

The Bristol Civic Leadership Project

The Prospects for Mayoral Governance in Bristol

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Cover picture: A view of Bristol City Hall

Executive Summary

In a referendum, held on 3 May 2012, the citizens of Bristol voted in favour of a Directly Elected Mayor (DEM) to lead the city by a margin of around 5,100 votes. Following a lively contest between fifteen candidates, George Ferguson, an Independent, was elected as Mayor of Bristol on 15 November 2012, and a new era of mayoral governance in Bristol has now commenced. In a very short period of time, the governance of Bristol has changed dramatically. Moreover, Mayor Ferguson has indicated that he would like the City of Bristol to be seen as a 'test bed for urban innovation'. It is a safe prediction, therefore, that Bristol will experience a good deal of experiment with new forms of urban democracy in the coming period.

The Bristol Civic Leadership Project

This is the first research report from *The Bristol Civic Leadership Project*. We believe that this project is the first 'before' and 'after' study of the impact of the directly elected form of urban governance ever carried out. The Bristol Civic Leadership Project addresses two important questions:

- 1) What difference does a Directly Elected Mayor (DEM) make?
- 2) What steps can be taken to ensure that the introduction of a DEM brings about benefits and avoids potential disadvantages?

This report – *The Prospects for Mayoral Governance in Bristol* – captures a baseline of information about attitudes to the governance of Bristol ahead of the Mayoral election in November 2012. It reports on the perceptions different respondents have of 'the prospects' for Mayoral governance in Bristol.

Headline findings

The research has unearthed valuable insights into attitudes towards the past system of urban governance in Bristol, and identified many ideas relating to the future prospects for governance led by a directly elected mayor.

The outgoing **system** of leader and cabinet is widely regarded as flawed in terms of visibility of the leader and effectiveness in decision-making. The mayoral model is considered to offer potential to make improvements in these areas.

The mayoral system should provide leadership across and beyond the city, working in partnership across sectors and with other local authorities. Views on whether a directly elected mayor will improve leadership of the city vary considerably by area. However, in all wards except two – Hartcliffe and Whitchurch – more people agree than disagree that leadership will improve.

There is a mismatch in the views on the outgoing governance system and the new mayoral model, between leaders in the political realm and the views of leaders in the managerial, community and business realms of civic leadership.

This suggests that councillors – those in the political realm - may not be sufficiently in touch with the other spheres of activity in the city. It follows that improving communication between the different realms of civic leadership in the city should be a priority.

The mayoral system will need to identify mechanisms through which to guarantee transparency and scrutiny of decision-making, as there are concerns about the mayor's electoral mandate (low voter turnout) and the potential lack of checks and balances in the mayoral system. The Inquiry Day organised by Bristol City Council in September 2012 also came to this conclusion.

The majority of our respondents felt that the mayoral system of governance would drive improvements in public services, but that also it could, and should, be more responsive to local people. It will be important for the mayor to create 'routes in' for people's voices to be heard, especially from poorer neighbourhoods and marginalised groups.

More information

It is hoped that this report can be the first of series of rigorous studies of the changing nature of local democracy in Bristol and the Bristol city region. For more information on the Bristol Civic Leadership Project visit:

<http://bristolcivicleadership.net>

1) Introduction – why have we done this report?

This is the first research report from *The Bristol Civic Leadership Project*. We believe that this project is the first ‘before’ and ‘after’ study of the impact of the directly elected form of urban governance ever carried out.

We hope that this research will be of interest to three potential audiences. First, we intend it to be helpful to all those involved in reshaping the governance system of the City of Bristol – from the neighbourhood level to the level of the city region. Second, we hope that it will be useful to national policy makers concerned to advance the development of more effective forms of city leadership in the country as a whole. Third, we believe that the analysis could be of interest to other cities in the UK, and further afield, who may be considering ideas on how to reform their approach to city governance.

In a referendum held in May 2012 the citizens of Bristol voted in favour of a Directly Elected Mayor (DEM) to lead the city by a margin of around 5,100 votes. From a turnout of 24%, 41,032 people voted in favour of a mayor, while 35,880 voted against. The voters of Bristol, unlike those in other English cities, rejected the idea of sticking with the familiar model of urban governance, and opted for something entirely new.

In August 2012 Bristol City Council agreed to collaborate with the two local universities in an action/research project on the governance of the city and the city region. The City Council felt it was important to arrange for an independent assessment to be carried out of the changing pattern of urban governance. Other civic leaders were brought into the conversation and a new kind of research project was developed – one that combines evaluation research with a high level of researcher engagement in the policy process.

The Bristol Civic Leadership Project addresses two important questions:

- 1) What difference does a Directly Elected Mayor (DEM) make?
- 2) What steps can be taken to ensure that the introduction of a DEM brings about benefits and avoids potential disadvantages?

This report – *The Prospects for Mayoral Governance in Bristol* – captures a baseline of information about attitudes to the governance of Bristol ahead of the Mayoral election that was held on 15 November 2012. It reports on the perceptions different stakeholders have of ‘the prospects’ for Mayoral governance in Bristol. While the research has benefited from the advice and insights of a Research Advisory Board – see **Appendix 1** – the responsibility for the content of this report rests with the authors.

2) Context: the elected mayor debate

Directly elected mayors are still a relatively new phenomenon in British politics. In legislative terms the Greater London Authority Act 1999 started the ball rolling. It provided for the creation of a new strategic authority for the governance of the capital – an authority that would be led by a directly elected mayor. In 2000 Ken Livingstone became the first directly elected political executive in UK history when he was elected Mayor of Greater London. He brought high profile political leadership to the capital and made many significant improvements – particularly in public transport, greening the city and capital investment. In the period since 2008, Boris Johnson has also exercised a bold outgoing approach to the leadership of Greater London. Many in local government opposed the idea of introducing a Mayor for London. Now, twelve years later, few voices are raised arguing that the government should abolish the directly elected mayor for London.

This is not to imply that there is wide acceptance of the virtues of mayoral models of local governance. On the contrary, most local authorities in England have chosen **not** to introduce directly elected mayors, despite having had the opportunity to do so for more than a decade. The Local Government Act 2000 required English local authorities to move away from the established committee-based structure of decision making and choose one of three alternative models: indirectly elected council leader and cabinet; directly elected mayor and cabinet; and directly elected mayor and council manager. The vast majority, including Bristol City Council, opted for the leader and cabinet model. By 2012 only 15 English local authorities, excluding London and Bristol, had decided to introduce a directly elected mayor – not much more than 3% of those entitled to do so.¹

The Coalition Government, elected in May 2010, embarked on a fresh effort to encourage the large cities in England to introduce directly elected mayors. The Localism Act 2011 required the twelve largest cities in England to hold referendums on whether or not to adopt elected mayors. Two of the listed cities – Liverpool and Salford – decided to go ahead and introduce directly elected mayors under existing legislation. This meant that citizens in ten English cities participated in the referendums held in May 2012. Nine cities said ‘no’. Bristol, as mentioned earlier, was the only city to vote ‘yes’. The fact that Bristol citizens chose a distinctive path for local democratic reform generated national interest.

The subsequent election, held on 15 November 2012, attracted fifteen mayoral candidates, more than in any other mayoral election in England. Over twenty well-attended public meetings were organised by a wide variety of organisations, from community groups to business networks. These mayoral hustings provided many opportunities for lively debates about the future direction of the city, and there was a high level of media interest. Some

¹ Fenwick J. and Elcock H. (2012) ‘Elected mayors: Leading locally?’ Paper to the Policy and Politics Conference, University of Bristol, September.

323,310 citizens were entitled to vote – a large electorate. A total of 90,273 votes were cast, representing a voter turnout of 27.9%

An Independent candidate, George Ferguson, won the contest by polling 37,353 votes. The runner up was Marvin Rees, the Labour Party Candidate, who polled 31,259 votes. Mayor Ferguson formally took over responsibility for leading the City of Bristol at a swearing in ceremony held on 19 November 2012, three days after the results of the election were announced.

The debate about elected mayors generates strong feelings. There are many arguments and counter arguments to consider. Here, by drawing on the literature relating to elected mayors, we summarise the main pros and cons.

Arguments in favour of directly elected mayors:

- Visibility – citizens and others know who the leader of the city is
- Legitimacy and accountability – arising from the direct election process
- Strategic focus and authority to decide – a mayor can make tough decisions for a city and then be held to account
- Stable leadership – a mayor holds office for four years and this can underpin a consistent approach to government
- Attract new people into politics – creative individuals may be able to stimulate innovation in citizen activism and business support
- Partnership working – a mayor is seen as the leader of the place, rather than the leader of the council. This can assist in building coalitions

Arguments against directly elected mayors:

- Celebrity posturing – the model could attract candidates more interested in self-promotion than sound policy making
- Wrong area – the Localism Act provides for mayors to be elected for unitary authorities when many consider that metropolitan mayors on the London model are needed
- Recipe for corruption – the model could place too much power in the hands of one person
- Weak power of recall – elect an incompetent mayor and the city is stuck with this person for four years
- Cost – having a mayor will cost more money
- Our over-centralised state remains – without a massive increase in local power to decide things the mayor will be a puppet dancing on strings controlled in Whitehall

In setting out these various positions we are not endorsing any of them. Rather we are using these lists to suggest that important issues relating to the future of local democracy are at stake, issues that will remain a challenge for all those concerned with the future governance of Bristol. In this context, it is important to note that over 35,000 Bristol citizens voted **against** the introduction of a directly elected mayor. This suggests that a considerable

number of citizens have real concerns about the mayoral model. This is one of the main reasons why this action/research project has the explicit aim – the second aim - of contributing insights designed to ensure that the introduction of a directly elected mayor brings about benefits and avoids potential disadvantages. There are different models of mayoral governance and we hope that this research can assist decision makers develop a sound mayoral model for Bristol, one that responds to the concerns expressed by citizens, as well as to the enthusiasm that has been generated for developing a new approach to urban leadership.

3) The Bristol Civic Leadership Project

3.1 The realms of civic leadership

In previous research on place-based leadership in several countries, we have distinguished between three different realms of civic leadership.² Civic leaders operate at many geographical levels – from the street block to an entire sub region and beyond. It is helpful to distinguish three realms of place-based leadership reflecting different sources of legitimacy:

- **Political leadership** – referring to the work of those people elected to leadership positions by the citizenry. These are, by definition, political leaders. Thus, directly elected mayors, all elected local councillors, and Members of Parliament are political leaders. Having said that we should acknowledge that different politicians carry different roles and responsibilities and will view their political roles in different ways.
- **Managerial/professional leadership** – referring to the work of public servants appointed by local authorities, central government and third sector organisations to plan and manage public services, and promote community wellbeing. These officers bring professional and managerial expertise to the tasks of local governance.
- **Community and business leadership** – referring to the work of the many civic-minded people who give their time and energy to local leadership activities in a wide variety of ways. These may be community activists, business leaders, social entrepreneurs, trade union leaders, voluntary sector leaders, religious leaders, higher education leaders and so on.

Our previous research shows that leaders from all three ‘realms of civic leadership’ can play a critical role in the leadership of a city. Those elected or appointed to senior positions in a city are certainly expected to exercise civic leadership, but leadership capacity is much more widely dispersed. In theory, the mayoral model provides an opportunity for the political leader to energise all three realms of civic leadership in ways that are difficult under the traditional UK model of urban governance.

The three realms of leadership are all important in the civic leadership of a city. Crucially, they overlap. We describe the areas of overlap between these different realms of leadership as innovation zones – areas providing many opportunities for innovation – see **Figure 1**. This is because **different perspectives are brought together** within these zones and this can enable active questioning of established approaches. **Figure 1** seeks to emphasise

² Hambleton R. (2009) ‘Civic Leadership for Auckland. An International Perspective’ in *Royal Commission on Auckland Governance*. Vol 4, Part 11, pp515-552; Hambleton R. (2011) ‘Place-based leadership in a global era’, *Commonwealth Journal of Local Governance*, Issue 8/9: May-November.

the connectivity, or potential connectivity, across the realms of civic leadership.

Figure 1: Realms of civic leadership



It is helpful to clarify two key terms – ‘leadership’ and ‘public service innovation’ – as they lie at the heart of this research project. In previous work we have defined leadership as: ‘Shaping emotions and behaviour to achieve common goals’.³ This implies a facilitative approach to local leadership. In our recent research on place-based leadership we defined public service innovation as: ‘Creating a new approach to public service and putting it into practice’.⁴ Innovation can, of course, take place within any one of our three realms of leadership. However, it is our suggestion that outgoing leadership - leadership that spans across the realms - might be expected to foster more radical approaches to public service innovation. The Bristol Civic Leadership Project uses the conceptual framework set out in **Figure 1** to guide information gathering and analysis. The model has the advantage of drawing attention to ‘missing voices’. A good test of a system of urban governance is to consider whether actors in all three realms of civic leadership have a meaningful role.

³ This definition was first presented by Hambleton R. (2007) ‘New leadership for democratic urban space’ p174 in Hambleton R. and Gross J. S. (eds) *Governing Cities in a Global Era. Urban Innovation, Competition and Democratic Reform*. Basingstoke and New York: Palgrave.

⁴ Hambleton R. and Howard J. (2012) *Public Sector Innovation and Local Leadership in the UK and the Netherlands*. York: Joseph Rowntree Foundation p11.

We have used this conceptual framework in the preparation of this report. Thus, the various surveys that are reported on in Sections 4 and 5 have been designed to elicit the views of respondents drawn from **all three realms of civic leadership**. And the Bristol Prospects Workshop, held on 3 October 2012, was deliberately signed to bring together leading figures from all three realms of civic leadership.

As mentioned in Section 1) the research project has two main aims and we now explain how we are addressing each of them in this study.

3.2 Evaluation research

Aim 1) What difference does a Directly Elected Mayor (DEM) make?

To answer this question requires evaluation research. By drawing on earlier studies we are using the following criteria to evaluate the governance system both 'before' and 'after' the DEM is elected.⁵ These criteria assess the impact of the change in terms of leadership, and also analyse the impacts of the introduction of the DEM on different aspects of city governance processes.

1. Leadership in the community
2. Effective representation of the citizen
3. Legitimacy and accountability
4. Effectiveness in decision-making and implementation
5. Effective scrutiny of policy and performance
6. Responsiveness to local people

In September and October interviews with key actors were carried out, and surveys of various interested parties were executed – of citizens, councillors, public officials, and business and community stakeholders. The details of the survey methods are set out in **Appendix 2**. In addition, the research team organised a 'Prospects Workshop' to bring together an invited group of civic leaders to share ideas on the future possibilities for Mayoral Governance in the city.

3.3 Action research

Aim 2) What steps can be taken to ensure that the introduction of a DEM brings about benefits and avoids potential disadvantages?

⁵ These six criteria are a development of the criteria used in: HM Government (1993) *Community Leadership and Representation: Unlocking the Potential*. Report of the Working Party on the Internal Management of Local Authorities in England. London: HMSO. They were used by Hambleton in his study of local political management arrangements in the US, New Zealand, and Oslo: Hambleton R. (1998) *Local Government Political Management Arrangements – An International Perspective*. Edinburgh: The Scottish Office. Sweeting also used them in his study of local government in Spain: Sweeting S. (2012) 'Analysing Local Political Management in Spain', *Local Government Studies*, 38:2, 231-247.

A key role of our Research Advisory Board is to help ensure that the research has beneficial impacts. The Board met in September and December 2012 to provide advice to the research team. Members of the research team have attended numerous meetings during the course of the research and provided advice and suggestions. For example, we assisted the Overview and Scrutiny Management Committee of the City Council organise an Inquiry Day into 'Overview and Scrutiny in Mayoral Bristol' held on 14 September 2012. We also attended the relevant committee meeting of the Council after the Inquiry Day to offer inputs on 18 October 2012.

On 5 October 2012 we organised a 'Prospects Workshop' to bring together an invited group of civic leaders, drawn from inside and outside local government, to share ideas on the future possibilities for Mayoral Governance in the city. This was a very productive session and the research team produced a *Report on the Prospects Workshop* that was circulated to a wide audience.

The research team have made numerous contributions to the media – radio, television, newspapers, and news websites – about the research project. We have also created a research project website to facilitate information sharing and debates about leadership approaches for Bristol:

<http://bristolcivicleadership.net>

This approach to research is called 'engaged research' in the US context.⁶ It involves a redefinition of the nature of scholarship and we hope that, over time, the Bristol Civic Leadership Project will contribute new ideas on how scholars and practitioners can co-create new knowledge and understanding by developing a partnership approach to social discovery.

⁶ We have drawn insight from Boyer E. L. (1990) *Scholarship Reconsidered. Priorities of the Professoriate*. Princeton, New Jersey: The Carnegie Foundation for the Advancement of Teaching.

4) Urban governance in Bristol before the mayoral election

In this section we present data on attitudes to the Bristol system of governance as it existed **before** the election of the new Mayor in November. The results are drawn from three sources:

- A survey of citizen attitudes - involving analysis of 658 responses to questions presented to the Bristol Citizens' Panel
- A survey of civic leaders in Bristol – this survey was sent to civic leaders drawn from the three realms of civic leadership outlined in Section 3.1 and outlined in diagrammatic form in **Figure 1**. A total of 120 civic leaders responded providing us with a good number from each of the realms of civic leadership
- The views expressed by the civic leaders who participated in the 'Prospects Workshop' that we organised at the University of Bristol on 5 October 2012

More details on survey research methods are provided in **Appendix 2**. In the narrative that follows, the results from the three sources are combined under headings that match the criteria for evaluation introduced in Section 3.2. In relation to the survey of civic leaders, we report the findings by realm of leadership, i.e. political realm (councillors); managerial/professional realm (council officers and public sector stakeholders); and community and business realms (those from the private sector and from the community and voluntary sector). Comments are included to illustrate the argument and in order to identify the survey source for these remarks we provide labels as follows:

CL, Pol	Civic Leader survey, Political realm
CL, Mgr	Civic Leader survey, Professional/Managerial realm
CL, C&B	Civic Leader survey, Community/Business realm
PW	Prospects Workshop

This data gives a baseline from which to compare future perceptions of leadership in Bristol. In this report we have selected data that we believe will be of particular interest. We have more data available and plan to examine this in more detail in due course.

4.1 Leadership in the community

We included two questions in our surveys on leadership in the community. The first concerned the statement 'The city of Bristol has visible leadership', and the second 'The leadership of the council has a vision for the city'.

From the Citizens' Panel, only a quarter of respondents agreed that the city of Bristol had visible leadership under the leader and cabinet model, while more than half of respondents indicated that they felt this wasn't the case (**Table 4.1**). A similar proportion of respondents agreed that the council had a vision for the city. However, with respect to a vision for the city, respondents were

more likely to be either neutral and almost one in ten didn't know. The latter suggests, at the very least, that if there was a clear vision it was not being communicated effectively to citizens.

Table 4.1: Indicators of leadership in the community: Citizens' Panel (%)

%	Strongly agree	Tend to agree	Neither agree nor disagree	Tend to disagree	Strongly disagree	D/k	N
The city of Bristol has visible leadership	4	20	20	37	16	2	655
The leadership of the Council has a vision for the city	4	21	26	27	13	9	651

The survey of civic leaders shows marked differences of view among the different realms of civic leadership. As shown in **Figure 2**, in response to the statement 'The city of Bristol has visible leadership', 56% of those from the political realm agreed. In contrast to this positive perception 65% of those from the managerial and professional sector, and 73% of those from the community and business sector, disagreed. This pattern of respondents from the political realm tending to regard leadership in Bristol more positively than either those in the managerial/professional sector, or the community/business sector, is repeated in response to the statement 'The leadership of the council has a vision for the city' (**Figure 3**).

Figure 2: Visibility of leadership in Bristol: Civic Leaders

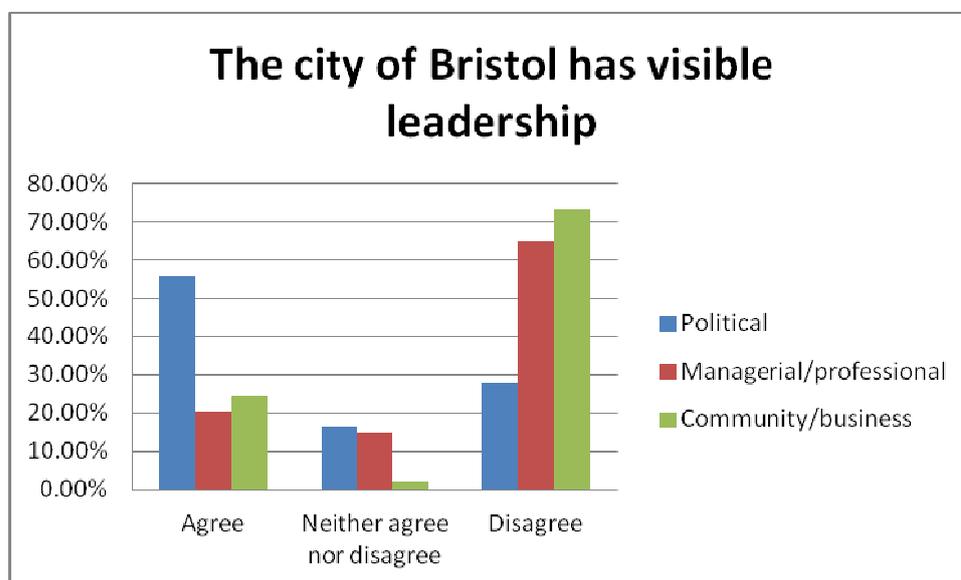
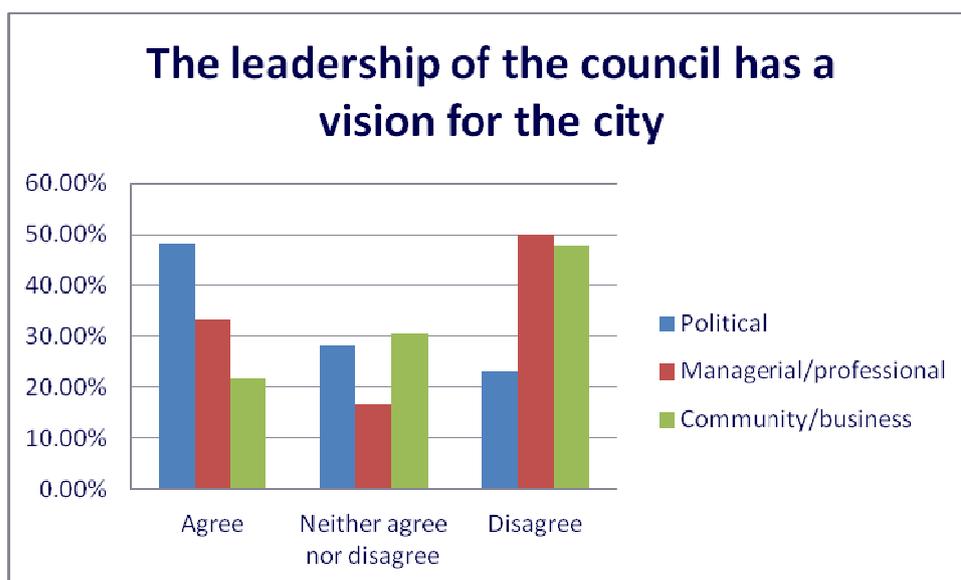


Figure 3: Leadership and vision for the city: Civic Leaders



Overall, views from many were that the outgoing Leader and Cabinet system *'does not tend towards good leadership'* (CL, C&B). Some Civic Leader survey respondents felt that the outgoing leadership model led to poor leadership, poor city management and short-termist policies. The 'yes' vote in the May 2012 referendum was attributed by some to Bristolians' disillusionment with *'...the current system of Council Leader and Cabinet control and the poor reputation of the City Council leadership'* (CL, Pol) and *'...a failure to tackle underlying problems like poor and costly public transport provision'* (CL, C&B).

There was also a recurring view that *'No compelling vision for the city has been apparent for some time'* (CL, C&B), and reference to *'Far too much political in-fighting over many years between councillors and the political parties and this has been allowed to happen for far too long'* (CL, C&B). There was also concern about the lack of leadership *'...to get other Councils to work with [Bristol] for the greater good of this part of the country'*.

4.2 Effective representation of the citizen

We included two statements in our surveys pertaining to effective representation of the citizen. They were: 'There are many opportunities to get involved in decision-making in important affairs in the city'; and 'Citywide views are well represented by the council'.

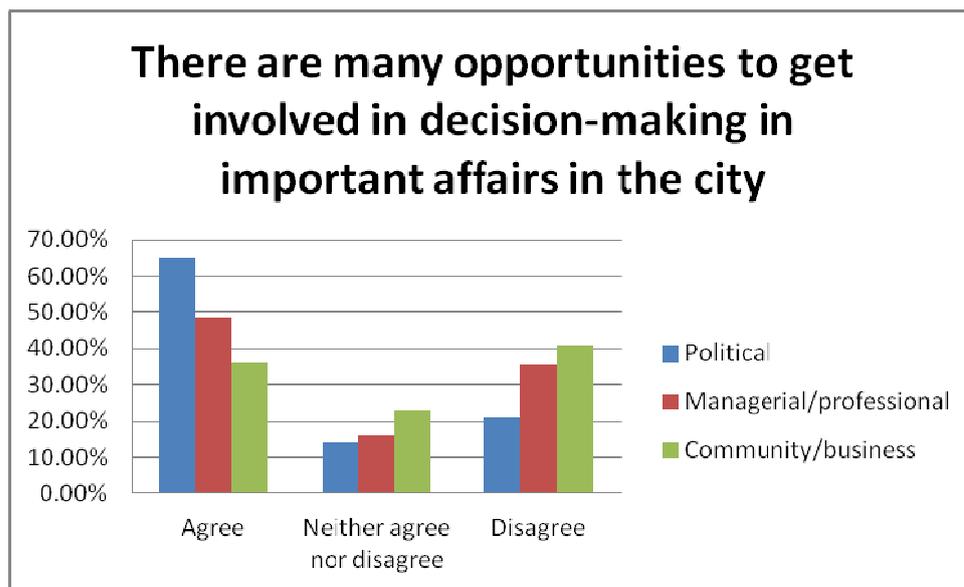
More than four out of ten respondents from the Citizens' Panel disagreed with the idea that under the leader and cabinet model there were many opportunities to get involved in decision making in important affairs. On the other hand, nearly three out of ten respondents thought that there were opportunities to get involved. By comparison, it appears that people were a little more negative about the idea that citywide views were well represented than for opportunities for involvement (**Table 4.2**).

Table 4.2: Indicators of effective representation; Citizens' Panel

%	Strongly agree	Tend to agree	Neither agree nor disagree	Tend to disagree	Strongly disagree	D/k	N
There are many opportunities to get involved in decision-making in important affairs in the city	4	24	25	32	12	4	654
City wide views are well represented by the Council	2	16	26	32	15	8	654

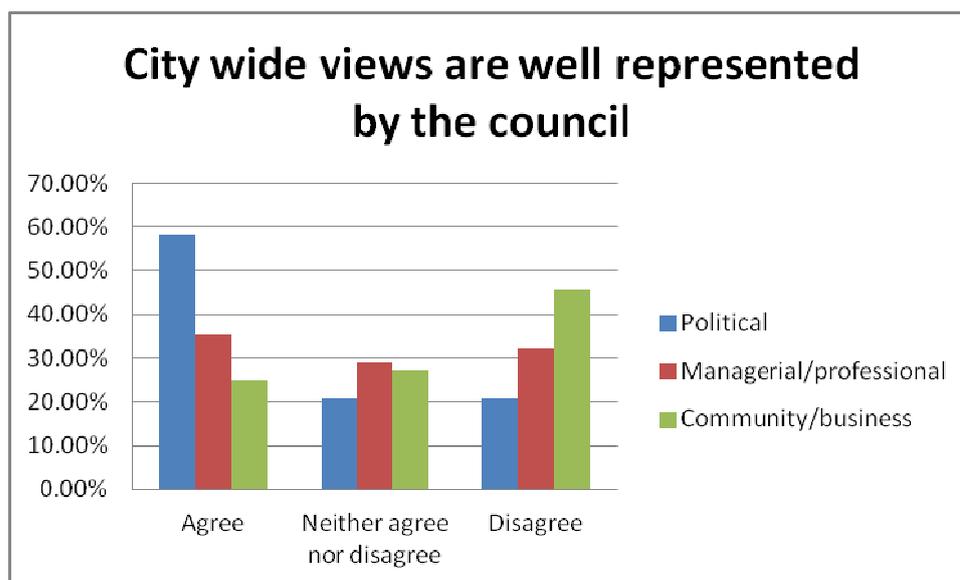
In the survey of Civic Leaders - see **Figure 4.4** - nearly two thirds of those from the political realm (65%), and nearly half of those from the managerial and professional realm (48%), agreed that there are many opportunities for involvement. Responses from the community and business realm are more even, with 36% of that group agreeing, and 41% disagreeing.

Figure 4.4: Opportunities for involvement: Civic Leaders



For views regarding citywide representation, there are again differences between these three groups. As shown in **Figure 4.5** some 58% of those from the political realm agreed with the statement that citywide views are well represented, with those from the managerial and professional realm being evenly split (35.5% agree, 29.0% neither agree nor disagree, and 32.3% disagree), whereas those from the community and business realm are more inclined to disagree.

Figure 4.5: Representation of citywide views: Civic Leaders



Some respondents felt that the full council, prior to the mayoral election, was ruled too much by party politics, and that civic leadership should be brought more into the balance: *'People are weary of a council where politicians fail to work together for the good of the city'* (CL, C&B).

At the Prospects Workshop, some argued that councillors were a key strength of the previous system, since local residents tended to identify with their councillor and not with the council. Community and business realm respondents to the survey disagreed: *'Our council, including the Executive Committee, local Councillors et al are failing us, the residents of Bristol, miserably. They are totally out of touch with their electorate'* (CL, C&B).

However, neighbourhood partnership working was considered a strength to be maintained and built upon (PW).

4.3 Legitimacy and accountability

For legitimacy and accountability, we asked respondents for their level of agreement with the statements: 'It is clear who is responsible for making decisions at the council' and 'I trust the council to make good decisions'.

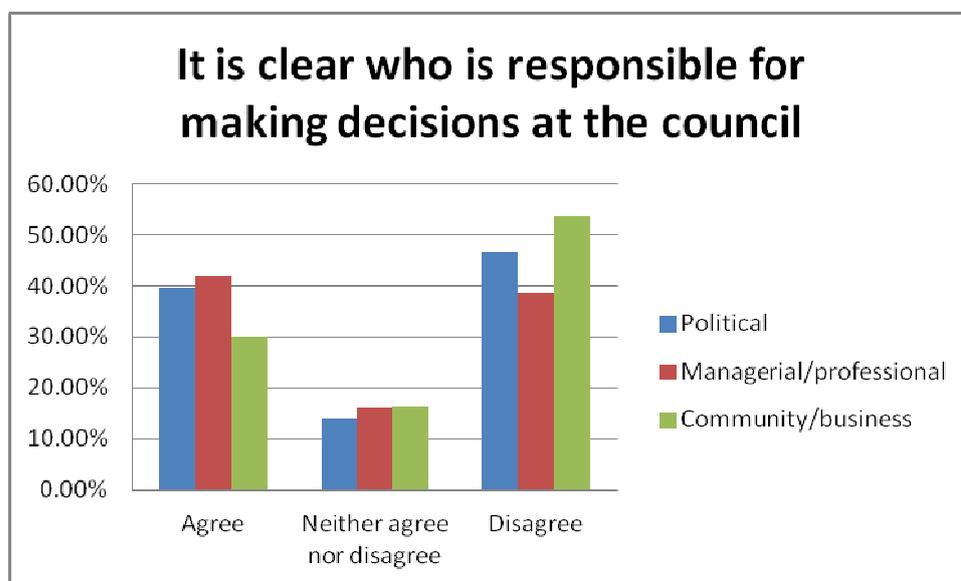
Fewer than one in five respondents from the Citizens' Panel recorded positive responses regarding the leader and cabinet model on either of these two indicators of legitimacy and accountability. In contrast, nearly six out of ten felt that it was not clear who was responsible for making decisions in the council. A similar proportion did not agree that they could trust the council to make good decisions: fully one in four strongly disagreed with the idea (**Table 4.3**).

Table 4.3: Indicators of legitimacy and accountability: Citizens' Panel

%	Strongly agree	Tend to agree	Neither agree nor disagree	Tend to disagree	Strongly disagree	D/k	N
It is clear who is responsible for making decisions at the council	4	14	21	36	22	4	650
I trust the Council to make good decisions	3	16	23	32	25	1	650

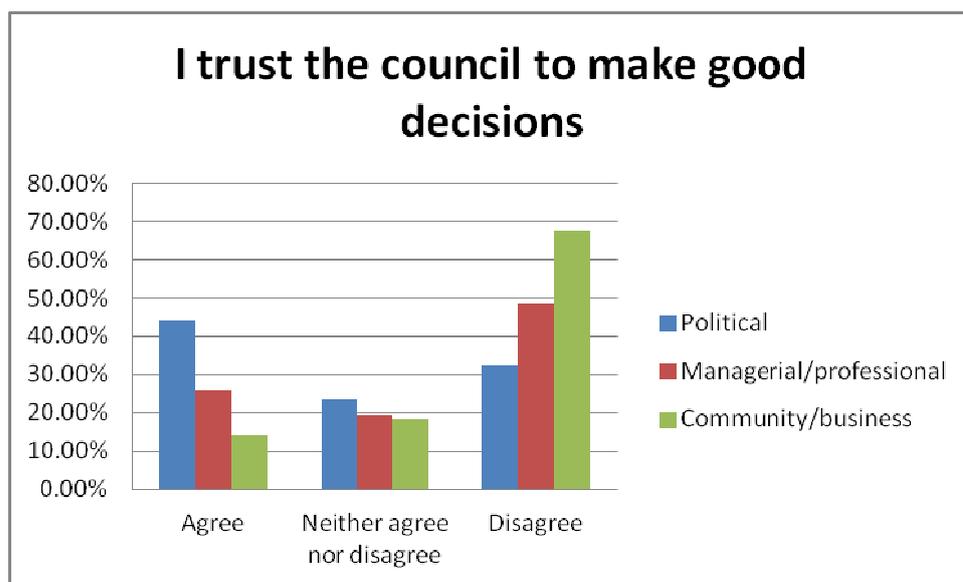
In relation to the survey of civic leaders, more disagree than agree with the proposition that it is clear who is responsible for making council decisions from both the political realm, and from the community and business realm – see **Figure 4.6**. Conversely, from the managerial and professional realm, slightly more agree than disagree.

Figure 4.6: Clarity of responsibility for council decisions: Civic Leaders



For trust in decision-making at the council, about two-thirds (67%) of respondents from the community and business sector disagree that they trust the council to make good decisions, accompanied by nearly half (48%) of respondents from the managerial and professional sector. Only a third of councillors share this view. Around 44% of those from the political realm trust the council to make good decisions.

Figure 4.7: Trust in council decisions: Civic Leaders



There was a divide in how respondents described the accountability of the system. Some were positive: *‘The current system’s strength is its accountability – at present power rests with the Council as a whole, and there is collective responsibility. This should not be lost.’* (PW). Others were concerned about political party infighting: *‘They are seen as playing politics rather than looking after the interests of those who elected them’* (CL, C&B).

Existing partnership arrangements were regarded as effective, since they allow the local authority to link into specialist areas e.g. via voluntary sector members who sit on cross sector boards. It was felt that partnership boards work well as long as it is clear who is involved and what decisions they can make (PW).

Many respondents support a change in the electoral system to reduce the frequency of elections and we return to this theme in Section 5. One respondent however, commented on the benefits of the current system in terms of accountability: *‘With elections three years out of four, the existing system offers a lot more accountability - this makes them, I would suggest, rather more inclined to listen to what communities were telling them’* (CL, Pol).

4.4 Effectiveness in decision-making and implementation

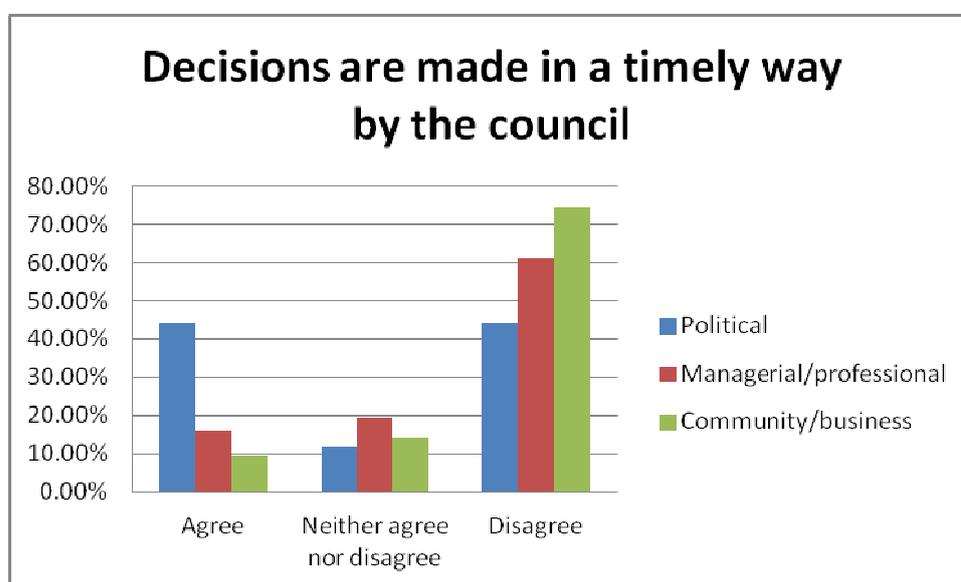
For effectiveness in decision-making and implementation, we asked respondents to consider the statement: ‘Decisions are made in a timely way by the council’. Only just over one in ten respondents in the Citizens’ Panel survey agreed that decisions were timely, while half disagreed – see **Table 4.4**.

Table 4.4: Effectiveness in decision making: Citizens' Panel

%	Strongly agree	Tend to agree	Neither agree nor disagree	Tend to disagree	Strongly disagree	D/k	N
Decisions are made in a timely way by the Council	1	12	27	31	20	9	648

For civic leaders, those from the political realm are evenly split between those that agree and disagree with the statement – see **Figure 4.8**. Respondents from the other two realms of leadership are much more likely to disagree that decisions are made in a timely way – 61% and 74% for managerial and professional, and business and community respondents respectively.

Figure 4.8: Timeliness of decisions: Civic Leaders



The achievement of policy objectives as they affect Bristol is not simply a consequence of the Council's own decision-making. Effectiveness can also require the Council to influence the decisions of other public and private bodies. The respondents in the Citizens' Panel provided different, and intuitively reasonable, assessments of the Council's ability to influence other bodies (**Table 4.5**). The Council was most frequently identified as having influence over the voluntary sector and other local public service providers. In contrast, few respondents felt that the Council had that much influence over central government, and nearly two-thirds disagreed with the idea that the Council could influence central government.

Table 4.5: Current leadership can influence the decision-making of other bodies: Citizens' Panel

%	Strongly agree	Tend to agree	Neither agree nor disagree	Tend to disagree	Strongly disagree	D/k	N
The voluntary sector	4	36	28	17	6	10	643
Other local public service providers	3	35	24	23	8	7	639
Business interests	3	32	23	22	12	8	643
Neighbouring authorities	3	24	29	26	10	9	644
Central government	2	11	18	39	25	5	646

For civic leaders, a majority from each realm of leadership disagrees that the leadership of the council can influence central government. For influence over other local public service providers, opinion is more divided, with no majority from any of the sectors either agreeing or disagreeing that the council leadership can influence this sector. For influence over neighbouring authorities, opinion is again divided, though with majorities from the managerial and professional sector, and from the community and business sector disagreeing that the leadership of the council can have much influence in this area. A similar picture emerges with influence over business interests, albeit slightly more inclined towards disagreement. Conversely, majorities from both the political realm, and from the managerial and professional realm, think that the council leadership can influence the voluntary sector. It is only those from the community and business realm (which it should be noted includes voluntary sector respondents) where there is no majority and where opinion is, roughly speaking, evenly split between agreement and disagreement respectively – see **Table 4.6**

Table 4.6: Current leadership can influence the decision-making of other bodies: Civic Leaders

Statement	Realm	Agree	Neither agree nor disagree	Disagree
To what extent do you agree that the current leadership of the council can influence: Central government	Political	28.6%	14.3%	57.1%
	Managerial/professional	13.3%	23.3%	63.3%
	Community/business	14.6%	9.8%	75.6%
To what extent do you agree that the current leadership of the council can influence: Other local public service providers	Political	39.5%	23.3%	37.2%
	Managerial/professional	33.3%	26.7%	40.0%
	Community/business	43.9%	19.5%	34.1%
To what extent do you agree that the current leadership of the council can influence: Neighbouring authorities	Political	34.9%	23.3%	41.9%
	Managerial/professional	26.7%	20.0%	53.3%
	Community/business	24.4%	19.5%	53.7%
To what extent do you agree that the current leadership of the council can influence: Business interests	Political	25.6%	32.6%	41.9%
	Managerial/professional	13.3%	33.3%	53.3%
	Community/business	19.5%	12.2%	58.5%
To what extent do you agree that the current leadership of the council can influence: The voluntary sector	Political	51.2%	23.3%	25.6%
	Managerial/professional	53.3%	26.7%	16.7%
	Community/business	43.9%	14.6%	39.0%

Amongst respondents from the political realm, there was a sense that the mayoral system was not likely to offer any improvement in effectiveness, and

that decision-making would be less accountable (CL, Pol). It was also felt in the political realm that *'The recent improvements in the performance of the City Council have not been effectively conveyed'* (CL, Pol). This would appear to be true, since amongst community and business respondents, there was widespread opinion that the leadership has been too unwilling to take risks, and that there have been blockages in decision-making processes that have prevented effective action. Many were quite outspoken in their criticisms:

'We have had, over an extended period, one of the worst local administrations in the country' (CL, Pol)

'We have been wasting money on changes in direction for core services, which is often a reflection of governmental/local authority policies' (CL, Pol)

'The present system regularly fails to deliver desirable results, and this is because of the system. Sir John Egan explains why councils fail in his 2004 Egan Review of Skills for Sustainable Communities, which has been almost universally ignored' (CL, Pol).

At the Prospects Workshop, policy pluralism was identified as a positive aspect of the leader and cabinet system. Currently policy spans a wide range of areas, including those that are discretionary. These elements should hang together in a strategy. Budgetary pressures may be instrumental in forcing the Council to retrench and focus on a small set of activities or policy areas, leading to a tendency to focus on only mandatory responsibilities. But this would result in losing important innovative activities, like those relating to Digital Bristol, which are discretionary.

A further positive aspect identified was that policy-making is 'hooked in' - connected and drawing on resources across the authority (PW).

4.5 Effective scrutiny of policy and performance

We explored the theme of effective scrutiny of policy and performance using two statements aimed at different aspects of this criterion. The first statement was 'It is clear who people should approach if they are not happy with local issues'. The second statement was 'Ward councillors provide an effective check on council leadership'.

The aspect of the Council's operation under the leader and cabinet model about which respondents from the Citizens' Panel were most positive related to scrutiny. More than a third agreed that it was clear who should be approached if they were not happy about a local issue. However, even here, opinion was split: a larger proportion of respondents felt that it was not clear whom to approach – see **Table 4.7**.

In contrast, a third of respondents had no opinion either way on whether ward councillors provided an effective check on Council leadership. A similar proportion felt that ward councillors were not an effective check. So only one in five respondents had a positive view of councillors' effectiveness in this

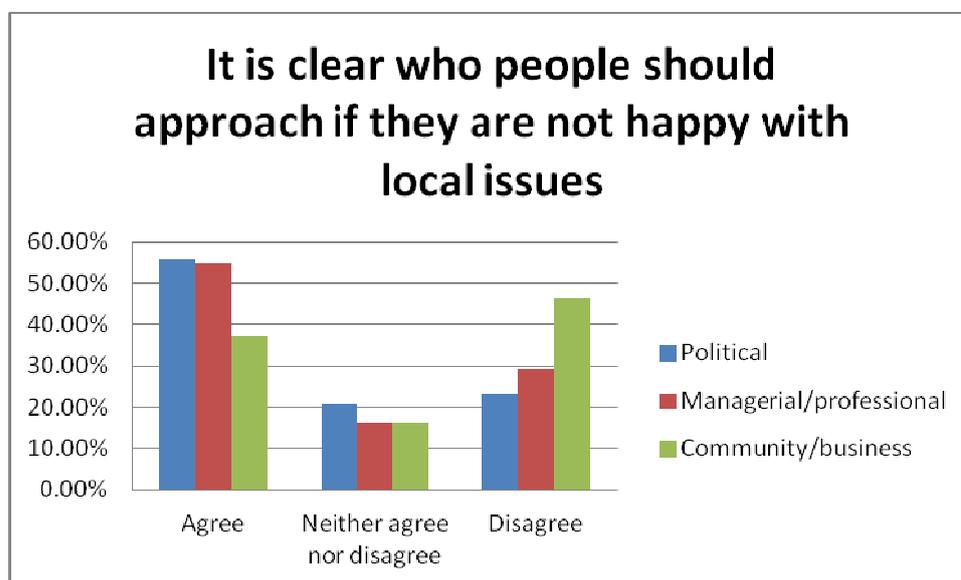
role. That, of course, says nothing about the level of effectiveness of the scrutiny process. But if a key element of scrutiny is that it should be visible in holding to account then, at the very least, it would appear that effective scrutiny is not being recognised by a significant proportion of the population.

Table 4.7: Indicators of effective scrutiny of policy and performance: Citizens' Panel

%	Strongly agree	Tend to agree	Neither agree nor disagree	Tend to disagree	Strongly disagree	D/k	N
It is clear who people should approach if they are not happy with local issues	6	31	16	27	18	3	652
Ward councillors provide an effective check on Council leadership	3	17	33	18	14	15	652

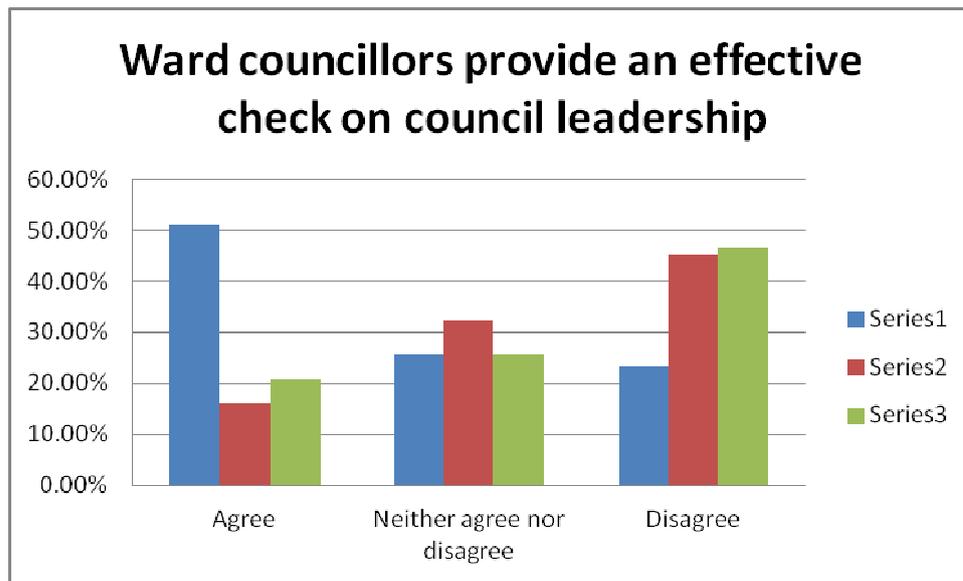
For civic leaders, just over half of respondents from political, and managerial and professional realms agreed with the statement about who people should approach if they are not happy with local issues (56% and 55% respectively), while opinion from the business and community realm was more divided (37% agreement, 47% disagreement) – see **Figure 4.9**.

Figure 4.9: Clarity of who to approach for local issues: Civic Leaders



In response to the statement on whether ward councillors provide an effective check on council leadership, 51% of political realm respondents agree with this statement, whereas respondents from other realms are inclined to disagree, though without a majority in either case – see **Figure 4.10**.

Figure 4.10: Ward councillors and council leadership: Civic Leaders



In the Prospects Workshop, little direct reference was made to the scrutiny function in the leader and cabinet model, even though it was central to discussions about the future mayoral system. A community and business realm survey respondent suggested that: *'Elected members have failed to exert sufficient control and direction over the activities of officers'* (CL, C&B).

4.6 Responsiveness to local people

The sixth and final criterion - responsiveness to local people - was addressed using responses to the statements: 'The leadership of the council ensures that council services are responsive to local people's needs', and 'The needs of my community are well represented in decision-making in the city'.

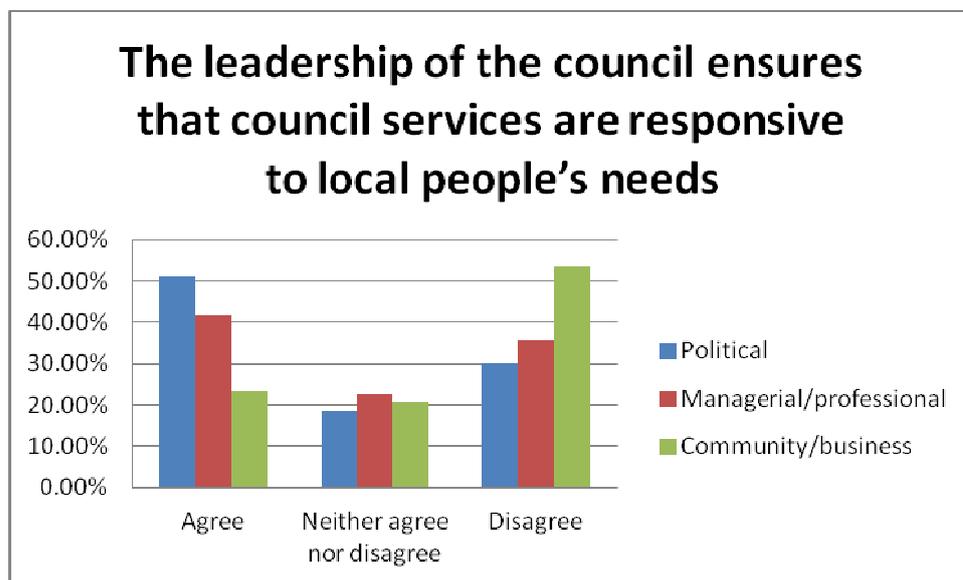
The responsiveness of the Council to local people, under the leader and cabinet model, was not assessed positively by the respondents to the Citizens' Panel. The distribution of responses across our two indicators was almost identical – see **Table 4.8**. Fewer than two in ten respondents felt that the leadership of the council ensured that Council services were responsive to local people's needs or that the needs of the community were well represented in decision making in the city.

Table 4.8: Responsiveness to local people: Citizens' Panel

%	Strongly agree	Tend to agree	Neither agree nor disagree	Tend to disagree	Strongly disagree	D/k	N
The leadership of the council ensures that Council services are responsive to local people's needs	3	15	29	29	17	8	652
The needs of my community are well represented in decision-making in the city	3	13	29	29	17	9	653

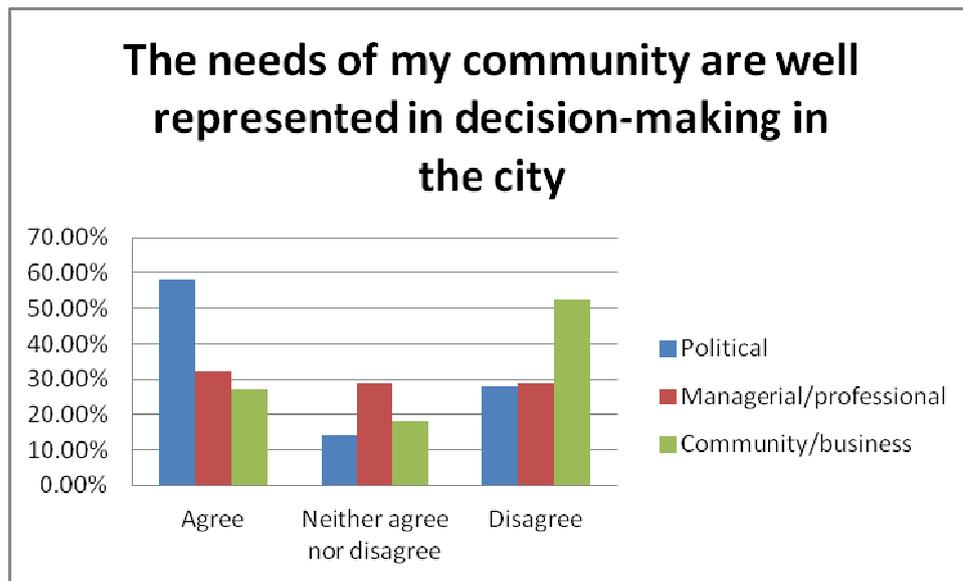
In the survey of civic leaders, there is some disagreement regarding the former statement regarding responsiveness of services. Some 51% of those from the political realm are likely to agree that services are responsive while 54% of those from the community and business realm are likely to disagree. Responses from the managerial and professional realm are more evenly spread – see **Figure 4.11**.

Figure 4.11: Responsiveness of services through council leadership: Civic Leaders



For the statement on community representation, there are similar, albeit more polarised responses – see **Figure 4.12**. Some 58% of respondents from the political realm say that interests are well represented, while 52% of those from the community and business realm disagree. Again opinion from the managerial and professional realm is evenly spread.

Figure 4.12: Needs of own community well represented: Civic Leaders



Conclusion

We used a range of indicators to assess public attitudes towards the leader and cabinet system of governance in Bristol. The indicators are designed to generate insights relating to the six evaluation criteria for assessing the governance system that we introduced in Section 3.2. Across the indicators only a minority of respondents – typically a quarter or fewer - offered a positive assessment of the leadership of Bristol under the leader and cabinet model of governance. In most cases over four out of ten respondents offered a negative assessment of the situation in the pre-mayoral era.

There is, however, considerable disagreement between the different groups surveyed. Those from the political realm were much more likely to hold a positive view about the leadership of the council in the pre-mayoral era, whereas those from the community and business realm were much less likely to hold the same view.

5) Views on the prospects for mayoral governance

In this section we present data on the ‘prospects’ for mayoral governance in Bristol. As with the approach adopted in Section 4) we examine the survey findings in relation to the six evaluation criteria introduced in Section 3.2. In addition, we introduce a seventh section dealing with ‘working with others’ as this emerged as a key theme deserving explicit attention.

5.1 Leadership in the community

Across the board, the majority of respondents to the surveys and the Prospects Workshop participants thought that a mayor would improve the leadership of the city. Some 63% of respondents to the Citizens Panel agreed or strongly agreed with this proposition – see **Table 5.1**.

Table 5.1: Prospects for improving leadership in the city: Citizens Panel

%	Strongly agree	Tend to agree	Neither agree nor disagree	Tend to disagree	Strongly disagree	D/k	N
Improve the leadership of the city	28	35	16	12	3	6	641

Respondents to the civic leader survey also supported the proposition, with around three-quarters of both the managerial and professional realm, and the community and business realm, agreeing that a mayor would improve leadership in the city – see **Figure 5.1**. These responses contrast with those from the political realm, whose views are much more evenly spread between those that agree (28%), neither agree nor disagree (33%), or disagree (35%).

Figure 5.1: Prospects for improving leadership in the city: Civic Leaders

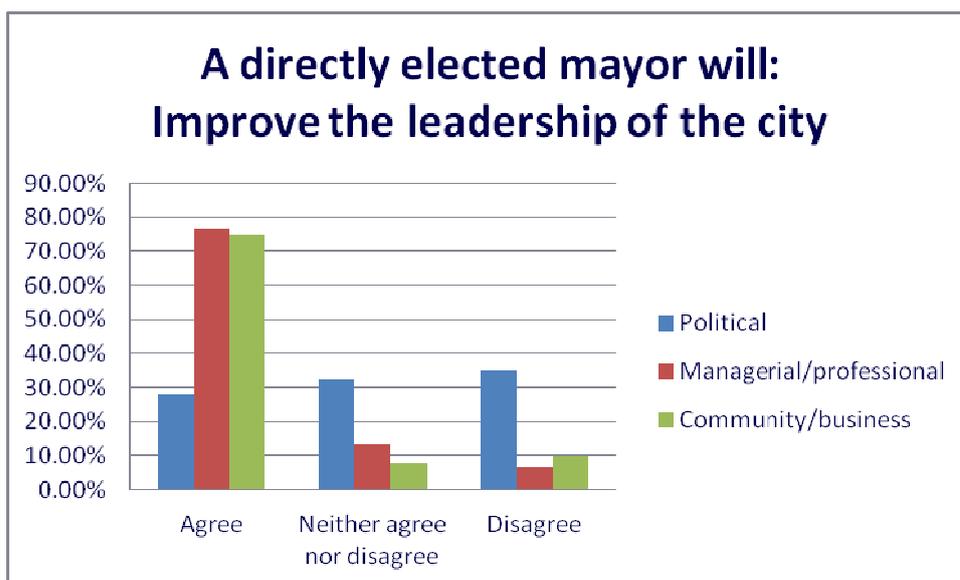


Figure 5.1 illustrates one of the most striking findings of this research. There appears to be a remarkable divergence of view between the views of politicians and everybody else. While those in the political realm appear to be unconvinced of the merits of introducing a directly elected mayor – only 28% agree that a DEM will improve the leadership of the city. Twice as many - over 70% - of managerial/professional and community and business leaders back the view that a DEM will improve city leadership.

This research has identified some clear priorities for mayoral leadership in Bristol. Respondents want ‘...*a strong and visible leader*’, a person who can be ‘...*an identifiable figurehead to represent the city, and be an ambassador for the city*’ (PW), someone who can ‘*promote a positive image of the city as more than the sum of its parts*’ (PW). As one senior manager put it: ‘*We are desperate for some good civic leadership to put Bristol on the map and help us achieve our potential rather than achieving things in spite of the Council!*’ (CL, Mgr). The caveats came mainly from the political realm, where there was concern that a figurehead could be more open to ‘...*central government manipulation*’ (CL, Pol).

There was strong feeling amongst participants in the Prospects Workshop that the mayor should ‘champion Bristol’, both to the world at large and to central government. The statement generated in the groups which gained most support from all participants was: ‘*The mayor must be a champion for Bristol with Central Government especially in terms of getting more powers localised and giving the city more control over its own affairs*’ (PW). Again, in the political realm, there were concerns that, without ‘*more genuine devolvement of powers to the Mayor*’ (CL, Pol), it would be difficult for a mayor to exercise effective leadership.

The mayor will also need to be astute in terms of managing key relationships between the council and neighbourhoods, councillors and officers, and between the council and partners.

‘The mayor should be able to build relationships of confidence with individuals (councillors and officers). The morale of some officers is low. They are on the receiving end of criticism that is not always justified. These are good people trying to do their best in difficult circumstances. The Mayor needs to be a team player rather than setting him/herself up as apart from and above those who need to bring the plans into being’ (PW).

On the one hand, he will need to avoid too much ‘*delegation of powers*’ - officers will want the mayor to grant them authority to act on a wide range of matters. On the other hand, it was felt to be critical that the mayor worked with a Chief Executive Officer (CEO). The mayor should drive through decisions over the big things, and leave the management of the staff to the CEO:

‘The mayor must stay strategic, build a good office with a capable CEO. He/she must find a good story to unite the city and broader city region. He/she must work on a network of key relationships especially

with the Local Enterprise Partnership (LEP) but shouldn't lead the LEP' (CL, C&B).

Another remark (We need a) '*... really dynamic leader via a Mayor who will promote inter-party cooperation as well as promoting and assisting the city's culture, industry, business and communities. This needs to be at the heart of all that is undertaken at council levels'* (CL, C&B).

We also asked a question about leadership in Bristol's Quality of Life Survey. As explained in **Appendix 2** this survey goes to 24,000 randomly selected residents in the city. The question was:

'To what extent do you agree or disagree with the view that a directly elected mayor will improve leadership of the city?'

The results are shown in **Tables 5.2** and **5.3**

Table 5.2: Prospects for improving leadership: Quality of Life Survey

%	Strongly agree	Tend to agree	Neither agree nor disagree	Tend to disagree	Strongly disagree	D/k	N
To what extent do you agree or disagree with the view that a directly elected mayor will improve leadership of the city?	11	27	26	14	11	12	4,764

The overall answers show that more people in Bristol are inclined to agree than disagree with the statement that leadership will improve with a directly elected mayor, with 38% agreeing and 25% disagreeing. This is not an overwhelming level of agreement. There is no clear consensus from the people of Bristol on the prospects for mayoral governance, though more people are inclined to agree that leadership will improve.

This is reflected in analysis of ward data. There are interesting differences between wards in relation to this question, as shown in **Table 5.3**. First, in all wards except two - Hartcliffe and Whitchurch Park - more people agree than disagree that leadership will improve. In two others – St George West and Stockwood – the percentages that agree and disagree are within one percentage point. In each of these four wards turnout in the mayoral election in November 2012 was below 20% (see **Appendix 3** for full details of turnout by ward in the mayoral election).

Conversely, there are four wards where 49% or more of those responding agrees that leadership would improve with a directly elected mayor. These wards are Clifton (49%), Clifton East (52%), Cotham (49%), and Stoke Bishop (60%). Two of these had above average turnouts in the mayoral election (Clifton and Stoke Bishop). Other areas with a high turnout in the election are

positive about the prospects for improving leadership. For example, in the two wards with the highest turnout in the mayoral election – Henleaze and Bishopston – respondents are more likely to agree that leadership will improve, albeit not as much as the four wards mentioned above. The figures suggest that there appears to be a relationship between turnout in the mayoral election and levels of agreement that governance will improve with the election of the mayor. Supporters of the mayoral leadership model seem to have been more willing to turn out and vote.

Table 5.3: Prospects for improving leadership by ward: Quality of Life Survey

	Agree	Neither/nor	Disagree	Don't know
Ashley	42	26	17	15
Avonmouth	34	27	28	12
Bedminster	38	33	18	10
Bishopston	37	29	26	9
Bishopsworth	36	31	21	11
Brislington East	34	28	23	15
Brislington West	40	27	23	11
Cabot	40	25	18	18
Clifton	49	18	20	12
Clifton East	52	21	15	13
Cotham	49	21	17	13
Easton	34	21	25	17
Eastville	39	29	25	7
Filwood	34	34	18	14
Frome Vale	35	18	29	18
Hartcliffe	29	25	31	15
Henbury	34	28	24	14
Hengrove	36	25	28	11
Henleaze	43	25	24	8
Hillfields	36	33	21	11
Horfield	36	22	22	20
Kingsweston	33	30	28	10
Knowle	37	26	28	9
Lawrence Hill	37	21	28	14
Lockleaze	36	27	22	16
Redland	45	18	25	12
Southmead	43	20	25	13
Southville	47	16	28	10
St George East	38	30	24	9
St George West	28	36	27	9
Stockwood	32	24	31	13
Stoke Bishop	60	17	18	4
Westbury-on-Trym	41	28	24	7

	Agree	Neither/nor	Disagree	Don't know
Whitchurch Park	25	20	36	19
Windmill Hill	38	35	18	9

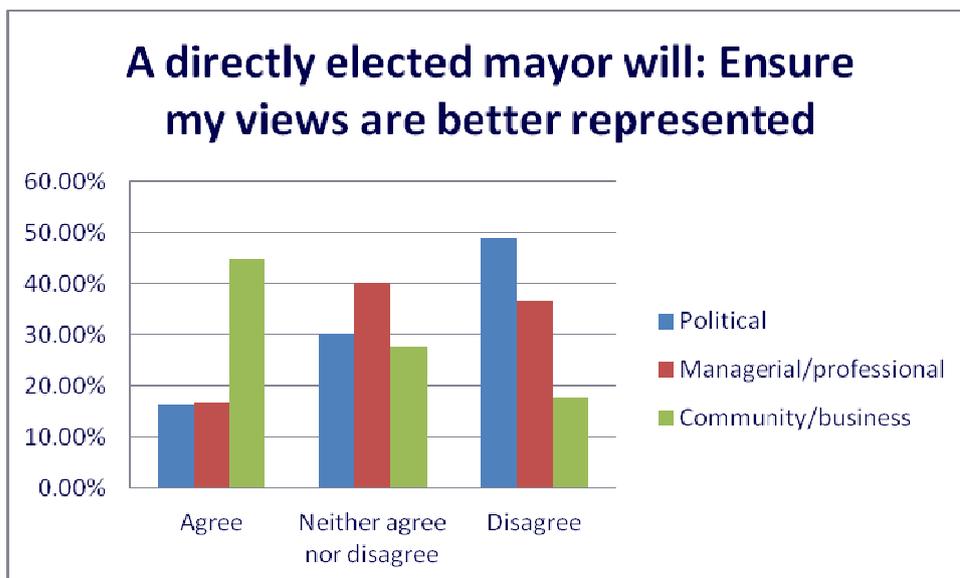
5.2 Effective representation of the citizen

Survey respondents were asked to respond to two statements: that the introduction of a mayor would ‘ensure my views are better represented’; and ‘ensure the interests of Bristol are better represented’. In relation to the ‘ensure my views are better represented’ opinion was divided, although with more in agreement on the Citizens Panel (38%) than disagreement (25%) – see **Table 5.4**. In the Civic Leader survey, agreement was most prevalent in the community and business realm (at 45%), and least so in the political realm (16%) – see **Figure 5.2**. No category of agreement or disagreement is above 50% for this question in either survey.

Table 5.4: Representation: Citizens Panel

%	Strongly agree	Tend to agree	Neither agree nor disagree	Tend to disagree	Strongly disagree	D/k	N
Ensure the interests of Bristol are better represented	31	36	17	8	3	5	640
Ensure my views are better represented	11	27	29	18	7	8	639

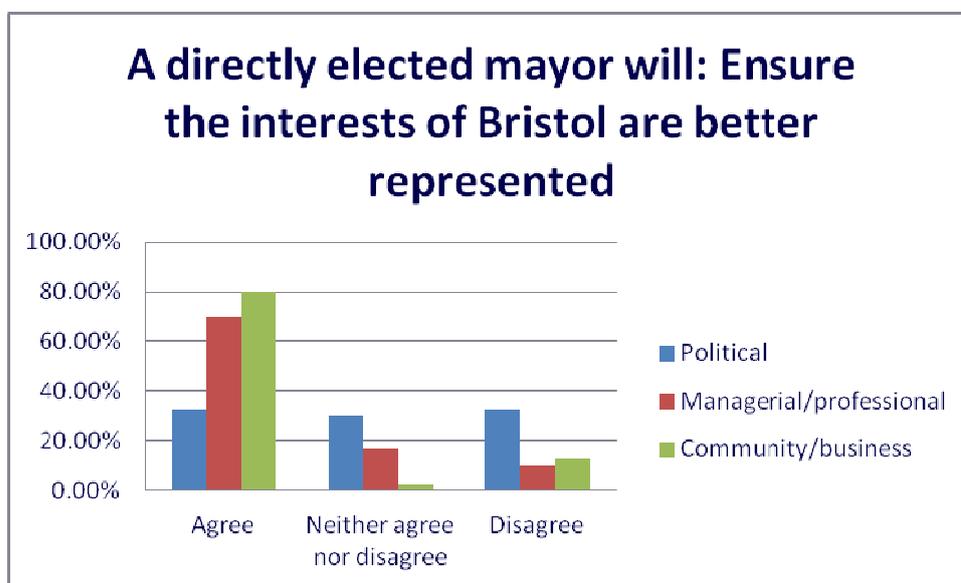
Figure 5.2: Representation of my views: Civic Leaders



Opinion on whether respondents think that ‘the interests of Bristol will be better represented by the introduction of a mayor’ reveal strong support for the mayoral model. Some 67% of Citizens Panel respondents and, in the Civic Leader Survey, 70% of those in the managerial and professional realm,

and 80% in the community and business realm, think that the interests of Bristol will be better represented. These are very high levels of agreement. It is only in the political realm, where opinion is more evenly split between those who agree, neither agree nor disagree, and those who disagree.

**Figure 5.3: Bristol’s interests will be better represented with a mayor:
Civic Leaders**



The Prospects Workshop provided some insight into how the mayor might address the divided opinion on whether a mayor would be more representative of my views. There was strong support for greater devolution to neighbourhoods, and it was suggested that the mayor should increase the powers and budget of Neighbourhood Partnerships in an effort to bridge the gap between the strategic and the local levels, and to invest Neighbourhood Partnerships with resources that are worthwhile debating:

‘The mayor should develop close links to neighbourhoods: devolve powers to councillors and neighbourhoods, and listen to the people of Bristol’ (PW).

Neighbourhood partnership working was considered to be a strength that the mayor should build on, including direct political representation from the wards of the city. Many saw the need to expand participation at the neighbourhood level, and there were concerns that the lack of grassroots participation increases segregation in the city:

‘It’s a training ground ... it’s like the food chain. If people participate at neighbourhood level, they gain confidence and may end up standing as councillors later on’ (PW).

There was concern about the mayor’s potential to represent communities of interest. That only one mayoral candidate was a woman, was noted by some as indicative of the political system in Bristol, and concern was registered

about the extent to which the mayor and the council would be linked into the issues of particular groups:

‘I have doubts as to whether any of the male candidates will deliver real improvements for women, despite the rhetoric and the fact that women are disproportionately affected by budget cuts’ (CL, C&B).

(The mayor should) ‘...allow Black and Minority Ethnic people (BMEs) to become leaders in the decision-making process to enable the widest engagement in policy making and influence. This is crucial for a city of Bristol’s calibre. Inspire more BMEs to become and be voted in as councillors’ (CL, C&B).

The mayor would also need to look at how to empower councillors, particularly as they will make the final decision over any devolved funds. Current good accessibility associated with the ward councillor role was seen as a positive, and there was concern that under the Mayoral model ward councillors could disengage because they lack a clear role (PW).

In terms of representing the interests of Bristol, Workshop participants and Civic Leader survey respondents agreed that the mayor would need to represent the city, and not just the council. Respondents suggested that the interests of Bristol extend to the sub-region, for example through the Local Enterprise Partnership (LEP).

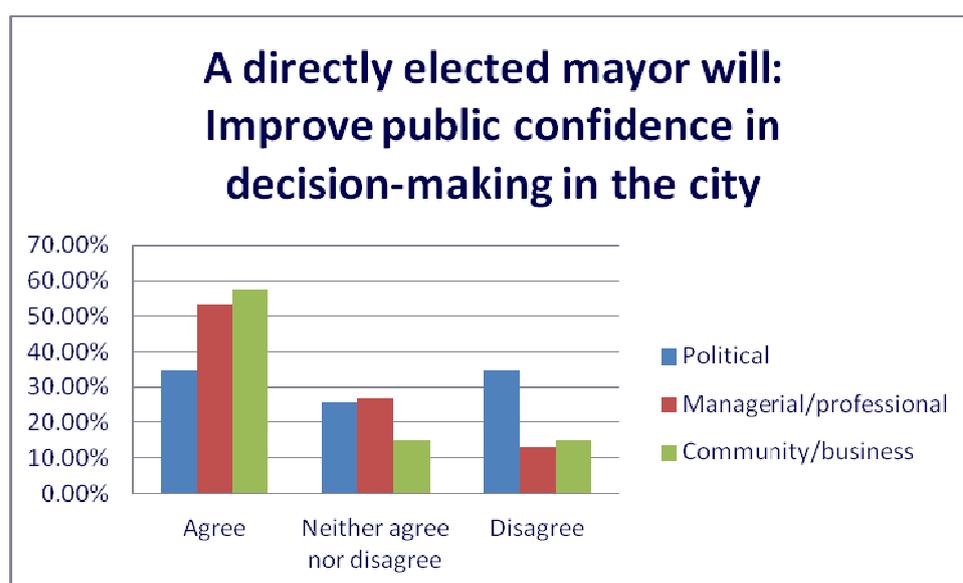
5.3 Legitimacy and accountability

The figures on whether the introduction of a mayor would improve public confidence in decision-making in the city lend support to the mayoral model – see **Table 5.5**. Over half of respondents support this statement: 58% of Citizens Panel respondents agreed, which is in line with the Civic Leader survey. There is, however, a division of views within the Civic Leader survey. Those from the managerial and professional realm (53%), and those from the community and business realm (58%) agree that public confidence will improve. However, only 35% of those from the political realm take this view – see **Figure 5.4**.

Table 5.5: Mayor will improve public confidence: Citizens Panel

%	Strongly agree	Tend to agree	Neither agree nor disagree	Tend to disagree	Strongly disagree	D/k	N
Improve public confidence in decision-making in the city	23	35	19	12	6	6	637

Figure 5.4: Mayor will improve public confidence: Civic Leaders



While there was overall agreement that the mayor would improve public confidence, some Civic Leader survey respondents in all three realms were concerned about the mayor's lack of a legitimate democratic mandate because of the low turnout at the referendum. There was also widespread concern about the legacy of 'party politicking', and a view that *'it is essential for the Mayor to be independent of party politics. They must show leadership and also earn the respect of the electorate'* (CL, C&B). Some respondents in the political realm were concerned that a mayoral system would be less accountable as it would lack important checks and balances, while others felt that it could be an opportunity to create new forms of democratic accountability, for example through *'a new system of involving Bristol people through improved decision-making'*. Democratic legitimacy and accountability were clearly highly valued across the board:

'The new system will be an improvement – accountability will be taken to a whole new level. The Mayor will have to take personal responsibility and cannot hide'. (PW)

'The mayor will play an important role in improving the perception of the City Council' (PW).

'A small minority of rich people went out and voted for (the mayoral system), most did not, i.e. this is undemocratic' (CL, C&B)

'The elected mayor is accountable to the people of Bristol, not politicians' (CL, C&B)

There was consensus across the Workshop groups that the mayor's accountability should be enhanced through engagement with neighbourhood associations, community organisations, development trusts, and by developing links and networks with these (see Section 5.2 above). It was

suggested that accountability should work through existing structures, but there was also scope to develop something new, perhaps along the lines of London Citizens.

There was enthusiasm for empowering Neighbourhood Partnerships with devolved budgets, and ‘Participatory Budgeting’ was seen as a potential innovation to enhance accountability, whereby people get to decide on how a part of their Council Tax gets spent. However, it is important that such delegation of powers is not ‘a strategy to avoid responsibility for difficult decisions – by passing responsibility downwards’ (PW).

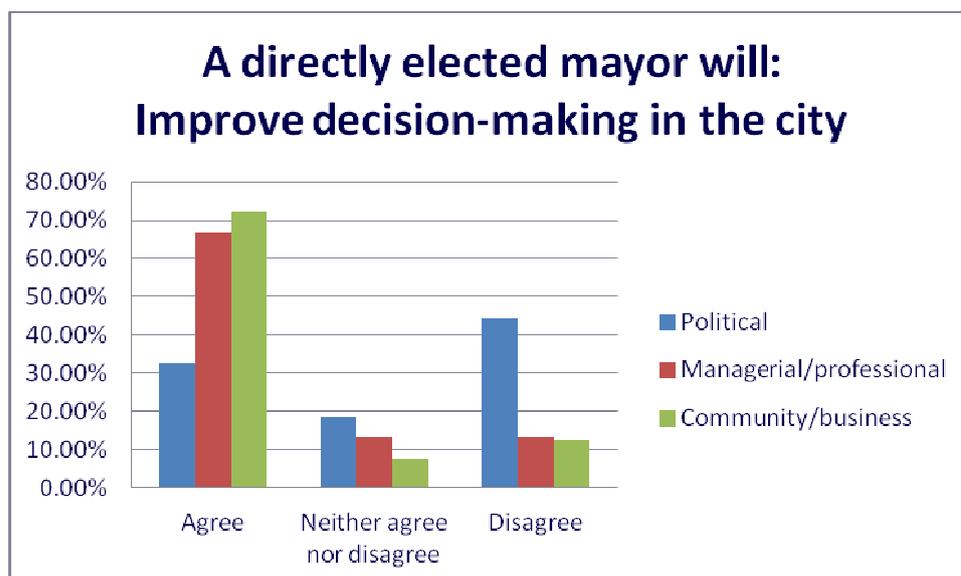
5.4 Effectiveness in decision-making and implementation

We asked respondents if they thought the introduction of a mayor would improve decision-making in the city. Over half of Citizens Panel respondents (58%) agreed, with only 16% in disagreement – see **Table 5.6**. Amongst Civic Leaders, two thirds of respondents in the managerial and professional realm (67%) and nearly three quarters of respondents from the community and business realm (73%) also thought that decision-making in the city would improve with a mayor – see **Figure 5.5**. This contrasts with about one third (33%) from the political realm in agreement with this proposition. These findings mirror the tendencies observed in the previous section (5.3), where political views diverge from those held by managerial, community and business leaders.

Table 5.6: Decision-making in the city: Citizens Panel

%	Strongly agree	Tend to agree	Neither agree nor disagree	Tend to disagree	Strongly disagree	D/k	N
Improve decision-making in the city	28	30	18	10	6	7	641

Figure 5.5: Decision-making in the city: Civic Leader Survey



Respondents at the Prospects Workshop felt that the mayor would be expected to take a more decisive approach, show willingness to take risks, and unblock blockages in decision-making processes. Since the mayor is elected for a four-year term, he/she should be able to promote a more positive attitude to risk within the local authority. This longer term of office should also provide greater stability, and consistency in policy direction, especially for officers.

'We need someone who can 'knock heads together' – we haven't had that for years' (PW).

Respondents to the Civic Leader survey identified two key issues in terms of effective decision-making under the mayoral system.

One is the city region question. Private sector respondents in particular felt strongly that *'a Bristol Mayor is second best to an "Avon" Mayor'*, and that *'the mayor would be more effective if he/she had responsibility for the whole of the former Avon area, and not just the administrative area of the City of Bristol'*. The second issue is that of changing from annual elections for councillors (the 3 out of 4 years system), as *'the current system is a barrier to an effective council cabinet'* (CL, C&B).

Further suggestions for improved decision-making came from the Prospects Workshop. To ensure effective decision-making powers, the mayor must not delegate away powers to officers without careful consideration: some felt that it had often been the case that the leader delegated too many of their powers to the administration, and this should be avoided (PW). Policy pluralism (see 4.4 above) needs to be retained. There is a risk that the mayor may decide to focus on only the mandatory responsibilities, which would result in losing important areas of work which are discretionary, and that would be short sighted. It is also important for the Mayor's Office to keep policy-making 'hooked in' and not isolated (PW).

Across the board, it was felt that decision-making could be significantly improved through greater devolution of powers from Westminster and Whitehall. There was strong agreement that the mayor needs to be arguing the case for more local determination, greater financial powers and greater powers in planning: the mayor should be the champion of localism. Effectiveness will also be improved through setting the future agenda with industry as a proactive partner (PW). A further recommendation was *'to implement the provisions of the Sustainable Communities Act locally, and develop new, inclusive planning and delivery systems'* (CL, C&B).

5.5 Effective scrutiny of policy and performance

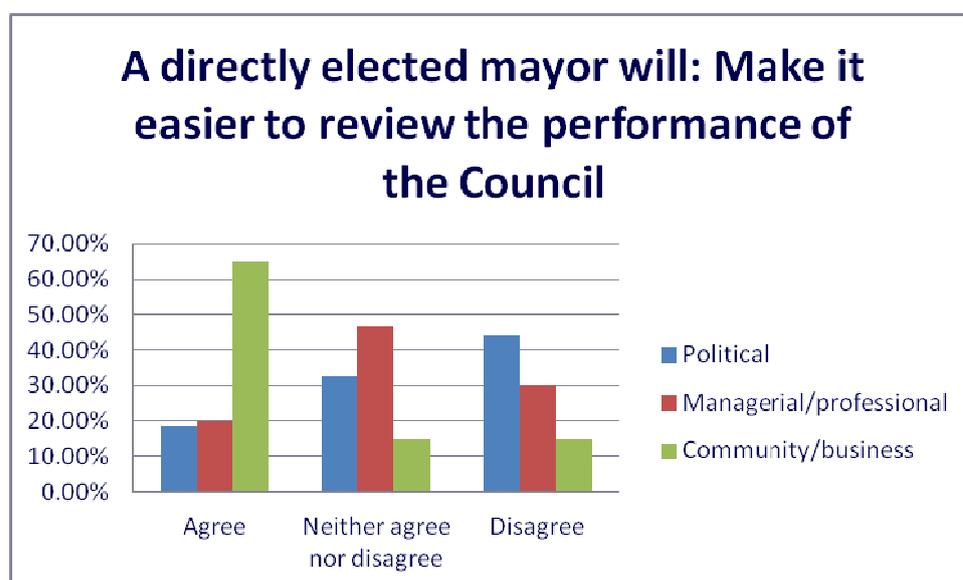
In response to the question of whether 'the introduction of a mayor would make it easier to review the performance of the council', those from the Citizens Panel (50%) and from the community and business sector of the Civic Leader survey (65%) were much more likely than those from other realms to think that this would be the case – see **Table 5.7** and **Figure 5.6**.

This compares starkly with the views of the political (19%) and managerial and professional (20%) realms respectively.

Table 5.7: Scrutiny of the performance of the council: Citizen Panel

%	Strongly agree	Tend to agree	Neither agree nor disagree	Tend to disagree	Strongly disagree	D/k	N
Make it easier to review the performance of the Council	18	32	25	13	5	8	640

Figure 5.6: Scrutiny of the performance of the council: Civic Leaders



Certainly, the transparency of scrutiny needs to be guaranteed. The risk of non-transparent advice from non-elected advisors was raised, although how significant this would be in practice was not clear. Some respondents suggested that a Mayor’s ‘Question Time’ was necessary, as it could be an important means of increasing voter engagement and turnout.

There were concerns about how a ‘bad’ mayor might get removed in the new system. It was noted that independent candidates *‘are not checked out by a party-based scrutiny process’* (before selection as candidates). Also, candidates are elected for four years and there is no recall mechanism. Mechanisms that are put in place need to strike a careful balance between *‘risk, innovation, and acceptance of mistakes on all sides’* (PW).

The City Council organised an Inquiry Day on ‘Overview and Scrutiny in Mayoral Bristol’ on 14 September 2012. In the next sub section we report on insights derived from our participation in the Inquiry Day.

5.6 The 2012 Inquiry into Overview and Scrutiny in Mayoral Bristol

The Local Government Act 2000 introduced a division of responsibilities between 'executive' and 'scrutiny' functions in UK local government. Section 21 of the Act requires councils to appoint one or more 'overview and scrutiny' committees to hold those exercising 'executive' powers to account. In Bristol City Council an Overview and Scrutiny Management Committee has orchestrated scrutiny activities in recent years. This is a committee of elected members that sets up scrutiny commissions, select committees and reviews.

Following the mayoral referendum in May 2012 the Overview and Scrutiny Management Committee agreed to hold an Inquiry into the potential role of overview and scrutiny in mayoral Bristol. An Inquiry Day, held on 14 September 2012, attracted 55 participants (members, officers, co-optees and expert witnesses). This lively event generated a broad consensus on the role of overview and scrutiny in mayoral Bristol and a detailed report is available.⁷

The Inquiry Day identified three danger zones for overview and scrutiny:

- The new Mayor could ignore or sideline scrutiny activities. If this happened the Council would not be effective in holding the Mayor to account
- The relationship between the new Mayor and the Council could become unnecessarily conflict ridden. This could lead to a waste of energy on internal infighting
- The opportunity to develop an innovative approach to overview and scrutiny could be missed. While the City Council has developed a good track record in relation to scrutiny activities in recent years, it does not follow that carrying on with the same approach is the best strategy in changing times

The main ideas relating to overview and scrutiny in Mayoral Bristol that emerged from the Inquiry Day are as follows:

- There was a high degree of consensus about the need to ensure a strong role for overview and scrutiny in the future governance of Bristol
- It is important to build on the experience with overview and scrutiny that has been built up over the years
- It is highly desirable to establish a constructive relationship with the new Mayor and the new Cabinet. Those involved in overview and scrutiny should seek to demonstrate how the scrutiny function can assist the mayor in improving the performance of the Bristol governance system

⁷ Bristol City Council (2012) *Overview and Scrutiny in Mayoral Bristol*. Report of the Inquiry Day, 14 September 2012.

- It would be helpful if the overview and scrutiny function could become more forward looking. For example, in depth reviews could examine possible areas for new approaches to policy
- The mayor is expected to develop a ‘place-based’ approach to local leadership and it would make sense to develop ‘place-based’ approaches to overview and scrutiny. The Inquiry noted the importance of ‘other public bodies’ in the governance of Bristol, and discussed the notion of ‘Whole Place Budgeting’ – an approach that involves examining the effectiveness of the total impact of public spending in a locality. While Bristol City Council has a revenue budget of around £360 million, the local spending bodies (council, health, police, and fire) spend around £1.6 billion per year. A wider role for overview and scrutiny should be explored to match the wider role of the new mayor, and this could, potentially, include the work of the Local Enterprise Partnership (LEP)
- Reference was made to the development of neighbourhood governance in Bristol, and it was suggested that ways of strengthening the voice of neighbourhoods in overview and scrutiny should be considered

The overall message emerging from the Inquiry Day was that overview and scrutiny should play an important role in the future governance of Bristol. A successful strategy would involve introducing fresh ideas about the role and purpose of overview and scrutiny. The Inquiry Day recognised that the introduction of a directly elected mayor represents a big change in Bristol’s system of urban governance, and that the overview and scrutiny function could play a more visible and more important role in the future.

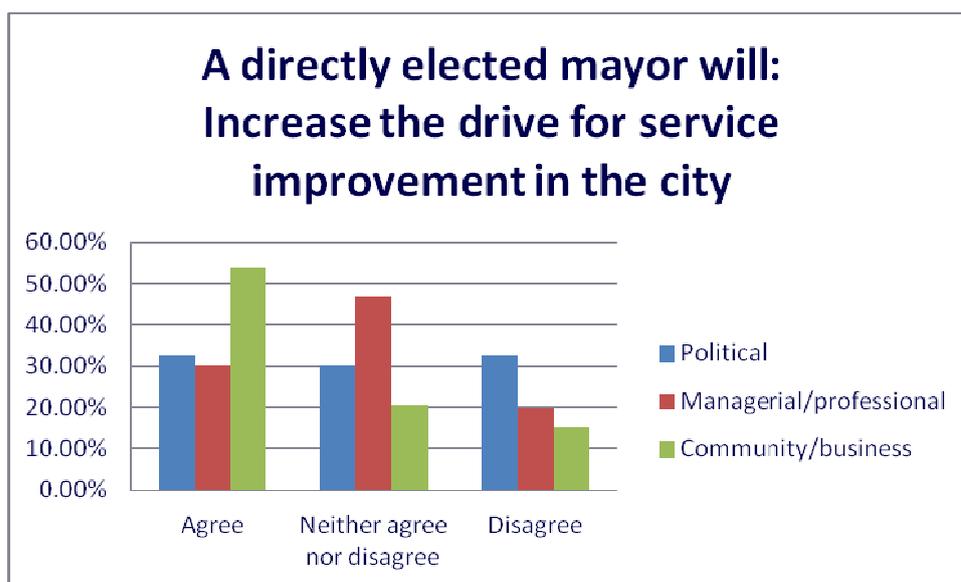
5.7 Responsiveness to local people

In order to identify people’s views on the mayoral model’s responsiveness to local people, in the surveys we asked whether having a mayor would ‘increase the drive for service improvement’. Some 60% of the Citizens Panel and 54% of the community and business realm felt that this would be the case – see **Table 5.8** and **Figure 5.7**. However, in the political and managerial realms of the Civic Leader survey, opinion was spread between those who agreed and disagreed – see **Figure 5.7**.

Table 5.8: Mayor will drive service improvement: Citizens Panel

%	Strongly agree	Tend to agree	Neither agree nor disagree	Tend to disagree	Strongly disagree	D/k	N
Increase the drive for service improvement in the city	25	35	21	9	4	7	639

Figure 5.7: Mayor will drive service improvement: Civic Leaders



Other views on the mayor’s potential responsiveness were related to community engagement and whether the mayor would listen to residents:

‘Community groups should also have a far more dynamic voice, and also feel that their achievements are recognised and their views are genuinely being listened to’ (CL, C&B)

‘Do more to work with local communities to develop and monitor key performance indicators on services that matter at the neighbourhood level’ (CL, C&B).

It was felt that the mayor should grant more powers to neighbourhoods in order to gain their trust, and that the mayor needs to take his/her lead from residents’ aspirations. Some pointed to the Bristol Manifesto (a manifesto stemming from a widespread public consultation process) as a very useful starting point.

There could be an issue with ‘gate keeping’ in terms of responsiveness to citizens, and much may rest on whomever the mayor appoints as assistants. Matters that are of concern to particular groups may or may not be prioritised. It will be important for the mayor to ensure responsiveness to communities of interest as well as geographical communities – for example, women, Lesbian, Gay, Bisexual and Transgender (LGBT) communities, disabled people: *‘The more focus there is on neighbourhoods, the more risk that a focus on other communities of interest may be lost’ (CL, C&B).*

A conversation needs to be facilitated between the mayor and residents, and a variety of mechanisms could be used, including Neighbourhood Partnerships, and meetings with communities of interest. Some felt that the present governance system has a plus point in relation to responsiveness: *‘People’s voices do get heard at some point in the political process, as there*

are various routes in' (PW). The mayoral system will need to ensure accessibility for all citizens.

Finally, there was a suggestion that '*Whoever is elected (should) build relationships with, and take advice from, the academics at our Universities in order to maximise the benefits of what the mayoral model can achieve, and minimise the risks and disadvantages*'. (PW)

5.8 Working with others

Respondents were also asked their views on the importance of the mayor developing partnerships with external bodies. The message from both the surveys is that almost all citizens think that developing partnerships with a range of external bodies is important. More than four out of five respondents identified partnerships as at least fairly important, and in all but one case – neighbouring authorities – more than half of the Citizens' Panel rated partnership as very important – see **Table 5.9**. Overall, respondents most often rated developing partnership with other local public service providers as important (94% of the Citizens' Panel; 97.5% CL, C&B), although this was only a marginally higher proportion than those who rated partnerships with business interests as important (91% Citizens' Panel; 95% CL, C&B) – see **Table 5.10**

Table 5.9: Importance of the mayor developing partnerships with external bodies: Citizens Panel

%	Very important	Fairly important	Neither important nor unimportant	Fairly important	Not important at all	D/k	N
Central government	53	35	6	3	2	1	647
Other local public service providers	60	34	3	1	1	1	643
Neighbouring authorities	48	38	11	1	1	1	644
Business interests	58	33	5	1	2	1	644
The voluntary sector	52	37	6	2	1	2	643

**Table 5.10: Importance of developing partnerships with external bodies:
Civic Leaders**

		Important	Neither	Not important
How important is it for the mayor to develop partnerships with: central government?	Political	100.0%	0	0
	Managerial/professional	96.7%	3.3%	0
	Community/business	100.0%	0	0
How important is it for the mayor to develop partnerships with: other local public service providers?	Political	100.0%	0	0
	Managerial/professional	100.0%	0	0
	Community/business	97.5%	2.5%	0
How important is it for the mayor to develop partnerships with: neighbouring authorities?	Political	100.0%	0	0
	Managerial/professional	100.0%	0	0
	Community/business	97.5%	2.5%	0
How important is it for the mayor to develop partnerships with: business interests?	Political	100.0%	0	0
	Managerial/professional	100.0%	0	0
	Community/business	95.0%	5.0%	0
How important is it for the mayor to develop partnerships with: the voluntary sector?	Political	95.3%	4.7%	0
	Managerial/professional	96.7%	3.3%	0
	Community/business	95.0%	5.0%	0

Prospects Workshop respondents were also very strongly in favour of the mayor working with others. Relationship building and partnerships with other sectors and local authorities were seen as an important part of the mayor's role. Participation in the Core Cities group (a national grouping of major cities in England) was felt to be critical in furthering Bristol's interests. It was considered important for the mayor to be outward looking, to the Core Cities network and to the networks at the West of England level, to '*...harness momentum, skills, energy and resources*' (PW).

The mayor should also look to '*Set the future agenda with industry as a proactive partner*' (PW). The mayor will also need to be astute in how he/she positions himself/herself in relation to the other councils in the West of England. Currently, Bristol is 'one authority among four equals', and the elected mayor will need to consider how to manage these relationships, and not undermine the constructive patterns of working that have taken a long time to build. It will be important that '*Improvements are better both for Bristol and the surrounding authorities*' (PW). A Civic Leader respondent suggested that the mayor will need to be '*...brave enough to look at the city region and win friends in neighbouring authorities by making them part of the solution not the problem. Entice them in by collaboration*'. (CL, Mgr).

5.9 Summary of key findings

The research has unearthed a rich store of information on people's views on the past system of urban governance in Bristol, and identified many ideas relating to the future prospects for governance led by a directly elected mayor. Here we summarise some of the key findings emerging from the analysis.

The outgoing **system** of leader and cabinet is widely regarded as flawed in terms of visibility of the leader and effectiveness in decision-making. The mayoral model was considered to offer real potential to make improvements in these areas.

The mayoral system should provide leadership across and beyond the city, working in partnership across sectors and with other local authorities. Views on whether a directly elected mayor will improve leadership of the city vary considerably by area. However, in all wards except two – Hartcliffe and Whitchurch – more people agree than disagree that leadership will improve.

There is a mismatch in the views on the outgoing governance system and the new mayoral model, between leaders in the political realm and the views of leaders in managerial, community and business realms of civic leadership. This would suggest that the political realm may not be sufficiently in touch with the other spheres of activity in the city, and that improving communication between the realms of civic leadership should be a priority.

The mayoral system will need to identify mechanisms through which to guarantee transparency and scrutiny of decision-making, as there are concerns about the mayor's electoral mandate (low voter turnout) and the potential lack of checks and balances in the mayoral system. The Inquiry Day organised by Bristol City Council on 14 September 2012 also came to this conclusion.

The majority felt that the mayoral system of governance would drive improvements in public services, but that also it could and should be more responsive to local people. It will be important for the mayor to create 'routes in' for people's voices to be heard, especially from poorer neighbourhoods and marginalised groups.

6) Priorities, implications and opportunities

In this final section of this report we offer some reflections. We outline the priorities for the mayor that have emerged from the research and explore some of the implications and opportunities.

6.1 Priorities for the mayor

The members of the Citizens' Panel, the Civic Leader survey respondents and the participants in the Prospects Workshop, were all asked their views on nine possible priorities for the mayor. The message to emerge from their responses was clear, although relatively undifferentiated. More than half of respondents rated six of the nine priorities as very important – see **Table 6.1**. Three quarters of respondents considered it very important that the mayor wins resources for the city and promotes the city. Two thirds, or more, of respondents rated every one of the nine priorities as either fairly or very important. There was very little dissent from the view that these issues are all priorities.

Table 6.1: Priorities for the elected mayor: Citizens Panel

%	Very important	Fairly important	Neither important nor unimportant	Fairly important	Not important at all	D/k	N
Win resources for the city	76	20	2	1	1	0.5	646
Promote the city	73	22	4	0.5	1	0.5	646
Articulate a vision for the city	67	26	4	2	1	1	643
Be accessible to citizens	64	28	5	2	1	0.5	642
Work well with local councillors	61	30	6	1	1	1	644
Keep party politics in the background	57	24	11	3	3	2	641
Have a high profile	48	35	11	3	2	0.5	643
Generate local support for Council policies	30	36	21	7	4	2	643
Address issues that are outside the Council's formal responsibilities	28	41	17	7	4	3	640

In some ways it could be claimed that this evidence falls neatly into line with the conventional wisdom about city promotion. This tradition suggests that city leaders should 'sell their city' in the sense of working to attract inward investment and support. But this is a superficial interpretation. Some 92% of respondents felt that it was either very important or fairly important for the mayor to be accessible to citizens. On this analysis a mayor who focuses sharply on, what the Americans call, 'civic boosterism' will disappoint just about everybody. Likewise 91% of respondents stressed the importance of the mayor working well with local councillors. The evidence from the Citizens'

Panel survey shows that citizens want to see a mayor who advances local democracy and local responsiveness as much as inward investment.

The Civic Leader survey follows a similar pattern – see **Table 6.2**. Respondents gave their near unanimous support for several priorities: To articulate a vision for the city; to promote the city; to win resources for the city; to have a high profile; to be accessible to citizens; and to work well with councillors.

In a similar way to the Citizens’ Panel however, several of the aspects of leadership that we asked about did not generate such high levels of support. For example, support was lower for addressing ‘issues that are outside the council’s formal responsibilities’, and ‘generating local support for council policies’, though in each case, each of these priorities still received more than 50% support from each realm. The lower support for these aspects in both surveys is interesting, given that reasons for moving to the mayoral model include securing greater buy-in to the policy agenda from local citizens and the ability to use soft power to influence other local actors.

The only question where one realm scored less than 50% agreement was in response to the question ‘how important is it for the mayor to keep party politics in the background’ where, perhaps unsurprisingly, only 43% of those from the political realm agreed, compared with 70% from the managerial and professional realm, and 73% for the community and business realm.

Table 6.2: Priorities for the mayor: Civic Leaders

		Important	Neither important nor unimportant	Not important
Articulate a vision for the city?	Political	100.0%	0	0
	Managerial/professional	96.7%	3.3%	0
	Community/business	97.5%	0	2.5%
Promote the city?	Political	100.0%	0	0
	Managerial/professional	93.3%	3.3%	3.3%
	Community/business	100.0%	0	0
Win resources for the city?	Political	100.0%	0	0
	Managerial/professional	100.0%	0	0
	Community/business	95.0%	5.0%	0
Address issues that are outside the council’s formal responsibilities?	Political	74.4%	16.3%	9.3%
	Managerial/professional	56.7%	26.7%	16.7%
	Community/business	70.0%	20.0%	5.0%
Generate local support for Council policies?	Political	88.4%	9.3%	2.3%
	Managerial/professional	63.3%	26.7%	10.0%
	Community/business	74.4%	17.9%	7.7%
Have a high profile?	Political	86.0%	9.3%	4.7%
	Managerial/professional	90.0%	10.0%	0
	Community/business	87.5%	7.5%	5.0%
Be accessible to citizens?	Political	90.7%	4.7%	4.7%
	Managerial/professional	93.3%	6.7%	0
	Community/business	90.0%	5.0%	5.0%
Keep party politics in the background?	Political	42.9%	19.0%	38.1%
	Managerial/professional	70.0%	13.3%	16.7%
	Community/business	72.5%	20.0%	7.5%
Work well with councillors?	Political	97.7%	2.3%	0
	Managerial/professional	83.3%	13.3%	3.3%

		Important	Neither important nor unimportant	Not important
	Community/business	87.5%	7.5%	5.0%

6.2 Implications and opportunities

The research has unearthed a good deal of useful information on the views of different sets of actors in Bristol's system of governance about how the leader and cabinet model has worked in the past. It has also been successful in capturing a substantial set of data on the varying views different actors have regarding the 'prospects' for mayoral governance in Bristol. In Section 5.9 we provided a summary of key findings, and we provide an abbreviated list of the implications here.

Our research has shown that the outgoing **system** of leader and cabinet is widely regarded as flawed in terms of visibility of the leader and effectiveness in decision-making. The mayoral model should offer considerable potential for improvement in these areas.

The mayoral system should provide leadership across and beyond the city, working in partnership across sectors and with other local authorities.

There is a mismatch in the views on the outgoing governance system and the new mayoral model, between civic leaders in the political realm and the views of civic leaders in managerial, community and business realms. This lays down a clear challenge for councillors and would-be councillors. The city is fortunate in having many talented local politicians willing to put themselves forward to serve the city. In many ways councillors can claim to be the people who are most in touch with the public mood and the needs of different communities. However, this research suggests that, in relation to issues relating to urban governance, many councillors may not be in tune with thinking in the wider community. At the very least it suggests that they need to reconsider their attitudes to the possibilities for mayoral governance.

The mayoral system will need to identify mechanisms through which to guarantee transparency and scrutiny of decision-making, as there are concerns about the mayor's electoral mandate (low voter turnout) and the potential lack of checks and balances in the mayoral system. The Inquiry Day organised by Bristol City Council in September also came to this conclusion.

The majority of those we surveyed felt that the mayoral system of governance would drive improvements in public services, but that also it could and should be more responsive to local people. It will be important for the mayor to create 'routes in' for people's voices to be heard, especially from poorer neighbourhoods and marginalised groups.

In relation to opportunities this research suggests that the mayoral era of governance is opening up a wide range of new opportunities for innovation in local democracy. Moving to a mayoral model of governance represents disruptive change in the sense that 'carrying on in more or less the same way'

is not an option. Disruptions can be unsettling, even upsetting, but they can also be used to encourage and inspire. The new mayor will hold office until May 2016 and this provides much needed stability in the leadership of the city. Hopefully, the mayor can orchestrate a range of innovations that will bring new energies into local politics and policy making.

Lastly, it seems clear that the notion of three 'realms of civic leadership' provides a helpful way of understanding the changing pattern of urban governance in our city. These realms of civic leadership are to be found in just about any given city but the governance system is not normally conceptualised in this way. The two universities involved in this research are committed to carrying out policy relevant study on the city and the city region and we would like to build on this early work. We hope that our analysis of public perceptions, as well as the views of civic leaders drawn from the three realms of civic leadership, are useful to all those involved in the governance of Bristol and the Bristol city region.

Acknowledgements

The authors wish to thank Bristol City Council for funding and supporting this research. Many people have contributed to the contents of this report. First, we would like to thank the civic leaders who served on our Research Advisory Board for their guidance and encouragement (members listed in **Appendix 1**). We thank the officers in Bristol City Council who assisted with the design and execution of the surveys – particularly Paul Taylor and Dave Clarke in the Chief Executive’s Department, and Philip Higgins, Anna McDermott and Sarah McMahon in the Consultation, Research and Intelligence team. Special thanks to the civic leaders who participated in the Prospects Workshop held in October 2012. Finally, we wish to thank Julie Trigg and Carolyn Webb, at the University of the West of England, for providing excellent administrative support to this research project.

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Appendix 1: Membership of the Research Advisory Board

Chair: Professor Robin Hambleton, UWE

Councillor Peter Abraham, Conservative Party Leader, Bristol CC

Sir Steve Bullock, Mayor of Lewisham

Councillor Simon Cook, Liberal Democrat Party Leader, Bristol CC

James Durie, Bristol Initiative

Mayor George Ferguson, City of Bristol

Councillor Tess Green, Green Party Leader, Bristol CC

Carolyn Hassan, Knowle West Media Centre

David Marsh, Master, Society of Merchant Venturers

Graham Sims, Chief Executive, Bristol CC

Councillor Ron Stone, Labour Party Leader, Bristol CC

Matthew Symonds, VOSCUR

Paul Taylor, Head of Executive Office, Bristol CC

Christina Zaba, A Manifesto for Bristol

Appendix 2: Survey research methods

The survey data presented in this report comes from three surveys:

- A survey of Bristol residents, via the **Bristol Quality of Life in your Neighbourhood** survey
- A survey of Bristol residents, via the **Bristol Citizens' Panel**
- A survey of **civic leaders**

The **Bristol Quality of Life in your Neighbourhood** survey was sent to 24,000 randomly selected residents in Bristol, by Bristol City Council. Responses were collected between 10th September and 26th October 2012, either online or by post. 4,764 people responded to the question, a response rate of 18%.

The question was:

'To what extent do you agree or disagree with the view that a directly elected mayor will improve leadership of the city?'

	Strongly agree	Tend to agree	Neither agree nor disagree	Tend to disagree	Strongly disagree	Don't know
The city of Bristol has visible leadership						

The **Bristol Citizens' Panel** is a statistically representative sample of people from across Bristol. A questionnaire was sent to members of the Panel by Bristol City Council in early September 2012. 658 responses were received (either by post or online) from 1,863 Citizens' Panel members, a response rate of 35%. The questionnaire to them included all the questions set out below under the heading 'Civic leadership in Bristol questionnaire'.

For the survey of **civic leaders**, we surveyed all 70 councillors, and 35 people each from Bristol City Council officers, and Bristol based members of the public, private and third sectors at the end of September 2012. This survey was administered by Bristol City Council on behalf of the research team. The names of the civic leaders were suggested to us by our Research Advisory Board.

The responses were as follows:

BCC councillors	43 (61%)
BCC officers	19 (54%)
Private sector	21 (60%)
Public sector	14 (40%)
Third sector	23 (66%)
Total	120 responses

For the survey of civic leaders, the questionnaire included all the questions set out below under the heading 'Civic leadership in Bristol'. It also included an additional two questions. They were:

Bristol was the only city in England that voted for a directly elected mayor in the recent round of referendums. What do you think this says about Bristol?

Finally, are there any other important issues related to the move to a directly elected mayor that you would like to share with us?

Civic leadership in Bristol questionnaire

Following the referendum earlier this year, on 15th November 2012 the citizens of Bristol will vote for a directly elected mayor. The following questions are going to be used by researchers at the University of the West of England and the University of Bristol to understand the impact that a directly elected mayor will have on leadership, decision-making, and involvement in the city.

We would like to know your views on the city at the moment. Please tell us whether you agree or disagree with the following statements.

	Strongly agree	Tend to agree	Neither agree nor disagree	Tend to disagree	Strongly disagree	Don't know
The city of Bristol has visible leadership						
The leadership of the Council has a vision for the city						
There are many opportunities to get involved in decision-making in important affairs in the city						
City wide views are well represented by the Council						
It is clear who is responsible for making decisions at the Council						
I trust the Council to make good decisions						
Decisions are made in a timely way by the Council						
It is clear who people should approach if they are not happy with local issues						
Ward councillors provide an effective check on Council leadership						
The leadership of the Council ensures that Council services are responsive to local people's needs						
The needs of my community are well represented in decision-making in the city						

To what extent do you agree or disagree that the current leadership of the council can influence the decision-making of:

	Strongly agree	Tend to agree	Neither agree nor disagree	Tend to disagree	Strongly disagree	Don't know
Central government						
Other local public service providers						
Neighbouring authorities						
Business interests						
The voluntary sector						

We would like to know what you think the priorities should be for the mayor and how they should undertake their role. How important is it for the directly elected mayor to:

	Very important	Fairly Important	Neither important nor unimportant	Fairly Unimportant	Not important at all	Don't know
Articulate a vision for the city?						
Promote the city?						
Win resources for the city?						
Address issues that are outside the Council's formal responsibilities?						
Generate local support for Council policies?						
Have a high profile?						
Be accessible to citizens?						
Keep party politics in the background?						
Work well with local councillors?						

How important is it for the directly elected mayor to develop partnerships with:

	Very important	Fairly Important	Neither important nor unimportant	Fairly Unimportant	Not important at all	Don't know
Central government?						
Other local public service providers?						
Neighbouring authorities?						
Business interests?						
The voluntary sector?						

We would like to know what you think the likely impact will be of the directly elected mayor in Bristol. How much do you agree or disagree with the following statements?

	Strongly agree	Tend to agree	Neither agree nor disagree	Tend to disagree	Strongly disagree	Don't know
A directly elected mayor will:						
Improve the leadership of the city						
Ensure my views are better represented						
Ensure the interests of Bristol are better represented						
Improve decision-making in the city						
Improve public confidence in decision-making in the city						
Make it easier to review the performance of the Council						
Increase the drive for service improvement in the city						
Create more opportunities for positive change in the city						
Improve opportunities for community participation in public affairs						

Appendix 3: Voter turnout in the Bristol Mayoral Election, November 2012

	Eligible Electorate	Votes cast	Turnout
Overall turnout - Postal	46,265	26,758	57.84%
Overall turnout - Ward	277,045	63,515	22.93%
Overall turnout - City wide	323,310	90,273	27.92%
Ward	Electorate excluding postal	Votes cast exc. postal	Turnout
Brislington East	7,761	1,424	18.35%
Brislington West	7,488	1,607	21.46%
Eastville	7,644	1,737	22.72%
Frome Vale	7,365	1,447	19.65%
Hillfields	8,535	1,345	15.76%
St George East	7,947	1,148	14.45%
St George West	7,511	1,385	18.44%
Stockwood	7,477	1,306	17.47%
Avonmouth	8,268	1,392	16.84%
Henbury	6,762	1,193	17.64%
Henleaze	6,565	2,799	42.64%
Horfield	8,194	1,772	21.63%
Kingsweston	6,736	1,244	18.47%
Lockleaze	7,108	1,256	17.67%
Southmead	7,160	1,016	14.19%
Stoke Bishop	6,937	2,265	32.65%
Westbury on Trym	6,540	2,390	36.54%
Bedminster	8,781	2,209	25.16%
Bishopsworth	7,410	968	13.06%
Filwood	7,473	932	12.47%
Hartcliffe	7,312	820	11.21%
Hengrove	7,616	1,142	14.99%
Knowle	7,461	1,812	24.29%
Southville	8,885	2,867	32.27%
Whitchurch Park	7,152	1,031	14.42%
Windmill Hill	8,560	2,369	27.68%
Ashley	9,965	3,236	32.47%
Bishopston	8,869	3,153	35.55%
Cabot	11,166	2,276	20.38%
Clifton	7,820	2,453	31.37%
Clifton East	7,614	1,870	24.56%
Cotham	8,525	2,378	27.89%
Easton	8,219	2,401	29.21%
Lawrence Hill	10,410	2,252	21.63%
Redland	7,809	2,620	33.55%
	277,045	63,515	22.93%

Retrieved from:

<http://www.bristol.gov.uk/page/council-and-democracy/election-results>

23rd January 2013

