losses to the UK from multinational profit-shifting is £7bn per annum in lost corporation tax revenues.^[4]
6. The Fair Tax Mark offers a means for business to demonstrate good tax conduct, and has been secured by organisations with a combined annual income of £50bn and more than 6,500 outlets and premises, including many social enterprises and co-operatives.^[5]

Full Council believes that:



1. Paying tax should not be presented as a burden, but as the way we provide for a society we would want to live in.
2. Tax enables us to provide services from education, health and social care, to flood defence, roads, policing and defence. It also helps to counter financial inequalities and rebalance distorted economies.
3. As recipients of significant public funding, local authorities should take the lead in the promotion of exemplary tax conduct; be that by ensuring contractors are paying their proper share of tax, or by refusing to go along with offshore tax dodging when buying, selling or leasing land and property.
4. Where substantive stakes are held in private enterprises, then influence should be wielded to ensure that such businesses are exemplars of tax transparency and tax avoidance is shunned - e.g., no use of marketed schemes requiring disclosure under DOTAS regulations (Disclosure Of Tax Avoidance Schemes) or arrangements that might fall foul of the General Anti-Abuse Rule.
5. More action is needed, however, current law significantly restricts councils' ability to either penalise poor tax conduct or reward good tax conduct, when buying goods or services.
6. UK cities, counties and towns can and should stand up for responsible tax conduct - doing what they can within existing frameworks and pledging to do more given the opportunity, as active supporters of international tax justice.

Full Council resolves to:

1. Approve the Councils for Fair Tax Declaration.
2. Lead by example and demonstrate good practice in our tax conduct, right across our activities. This applies to what we buy, what we sell, our own businesses, our choice of partners and our investments.
3. Ensure contractors implement IR35 robustly and pay a fair share of employment taxes.
4. Not use offshore vehicles for the purchase of land and property, or allow their use when selling or leasing, especially where this leads to reduced payments of stamp duty.
5. Undertake due diligence to ensure that not-for-profit structures are not being used inappropriately as an artificial device to reduce the payment of tax and business rates.
6. Demand clarity on the ultimate beneficial ownership of suppliers, including care homes, schools, developers of council land and organisations and people we sell to, and their consolidated profit & loss position.
7. Promote Fair Tax Mark certification for any business in which we have a significant stake and where corporation tax is due.
8. Support Fair Tax Week events in the area, and celebrate the tax contribution made by responsible businesses who say what they pay with pride.
9. Support calls for urgent reform of EU and UK law to enable local authorities to better penalise poor tax conduct and reward good tax conduct through their procurement policies.
10. Ask the Mayor to instruct officers to bring back a report to Full Council within one year about the current situation, the practical problems and barriers and potential solutions, such as publishing a register or other mechanisms. And then to report back annually on progress towards the long term goal that all monetary transactions of the Council are with people and organisations who pay fair tax.

References:

[1] <https://fairtaxmark.net/trust-in-hmrc-on-the-increase-but-record-levels-of-concern-on-businesses-tax-behaviour/>

[2] https://www.ibe.org.uk/userassets/briefings/ibe_survey_attitudes_of_the_british_public_to_business_ethics_2016.pdf

[3] <https://fairtaxmark.net/wp-content/uploads/2019/07/Intro-to-CFFTD.pdf>

[4] <https://www.taxresearch.org.uk/Blog/2017/11/08/the-uk-loses-20-of-total-corporate-profits-to-tax-havens-but-hmrc-are-in-denial-about-the-missing-7-billion/>

[5] <https://fairtaxmark.net/>

Motion to be moved by: Cllr Eleanor Combley



Date of Submission: 29th August 2019

6. Funding Crisis In Local Schools

This Council notes with concern:

That in spite of the introduction of the Conservative Government’s much-heralded National Funding Formula, Bristol’s schools remain seriously under-funded so risking a good educational start in life for all our children;

That there are reports from heads and others that many of our primary schools face going into the red unless urgent additional funding is allocated; and,

That special funds such as those from the Pupil Premium and SEND are being used to keep some schools functioning

That the funding crisis is already having a detrimental impact on our children’s education – with heads reporting that they have already cut teachers and teaching assistants in order to make ends meet.

Council therefore resolves:

To prepare a report consolidating the financial positions submitted by head teachers and governing bodies setting out the funding crisis in local schools; and,

To have this report put on the agenda and debated publicly in Full Council or within the appropriate scrutiny commission and,

To instruct the Executive Member for Education & Skills to submit this approved report to the Secretary of State for Education and to lobby for urgent additional funding to redress the crisis and to report back to Council on her progress.

Motion to be moved by: Cllr Anthony Negus Cotham (Lib Dem)

Date of submission: 29th August 2019

