

# BURNLEY TASK FORCE

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## LISTEN TO US

We live in world full of drugs and pollution  
I think it's about time we thought of a solution  
Listen to people's views and what they think  
Don't laugh at them and say they stink  
Try to understand we do want to change  
Don't think or say that we are insane  
You have never seen our pain

When you ask us about the good things in our town  
You take us for a bunch of clowns  
But we have parks that are very smart  
We just need some lighting for when it gets dark  
Whether you know it or not we do have some fun  
We have a youth club, but only one  
We are growing up and want more

But they just don't seem to want to know  
When you ask us about the bad things in our town  
Don't just listen – write them down  
We have children missing at the age of seven  
They are not ready to go to heaven  
We have people on drugs getting high  
At the age of nineteen, they will die

We have crime all around us, and know it as a fact  
That the criminals will get less than five months, if they get that  
We want more cameras and more police  
To watch out for our nephews and niece  
But most of all we want peace

We want to be able to have fun  
before we reach the age of ninety one  
Girls are getting pregnant at an early age  
Missing exams and not having a career  
Wasting time and drinking beer

I wrote this poem to make a point  
To try and make this place a better joint  
And give the people what they want

**A poem by Kerry Barnes aged 16  
Youth Works Burnley Voices Group**

## PREFACE

Throughout our investigations, the Burnley Task Force has looked at the issues that have led to the disturbances that took place on the weekend of the 23<sup>rd</sup> June. Our report covers not just the immediate causes of these problems, but also many of the deep-rooted issues that have led Burnley to the point where violence and prejudice was allowed to dominate the town for those days in June.

The aim of our investigation and of the report we have produced is to look at what happened during those disturbances and to seek explanations. Importantly, however, the Task Force has sought to provide a way forward for Burnley. In crucial areas such as housing, community relations, policing, the role of the community and voluntary sector, youth and the work of statutory bodies, the Task Force has made recommendations for both immediate and long-term actions. These recommendations will require the support and effort of all sections of the Burnley community and the commitment of local, regional and central government.

Burnley never asked for wounding of the town through successive job losses, and the steady decline of its traditional industries. Burnley people never sought the levels of deprivation that resulted from its economic difficulties. But the truth is that the people of Burnley cannot tackle all of these problems on their own. The time is right for all those who live and work in the town, those who employ people in Burnley, those who administer the services and facilities in Burnley, those who make decisions on its behalf, those who lead communities and faiths in the town and those who have the influence to direct funding within Burnley to unite around a common vision.

Many people have said to us during our investigations that the vision for Burnley is not evident. They have said that the signposts pointing towards a brighter, more confident future are difficult to find. This Task Force report seeks to lift the community. It also aims to show the people of Burnley and the decision makers the signposts that may point the way to a more cohesive, inclusive and better-served community.

We must provide the people of the town with compelling reasons to work together. We must provide the young people of Burnley with reasons to stay and build their lives in Burnley. We must all show each other that Burnley can be a place where people live together in peace because we share common goals and we understand each other's concerns.

In my short time working in Burnley, I have fallen in love with the town. It is a town of rich tradition and pride. It is also a town in which people, often through adversity and hardship, display the best elements of human nature; warmth, generosity, loyalty and a tremendous spirit. The challenge for all of us now is to build on the best that exists in Burnley and use the energy and determination that is here to build a better, more prosperous future. There

is no place here for those who preach prejudice and racial hatred. There is no place for those who do not want to contribute to the best future for the town.

Prime Minister, Tony Blair's words to the Labour Party Conference on 2<sup>nd</sup> October 2001 echo these sentiments.

"The graffiti, the vandalism, the burnt out cars, the street corner drug dealers, the teenage mugger just graduating from the minor school of crime: we're not old fashioned or right-wing to take action against this social menace.

We're standing up for the people we represent, who play by the rules and have a right to expect others to do the same.

And especially at this time let us say: we celebrate the diversity in our country, get strength from the cultures and races that go to make up Britain today; and racist abuse and racist attacks have no place in the Britain we believe in".

The events of the weekend of the 23<sup>rd</sup> June were a low point for Burnley. But, out of difficult times, there often springs hope. In the view of the Task Force, those events have created an important opportunity. It is now time to seize that opportunity and create a Burnley in which everyone can live in peace and work together for a common future.

## CHAIR'S INTRODUCTION

At the end of July, I was invited to act as independent Chair to the Task Force set up to examine the sad events that occurred in Burnley on the 23<sup>rd</sup> to 25<sup>th</sup> June 2001. Having seen the Terms of Reference that were set by the Task Force following a Borough-wide Conference shortly after the disturbances, I agreed.

My first visit to Burnley took place on Wednesday 1<sup>st</sup> August and since that date I have visited the town on 32 days. Throughout this enquiry I have endeavoured to meet and consult with as many people, groups and organisations as possible to ensure that all views on the disturbances and their causes can be taken into account. Inevitably it has not been possible to meet everyone who has something to contribute to the consultation process. Nevertheless, through a wide range of consultation methods, the decision taken by the Task Force to consult as widely as possible has, in my view, been met.

Early discussions and consultations suggested to us that the issues of concern to people were far broader and deeper than the Terms of Reference initially envisaged. For this reason the Task Force decided that it would be important not to strictly adhere to the Terms of Reference but to take the opportunity to examine the wider issues raised. In our view it would have been a mistake not to listen to the genuinely held views that may assist Burnley in addressing the many social, economic and community problems it appears to be facing at the present time.

Burnley is an East Lancashire town of some 90,000 people set in the hill country of the Pennines. Its growth and development in the nineteenth and early twentieth centuries is attributed to traditional textile and heavy engineering industries. However, like many communities in the North West it is a town in slow transition. Manufacturing still accounts for more than a third of jobs in the Borough. However, increasing unemployment, derelict and outdated buildings and infrastructure, significant in-work poverty due to low wage levels, and an under-skilled workforce combined with under-attainment at school, remain key features of the local economy.

Burnley's population includes a significant minority ethnic community. Estimated at around 7% of the population and mainly of South Asian heritage, it is geographically concentrated in one ward: Daneshouse. In the Index of Multiple Deprivation (2000) Daneshouse is shown as the most deprived ward in the Borough and among the worst 1% in England.

Low value Victorian terraced housing is the dominant feature of Burnley's housing. Many are in poor condition and carry high costs of repair. In inner Burnley it is estimated that around 15% of these properties are vacant and nearly 27% are unfit as homes. There are only four local authority areas in the country where private sector housing is in a worse condition or where there is a lower demand for private sector homes.

Many households in Burnley experience real poverty. 40% of homes in Burnley are dependent on some sort of state benefit and 42% of children are eligible for free school meals. Around 30% of all of East Lancashire's Income Support claimants live in inner Burnley. Household income deprivation shows that Daneshouse ward is among the most deprived in England. Only 7 wards out of 8414 are more deprived.

Burnley residents also suffer from relative ill-health, with worse than national average incidences of premature death from coronary heart disease, cancers and respiratory diseases. Burnley also has very high levels of teenage pregnancy, mental illness and increasingly high levels of drug and alcohol misuse.

All of these factors impact upon the education and skills attainment of Burnley residents. Four of Burnley's 16 wards are within the worst 20% in England. 6 out of 8 secondary schools in the Borough are below the English average for attaining 5 GCSE A to C grades, with 3 significantly below.

High crime rates are also evident in Burnley, especially inner Burnley. The reduction of crime and the fear of crime is seen as a key factor in encouraging people to stay in the inner Burnley communities. In the year to July 2001, 44% of all crime in the Burnley, Pendle and Rossendale police area took place in Burnley, whilst the Borough's population accounts for just 34% of the same area.

In almost every sense it is clear that, whilst Burnley is not a city, it experiences all of the chronic problems associated with inner city deprivation.

This report deals at some length with a number of distinct but, in many ways, interrelated areas of concern. Where appropriate the Task Force makes recommendations that it feels can assist a better understanding between sections of the community and to remedy some of the real and very serious problems that many people face in Burnley.

Turning to 23<sup>rd</sup> to 25<sup>th</sup> June, I have had the opportunity to meet and discuss with a number of people who witnessed those events. As a result of what I have heard, I am convinced that what was described as a 'race riot' was in fact a series of criminal acts, perpetrated by a relatively small number of people. Certainly racial intolerance played a significant role in those disturbances; the confrontations that took place were clearly identified as aggression and violence by both white people and those from within the Asian Heritage communities. However, in my view, the label of 'race riot' does the people of Burnley a grave disservice.

The membership of the Task Force has worked extremely hard over the last four months. It has been ably supported by the dedicated and committed staff from Burnley Borough Council. I would particularly like to pay tribute to the younger members of the Task Force who have reached out to the youth of Burnley in a number of important ways. Their contribution should be seen as a sign of great hope for the town.



Nobody can predict if Government at a local, regional or national level will act on the findings and recommendations contained in this report. If, however, the clear warning signs about the levels of deprivation, the lack of effective communication with the people of the town and the disillusionment felt by many young people in Burnley are ignored, then our time will have been wasted and an opportunity for real change and progress will have been lost.

What is clear to me and the rest of the Task Force is that, despite the problems that exist, the vast majority of the people of Burnley have tremendous heart, generosity and determination to build a better future for their town.

I should draw the attention of readers to the fact that Burnley Task Force has been established and has operated in a unique way. It is completely different to the other government-sponsored reports following the disturbances of last summer. Burnley Task Force was set up by the people of Burnley following the Community Conference which was organised by Burnley Council shortly after the disturbances. It's members are all drawn from Burnley, apart from myself as the independent Chair. They have given their considerable time on a voluntary basis. Throughout the period of the Task Force, the community has been involved integrally and at every stage. The Task Force's report will go to the follow up Community Conference in January. This will be the opportunity for the people of Burnley to discuss our findings, identify any gaps and debate the ways forward. I know they will do this with their usual energy and commitment to make Burnley a better place for all.

**Lord Tony Clarke**  
**Chair, Burnley Task Force**

# **TASK FORCE RECOMMENDATIONS AND ACTION PLAN**

## **The Importance of a Robust Partnership Based Solution**

The numerous recommendations in this report are the result of considerable commitments from individuals, groups and agencies throughout Burnley. It is important that they are now actively considered and taken forward by appropriate bodies, whether at national, regional or local level.

Many of these recommendations will however fall to local agencies and the Task Force wants to clearly spell out that it sees the developing Burnley Local Strategic Partnership as the body that should assume overall responsibility for monitoring the progress of Task Force related activity. The Task Force has been heartened by the strong commitment of the community, voluntary and public sectors to work within the Local Strategic Partnership and views it as essential that the partnership is both powerful, recognised and accepted by Burnley's community and has the resource capability to deliver its strategic responsibilities.

The Task Force fully supports the Government's provision of resources through its Community Empowerment Fund and Community Chest to enable the full engagement of the Community and Voluntary Sectors in the Local Strategic Partnership. However it is also strongly of the view that the Government should carefully consider making specific resources available to assist the management and administration of the Local Strategic Partnership. This report highlights the resource constraints of Burnley Borough Council. Other local public sector partners are equally pressured and the Task Force is concerned that a combination of current resources will not deliver the quality Local Strategic Partnership it believes is essential for Burnley.

## **Burnley Task Force Action Plan**

There are a very wide range of issues which have been considered by the Task Force. These include not only Police, crime and community relations issues, but also wider social and economic problems in Burnley. The Task Force report should be actively considered by all organisations and agencies which have a role to play in improving the quality of life for people who live and work in Burnley. This Action Plan, therefore, should be considered by Government, by the North West Development Agency, by the Housing Corporation, by all health agencies, by Lancashire Constabulary, by statutory voluntary and community sectors, as well as by the people of Burnley itself. All of them and others, should consider what their contribution must be to improving the situation in Burnley and helping to ensure that the disturbances of the summer of 2001 will not happen again.

The Task Force will call for all organisations and agencies to produce their own Action Plans which need not be confined to the points specifically raised by the Task Force. The Task Force will consider these Action Plans and the Community

Conference will discuss the proposals. This is the first Action Plan arising from the Task Force's report. It is, however, intended that Burnley's Local Strategic Partnership should take responsibility for reviewing progress six-monthly against its recommendations.

**Burnley Task Force Recommends:**

**Government should consider making available specific resources to assist the administration and management of the Local Strategic Partnership.**

**The LSP will have a vital role in overseeing action arising from the Task Force, and should formally be asked to monitor action arising in the longer term.**

		<u>Action</u>
1	<p><b>Local Strategic Partnership</b></p> <p>1.1 Government should consider making available specific resources to assist the administration and management of the Local Strategic Partnership.</p> <p>1.2 The LSP will have a vital role in overseeing action arising from the Task Force, and should formally be asked to monitor action arising in the longer term.</p>	<p>Govt.</p> <p>LSP</p>
2	<p><b>Planning for Future Disturbances</b></p> <p>2.1 The Police should liaise with Burnley Borough Council and Lancashire County Council to determine whether improvements could be made in intelligence gathering and strategic planning with the aim of providing earlier warning for any future disturbances</p>	<p>Police, BBC, LCC</p>
3	<p><b>Housing</b></p> <p>3.1 Government, the Regional Development Agency and the Housing Corporation should respond positively to the proposal for a Housing Market Renewal Fund to tackle the serious issues of private sector housing conditions and abandonment in Burnley and East Lancashire. This proposal is supported by Burnley Borough Council.</p> <p>3.2 Government, NWDA, Housing Corporation, must</p>	<p>Govt., NWDA, Housing Corp., BBC, East Lancs. Partnership</p>

		<b><u>Action</u></b>
	<p>acknowledge that efforts to tackle exclusion, disadvantage and neighbourhood renewal will fail unless a concerted effort is made to tackle the housing problems of Burnley, which are some of the worst in the country. Resources for private sector housing and neighbourhood renewal should be increased substantially by the Government in the next Comprehensive Spending Review.</p>	Govt., NWDA and Housing Corp.
3.3	The Government should amend Public Service Agreements, national floor targets, to include provision for private sector housing.	Government
3.4	Existing funding mechanisms for housing should not penalise those local authorities who have transferred their Council housing stock.	Govt.
3.5	The Government should advise Regional Development Agencies to re-include provision for resourcing private sector housing renewal initiatives as one part of their comprehensive programmes for neighbourhood renewal.	Govt., RDAs
3.6	The Government should review its dispersal programme for asylum seekers.	Govt.
3.7	Housing Associations, including Burnley and Padiham Community Housing should consider whether and how they can increase the attractiveness of their properties for black and minority ethnic households.	Housing Associations covering Burnley
3.8	All housing providers should work together in a more concerted way to consider and meet the housing and related support needs of young people. The Housing Benefit regulations relating to young single people should be reviewed.	All Housing providers & Govt
3.9	Burnley Borough Council should strengthen its support for new social housing developments that meets identified needs through its housing, asset management and planning functions. This should be a strategic priority.	BBC

		<u>Action</u>
3.10	Housing Corporation should review the scope for increasing its grant allocations for Burnley in future years for new social housing development aimed at meeting identified needs.	Housing Corp.
3.11	Burnley Borough Council should appraise the existing scope and usefulness of the ethnic monitoring of its services, including housing, in order to devise a more effective system.	BBC
3.12	Burnley Borough Council should liaise with other Councils, including Bradford, Oldham and Rochdale, to share knowledge and experience of housing issues and Government should help to identify any common problems, barriers and solutions.	BBC and Govt.
3.13	<p>Burnley Borough Council should continue to support the feasibility study into the proposal to create a community housing company in Burnley Wood. If it proves feasible:</p> <p>(i) Government, the Housing Corporation and the RDA should consider how they could support its implementation;</p> <p>(ii) It should be considered for other communities in Burnley.</p>	Govt., BBC, RDA, Housing Corp.
3.14	Government should bring forward the implementation period on "Selective Licensing of Private Landlords", with a view to implementing the proposals earlier than Spring 2004.	Govt.
3.15	In the interim, until new licensing arrangements are introduced, Burnley Borough Council should seek urgent discussions with landlords, with a view to establishing agreed guidelines covering the responsibilities of landlords and tenants.	BBC
3.16	Burnley Borough Council should review its programmes for clearing rubbish and sealing derelict	BBC

		<u>Action</u>
	and abandoned properties in areas of abandonment. 3.17 The Fire and Rescue Service should liaise with the Police and Burnley Borough Council to discuss its proposals	Fire & Rescue, Police, BBC
4	<b>Community Relations</b> 4.1 Whenever resources are directed to areas with large minority ethnic communities, or specifically to minority ethnic communities or groups, the reasons for this and any conditions applying should be communicated effectively to the people of Burnley. 4.2 The report of the East Lancashire Development Unit on the future of race relations work, following the collapse of the local RECs, should be responded to positively and urgently by all partners and a strategy for the future developed. 4.3 The CRE should reconsider its decision to withdraw resources for race relations work in the Borough. 4.4 Burnley Borough Council should continue to support the Translation Unit and the Equality and Access Team. 4.5 More opportunities should be sought for Burnley's white and minority ethnic communities to mix in the Borough. Local Authorities, the voluntary and community sector, other agencies and the faith community should look to find ways of encouraging and supporting multi-cultural activities and organisations which cut across racial divisions. The cultural diversity of Burnley needs to be recognised and valued and more community activities should be multi-cultural events. 4.6 There are divisions within the Asian communities that	BBC and LCC  CRE, LCC, BBC, Pendle BC, Hyndburn BC, Rossendale BC, East Lancs. Partnership  CRE  BBC  BBC, LCC, voluntary and community sector, and faith community

		<b><u>Action</u></b>
	<p>appear to add to the problems and hinder inclusion in Burnley. Community leaders amongst minority ethnic groups should be open about these, should examine ways by which they can find common ground, build on existing bridge-building initiatives and come together to promote inclusion within Burnley.</p> <p>4.7 Burnley Borough Council, Lancashire County Council and other statutory organisations, should review and reinforce their positive action measures, particularly in recruitment, to ensure that their workforce is representative of the make-up of the local community. They should also use their leadership role to encourage other local employers in the business and public sectors to do the same.</p> <p>4.8 All sections of the community should be encouraged to speak freely about issues that cause them concern in an open and constructive manner.</p>	<p>Minority ethnic community leaders</p> <p>BBC, LCC, statutory organisations BBC, LCC, voluntary and community sector</p> <p>All sectors</p>
5.	<p><b>Community and Voluntary Sector</b></p> <p>5.1 The community and voluntary sector should institute a programme of consultation to examine how the sector can be restructured for the benefit of the community it serves. A consultative conference of all of the organisations within Voluntary Action in the Community (VAC) and the Community Alliance (CA) and other community groups be arranged to discuss this.</p> <p>5.2 The community and voluntary sector should organise a seminar to consider:</p> <p>(a) how best to rationalise the sector to avoid unnecessary competition for resources;</p> <p>(b) avoid duplication of effort;</p> <p>(c) consider all the action points outlined in the comprehensive submission from the community</p>	<p>Community and voluntary sector</p> <p>Community and voluntary sector</p>

		<u>Action</u>
	<p>and voluntary sector.</p> <p>5.3 Burnley Borough Council and Lancashire County Council examine the case for a Borough-wide outreach worker to support the voluntary and community sector and to engage women and young people, as described in the submission from the community and voluntary sector.</p>	BBC and LCC
6	<p><b>Burnley Borough Council</b></p> <p>6.1 Government should respond formally to the request to reimburse the expenditure incurred by Burnley Borough Council, as a result of the disturbances and the setting up of the Task Force.</p> <p>6.2 Burnley Borough Council should give urgent attention to establishing and resourcing a professional Corporate Communications Unit.</p> <p>6.3 Burnley Borough Council should put its view (and that of a number of its partners) regarding the benefits of a single Unitary Authority to Government during the consultation on the forthcoming White Paper on Regional Government.</p> <p>6.4 The recent moves towards better understanding between Burnley Borough Council and Lancashire County Council should be progressed and Lancashire County Council should respond urgently to the review of the provision and level of County-run services within the Borough.</p> <p>6.5 Burnley Borough Council should examine its current organisation and staffing arrangements to support the Leadership and the Executive, and should consider appointing additional staff resources to assist the Leadership in developing its strategic vision and role</p>	<p>Govt.</p> <p>BBC</p> <p>BBC</p> <p>BBC and LCC</p> <p>BBC</p>



		<b><u>Action</u></b>
	to link to the Local Strategic Partnership.	
6.6	The Government should acknowledge the problems created by the current methodology of the Standard Spending Assessment and review its impact on the people of Burnley.	Govt.
6.7	Burnley Borough Council should be supported in its review of regeneration strategies and priorities (see further).	BBC
<b>7</b>	<b>Regeneration</b>	
7.1.	Burnley's Local Strategic Partnership should develop a detailed Neighbourhood Renewal Strategy alongside a Community Relations Strategy as a matter of urgency. These Strategies should clearly spell out the reasons behind the policies suggested within them. The Government should urgently consider how it can assist with this task.	LSP, BBC, LCC, CRE
7.2.	The Borough's Neighbourhood Renewal Strategy should include a detailed review of the advantages and disadvantages of area based initiatives.	LSP
7.3.	Burnley Regeneration Forum and the Borough's European Partnerships should review their work programmes in the light of the Task Force's recommendations and particularly seek to support cross cultural activity to a far higher level than at present.	Burnley Regeneration Forum, Burnley Priority 2 Partnership, Burnley Urban 2 PMC
7.4.	All Regeneration Partnerships, and the Borough's Local Strategic Partnership should prioritise work to communicate their activity to Burnley's residents.	L.S.P, Burnley Regeneration Forum, Burnley Priority 2 Partnership, Burnley Urban 2 PMC
7.5.	The Government should co-ordinate funding streams and Government programmes more efficiently and	Govt.

		<u>Action</u>
	<p>effectively and over a longer time period to assist local communities in regenerating their neighbourhoods.</p> <p>7.6. The Government and NWDA should recognise that Burnley has the range and complexity of problems of deprivation of an inner city, but not the resources or public sector infrastructure. The extent of its problems are masked by it being part of a more affluent county area. Its regeneration programme should be resourced to reflect this position.</p>	Govt., NWDA
8	<p><b>Burnley's Economy</b></p> <p>8.1 All public sector agencies, including the Regional Development Agency and Lancashire Learning and Skills Council should annually assess their contribution to Burnley's Economic Strategy Action Plan.</p> <p>8.2 The Regional Development Agency and Lancashire Learning and Skills Council and other economic support agencies should recognise that Burnley's economy cannot be transformed into a knowledge based, high-growth economy overnight. Policies should be re-assessed to ensure support to traditional manufacturing employment is provided alongside support to emerging growth businesses.</p> <p>8.3 The Regional Development Agency should equally assess how it can support investment in Burnley's older industrial business premises at the same time as supporting modern investment.</p> <p>8.4 All economic support agencies should urgently assess how they can deliver their services more locally to Burnley's deprived communities.</p> <p>8.5 All economic support agencies should undertake to actively review how they can better work together in delivering services to Burnley's deprived communities.</p>	<p>GONW, NWDA, LLSC, Burnley College, LCC, BBC, Health Agencies</p> <p>As above</p> <p>NWDA</p> <p>GONW, NWDA, LLSC, Burnley College, LCC, BBC</p> <p>As above</p>

		<u>Action</u>
9	<p><b>The Police</b></p> <p>9.1 Burnley Police should give consideration to the provision of a direct “drugs line” which would allow people to contact the Police on drug related matters. This would need to be resourced effectively to give the community confidence that drugs are high on the Police’s agenda.</p> <p>9.2 The Police should hold urgent discussions with Lancashire County Council Social Services in respect of young people at risk.</p> <p>9.3 The issues raised in the submission by the Police and in the appropriate section of the Task Force report, should be considered further through the relevant Police/Local Authority consultative arrangements.</p> <p>9.4 The Police should gather further information on the proposal for an oral history project and, once received, give serious consideration to this proposal.</p>	<p>Police</p> <p>Police</p> <p>Police</p> <p>Police</p>
10	<p><b>Media</b></p> <p>10.1 The local and regional media should consider carefully their response to the media analysis by Prophecy. This concluded that the increase in coverage of difficult issues towards the time of the public disturbances could have contributed to tensions between communities in Burnley. The media should develop its own strategies for reporting in a fair and accurate way local issues which could contribute towards racial tension.</p> <p>10.2 Local organisations and agencies should seek to communicate effectively with the local media and the local population in order to address misconceptions in a proactive way.</p>	<p>The media</p> <p>Local and regional authorities organisations and agencies</p>
11	<p><b>Education</b></p>	

		<u>Action</u>
	11.1 Education is a key issue of concern to the local community of Burnley and the contribution of the issues regarding the allocation of school places needs to be considered carefully by the local Education Authority.	LCC
	11.2 Lancashire Education Authority (LEA), together with Burnley College and Burnley Borough Council should consider how best it can engage local people in the much needed wider debate on quality education provision in Burnley. The complex issues involved could not be considered in sufficient depth by the Task Force but they need addressing as a matter of urgency.	LCC
	11.3 LEA should assist the young people's group to prepare and launch the Young People's Task Force report .	LCC
	11.4 LEA officers should identify how to address the needs for education and training, and in particular ways in which teachers and others at "the sharp end" can positively tackle issues of race and culture throughout its educational and youth and community establishments.	LCC
	11.5 LEA officers should identify how to tackle issues of race and culture, particularly within primary schools, to help avoid some of the deeply entrenched views that were evident from 12 year old and even younger people.	LCC
	11.6 The LEA should adopt methods of consultation with young people that are attractive to them and which actively seek their views and include them in decision-making processes.	LCC
	11.7 The contribution of Burnley College to the overall educational and training provision within the Borough is acknowledged and welcomed.	Burnley College
12	<b>Youth and Community</b>	
	12.1 Lancashire County Council (LCC) should, in	LCC

		<b><u>Action</u></b>
	<p>conjunction with Burnley Youth Theatre, undertake urgent follow-up work for young people who participated in the Youth Theatre consultation exercises.</p>	
12.2	<p>LCC should arrange more exchange visits between Youth Clubs and Youth Centres, so that young people from different communities can mix.</p>	LCC
12.3	<p>LCC should undertake more systematic training of youth workers to enable them to feel more confident to tackle racist behaviours and attitudes.</p>	LCC
12.4	<p>LCC should seek to recruit more minority ethnic youth workers and these should be encouraged to work with people across all cultures.</p>	LCC
12.5	<p>There should be more integrated and residential youth work designed and undertaken.</p>	LCC
12.6	<p>LCC should make available additional educational resources at all Youth Clubs and Youth Centres.</p>	LCC
12.7	<p>LCC should target more resources into peer group education, e.g. art work, which lends itself to this by creating a safe environment where issues can be explored.</p>	LCC
12.8	<p>Youth and play activities organised through Burnley Borough Council should also take account of similar points.</p>	BBC
12.9	<p>Government and the Lottery at national and regional level should give further positive consideration to funding youth activities, particularly those tackling issues of race and culture.</p>	Govt., Lottery
12.10	<p>All statutory, voluntary and community sector organisations should actively seek the views of young people when designing services and should seek to adopt appropriate methods of consultation to maximise their involvement.</p>	All statutory, voluntary and community sector organisations
12.11	<p>Burnley Borough Council, Lancashire County Council</p>	BBC, LCC,

		<b><u>Action</u></b>
	<p>and other appropriate organisations should review their services to consider the need for more multi-cultural activities for young people, rather than separate provision.</p> <p>12.12 Burnley Borough Council and Lancashire County Council should ensure that the needs of young people are a priority across all services.</p>	<p>Sport England and other appropriate organisations</p> <p>BBC and LCC</p>
13	<p><b>Crime and Disorder</b></p> <p>13.1 Lancashire Drugs Action Team should work with other drugs agencies to seek ways by which treatment can be made available earlier than at present.</p> <p>13.2 Burnley Community Safety Partnership should focus particularly on action to reduce drug-related crime and fear of crime. It should seek an Action Plan from the Police in respect of addressing visible drug dealing.</p> <p>13.3 Burnley Community Safety Partnership should seek assistance from the Crime Reduction Unit regarding funding for security measures.</p> <p>13.4 Burnley Community Safety Partnership should ensure that the Police enforces rigorously the law regarding the sale of alcohol to minors.</p> <p>13.5 That the Burnley Community Safety Partnership takes action in relation to alcohol misuse amongst minors.</p>	<p>LDAT</p> <p>Burnley Community Safety Partnership</p> <p>Regional Crime Reduction Unit</p> <p>Burnley Community Safety Partnership</p> <p>Burnley Community Safety Partnership</p>
14	<p><b>Taxi and Private Hire Industry</b></p> <p>14.1 The residents of Burnley are looking for visible signs that all road users are treated equally and without any form of selective prosecution. The Police should review its operational approach to law enforcement in connection with parking and associated matters</p>	<p>Police</p>

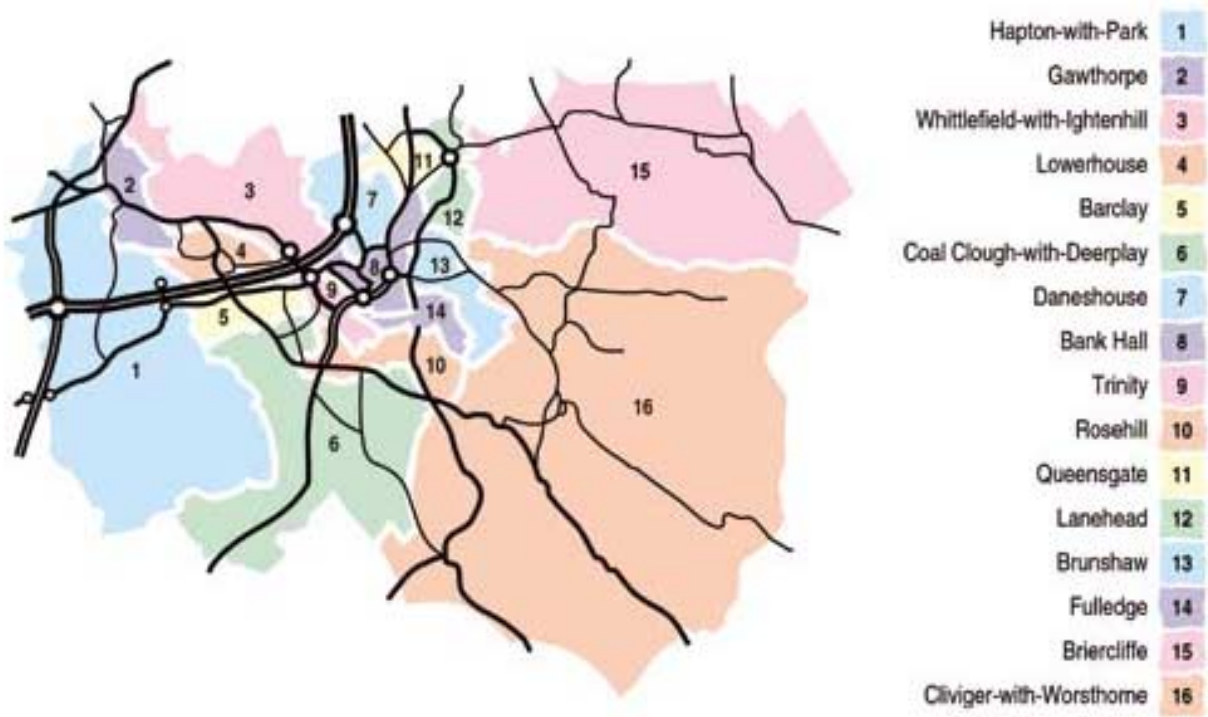
		<b><u>Action</u></b>
	<p>involving taxi and private hire cars.</p> <p>14.2 The Police, Burnley Borough Council and representatives of the taxi and private hire trade should undertake a review of their consultative arrangements.</p> <p>14.3 Burnley Borough Council, on behalf of other interested parties, should seek further information from the Crime Reduction Unit regarding sources of funding for a CCTV system, and if viable this should be introduced as a matter of urgency.</p>	<p>Police, BBC and reps. from taxi and private hire trade</p> <p>BBC, Regional Crime Reduction Unit (GONW)</p>
15	<p><b>Correspondence with Home Secretary re Compensation</b></p> <p>The correspondence with the Home Secretary regarding dispensation on the question of claims for compensation within 14 days should continue, following the completion of the Task Force's remit.</p>	Govt.

## Regional Map

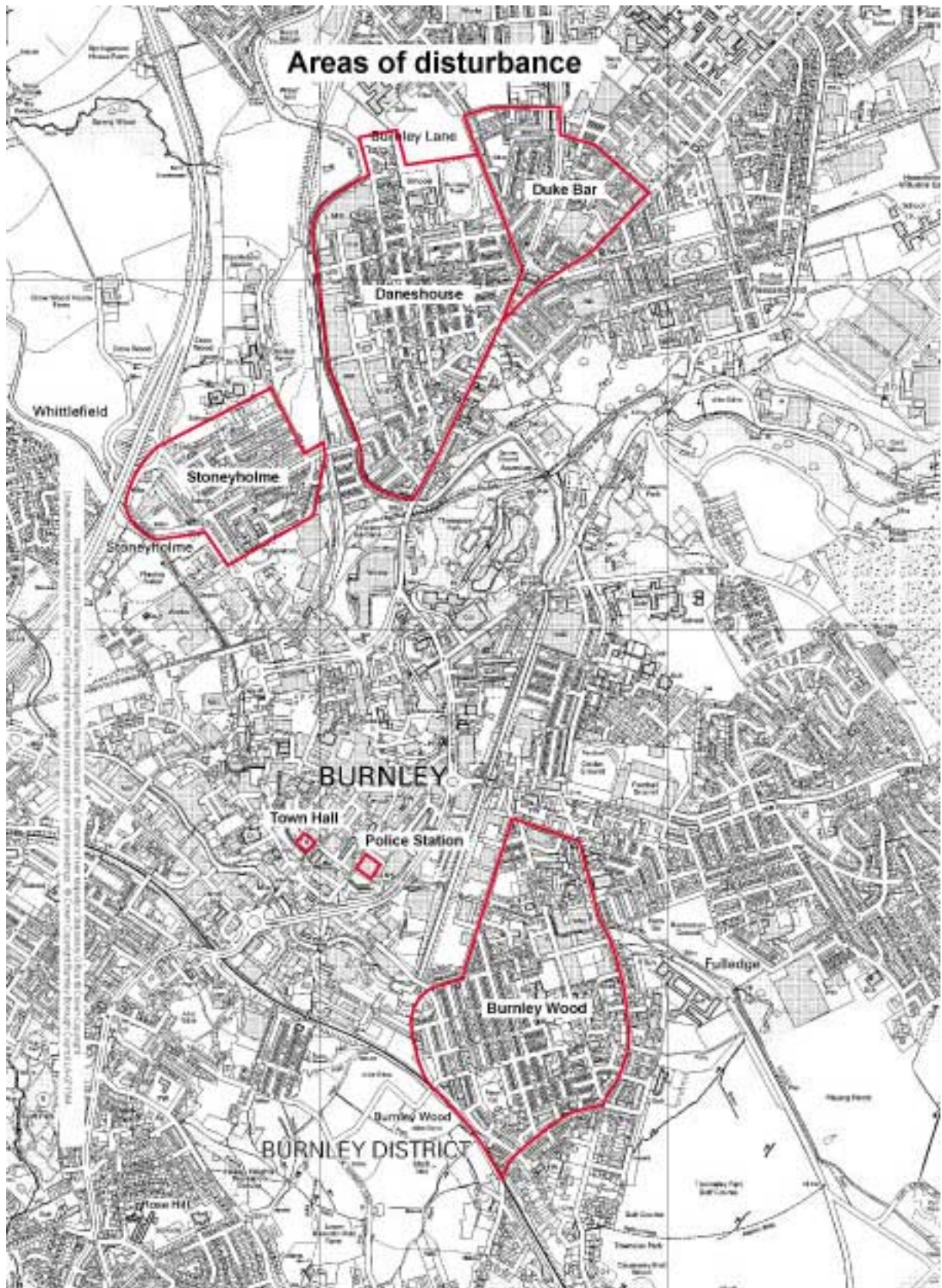




# Ward Map of Burnley



# Burnley – Areas of Disturbance



## SECTION 1

### 1.1 Origins of the Task Force, its Membership and Terms of Reference

*"I believe that the Task Force is largely made up of the groups who caused the problems; left wingers and liberals (who allowed immigration against the wishes of the majority) and the immigrants themselves"*

As a result of the serious disturbances that took place in parts of Burnley during the weekend of 23<sup>rd</sup> to 25<sup>th</sup> June, a Community Conference was arranged by Burnley Borough Council to see how the Town could give proper consideration to what had happened. The Conference was held at Turf Moor (Burnley Football Club) on Thursday 5<sup>th</sup> July 2001. Given the very short space of time since 25<sup>th</sup> June, the Conference was well attended and demonstrated the concern of many within the Borough. The Conference was attended by a wide range of organisations and individuals across the voluntary, statutory, community and business sectors. Over 250 people representing almost 80 organisations were present at the Conference. The people and organisations agreed that the Conference should consider how Burnley should respond to what had happened.

Following initial reports and discussion, the Conference agreed its objectives as:

- To 'mark' the events that occurred during the weekend of the disturbances.
- To provide an opportunity for people to express their views, hopes and concerns about community relations in Burnley.
- To provide an opportunity for people to offer their help in finding a way forward.
- To establish a Task Force to look into the causes of the disturbances and produce an action plan for the future.
- To seek ideas for community, youth and business representation on the Task Force.
- To begin to draft priorities for the Task Force.

The Conference took the form of a number of groups separated into workshops that examined what had happened and what could be done to prevent similar disturbances happening in the future. A great deal of information and views were obtained about what happened, what is currently being done in the Borough and suggestions as to what should happen in the future.

The key themes that emerged from the workshops held on the day can be briefly summarised as:

- Valuing Diversity
- Communication
- Role of the Media
- Police and Community Safety
- Tackling deprivation
- Education
- Young people/older people
- Task Force

The Conference agreed that a Task Force be created to look in depth into the origins of the disturbances and to make recommendations.

Burnley Borough Council agreed to organise the Task Force on behalf of the Community Conference. A number of representatives from a cross-section of Burnley's organisations were subsequently invited to join the proposed Task Force. The Community Conference agreed that four members of the Task Force should represent young people. It was agreed that an independent Chair should lead the Task Force. It is important to note at this stage that, with the exception of Lord Clarke as Chair, all of the members of Burnley's Task Force was drawn from the community of Burnley itself. This, it is felt, has assisted greatly both in the gathering of evidence and in the practical and applicable recommendations proposed by the Task Force.

### **Task Force Membership**

Iman Jehan Ali	Faith Leader
Mozaquir Ali	Asian Community Representative
Shopna Begum	Al-nisa (Asian Women's Group)
Stuart Caddy	Leader, Burnley Borough Council
Nasir Elyas	Young Person
Janice France	Voluntary Action in the Community
Revered John Goddard	Bishop of Burnley
Lord Anthony Clarke of Hampstead	Chair
Marcus Johnstone	Lancashire County Council
Sakeena Khan	Young Person
John Knowles	Lancashire Constabulary
Alick Mitchell	Young Person
Charlotte O'Horo	Young Persons' MP
Brenda Rochester	Community Alliance
Gillian Taylor	Chief Executive, Burnley Borough Council
Zaffar Ali	Asian Business Representative (resigned due to personal reasons after one meeting)

The draft Terms of Reference for the Task Force was suggested by Burnley Borough Council and were subsequently agreed after amendment by the Task Force at its first meeting.

## **Task Force Terms of Reference**

### **Definition**

The Task Force is:

- The co-ordinating body responsible for overseeing matters concerned with the disturbances in the Borough of Burnley on June 23<sup>rd</sup> to 25<sup>th</sup>.
- A partnership body representative of all sectors in the Borough
- Established as a consequence of the community consultations at the Community Conference held on July 5<sup>th</sup>.
- The body responsible for liaising with all arms of Government on all matters related to the disturbances.

### **Objectives**

- To consider the events of June 23<sup>rd</sup> to 25<sup>th</sup>, examine underlying causes and produce a detailed Action Plan proposing ways of addressing issues raised by the disturbances.
- To clearly identify within the Action Plan recommendations that it wishes to be taken forward by other agencies, organisations and partnerships.

### **How will the Task Force Operate?**

- It will operate in an open, honest, transparent and accountable manner.
- It will invite evidence from interests and individuals and also commission external advice to inform its work where necessary.
- It will take into account the views of all interests and individuals in formulating the Action Plan.
- It will ensure comprehensive and effective communication of its work.
- It will implement any agreed actions prior to the Action Plan's production, within available resources.

- It will ensure all participating partners prioritise the work of the Task Force.
- It will seek to secure resources to carry out its work.

## **Accountability**

The Task Force's work is accountable to the community and the Community Conference. A reconvened Community Conference will be responsible for the approval of the Task Force's Action Plan.

## **Note**

The Task Force will not be able to do those things which are the responsibility of other agencies and organisations. For example it will not deal with issues which are properly the business of the Police and the Courts.

Lord Clarke of Hampstead (Tony) was invited to act as the independent Chair. He agreed and the first meeting of the Task Force took place on Thursday 2<sup>nd</sup> August.

## **1.2. The First Meeting**

The first meeting established that the role of the Task Force was not to deal with matters that were the responsibility of the Police or the Courts.

It was agreed that the two main objectives contained in the terms of reference would be examined and considered separately, namely :-

- **To consider the events of June 23<sup>rd</sup> to 25<sup>th</sup>, to examine underlying causes and produce a detailed action plan by November 2001 proposing ways of addressing all issues raised by the disturbances;**
- **To clearly identify within the action plan recommendations that it wishes to be taken forward by other agencies, organisations and partnerships.**

Other decisions taken at the first meeting included :-

- The Task Force had the right to invite other representatives to join the Task Force either for specific issues or more generally.
- The Task Force would work wherever possible by consensus, if that was not possible, whilst the majority view would be recorded, minority views would also be placed on record.

- Anybody who wished to make submissions to the Task Force or to the Chair would be expected to identify him or herself rather than make anonymous submissions. Identities would not be made public.

It was agreed that a priority for the Task Force would be to focus on obtaining facts about what actually happened and to dispel myths already emerging within the Borough and beyond.

It was suggested and agreed that the next meeting would examine what methods could be used to obtain the widest possible consultation with the people of Burnley and to seek the ways of accessing information from all communities within the Borough. To assist this objective it was decided that sub groups should be formed in identifiable areas of interest including for example :-

Young People, Education, Community & Voluntary Sector, Police & Statutory Organisations, Faith Leaders.

The role of the media was discussed and training would be arranged for the younger members of the Task Force on media relations.

Members of the Task Force who had an interest in any matter considered by the Task Force should declare such an interest immediately before speaking.

It was agreed that representatives of Government Office for the North West (GONW) should be invited to meetings as necessary. It was recognised that the Task Force would need to engage proactively and effectively with Government.

The working arrangements for the Task Force was discussed and it was decided that future meetings should be held in the early evening, each meeting to be preceded by an hour long session for the public to make their views known and to ask questions. The locations for the meetings should be spread across the Borough and publicised widely. Help would be made available for members who required transport or creche facilities,. Interpreters in community languages and British Sign Language would be present at public sessions of the Task Force meetings.

### **1.3. The Consultation Process**

*“It is time a questionnaire or referendum was sent to every household in the Borough inviting input. The results should be independently observed and thereafter submitted to the Task Force”*

The consultation process adopted by the Task Force was designed to reach out to as many people and organisations as possible within Burnley.

Each meeting of the Task Force was preceded by a public participation session. These public meetings, attended by the full Task Force, were held at Burnley Town Hall, South West Burnley Enterprise Centre, Stoneyholme and Daneshouse Community Centre, St John's Roman Catholic Church Hall in Duke Bar and Burnley Wood One Stop Shop. In all a total of approximately 240 members of the public attended. The sessions were lively and covered a wide range of issues. Additionally, the Chair attended public parish meetings in Worsthorne & Hurstwood, Hapton, Cliviger, Briercliffe, Padiham and met with residents of Brunshaw.

The Chair also met with Church leaders, statutory sector representatives, educationalists, community & voluntary groups, and Asian women's groups. He also had one to one meetings with 26 elected Councillors. He spoke to many people during visits to different parts of the Borough. He also met individually or contacted by phone more than 100 residents as well as visiting the areas affected by the disturbances. A number of submissions were received from a wide variety of organisations within the Borough.

Residents of the Borough were invited to submit their views on the causes of the disturbances to the Task Force. Over two hundred and forty letters and e-mails were received and analysed. The vast majority appeared to be from white residents and, although a proportion of the writers identified themselves as being in their late twenties and thirties, most seemed to be from older men and women.

**We believe that this Task Force has been unique in proactively seeking to provide the opportunity for every single person who lives in Burnley to be able to express their view on the issues affecting the town and the ways of tackling them. It is a credit to the process that people responded in significant numbers. In the case of the questionnaire sent to homes in the Borough the response rate was far higher than the average for such exercises. In truth, many of the responses received from the public expressed views that did not make easy reading. But the views clearly showed the Task Force that there are many deep-rooted problems in Burnley that, in some instances, have found their expression in prejudice, alienation and frustration.**

The majority of the responses were concerned with the large numbers of Asians/immigrants in the town and have the perception that Asians/immigrants received preferential treatment over whites from the Council and the Police. A lot of concern is also expressed on the amount of funding "Asian areas"/Daneshouse receive compared to other areas of Burnley.

There were 16 responses that are deemed outright racist. One respondent was responsible for seven of them.

Whilst there were a handful of racist letters expressing prejudice and racial intolerance in the Task Force postbag, the vast majority reflected the concerns and fears of the white population, similar to those expressed in the public sessions of the Task Force and in the



Chair's private meetings. The letters contain a high level of prejudice, ignorance and misunderstanding about other cultures within the Borough. This theme was indicated in other forms of consultation including the public meetings and some of the meetings held with other organisations within the Borough.

In order to seek the views of as many people as possible the Task Force also set up a website in September that enabled people to post comments and ideas on line. By mid November the website had been visited over 700 times.

During October a freepost questionnaire was contracted to be delivered by the Royal Mail to the 45,000 households in the Borough to ensure that every resident had the opportunity to express their views about the causes of the disturbances and to suggest steps that need to be taken to prevent them happening again. There were over 4,500 returns which have been analysed by an independent company (Appendix 1). The Task Force was pleased to note that the response rate was extremely high from the people of Burnley, representing a return of 10%. The Task Force had been informed that a response rate of 2% would generally be considered good.

However, the Task Force was dismayed to learn from a number of residents, especially in the Hapton area, that they had not received the questionnaire. Contact was made with the Royal Mail who confirmed that they had failed to deliver to the Hapton area, but would rectify their error immediately. The Chair responded to criticisms of this failure and his letter to the local paper is reproduced below:

“My attention has been drawn to the fact that a number of residents within the Borough have not received a questionnaire, part of the Task Force consultation process. I would like to take the opportunity to say that the contract entered into with Royal Mail was to ensure that every household would receive the questionnaire. I had been assured that the delivery arrangements had been completed, albeit late in some areas, which led to the extension of the closing date for return of the completed questionnaires. I was not informed until Friday, November 9<sup>th</sup> that the people of Hapton did not receive their questionnaires and following enquiries, learned to my dismay that Royal Mail had failed to make the deliveries to that area. Immediately I learned of the difficulty, the Post Office was approached and assurances were received that a late delivery would be made, and as a consequence, I have held up the analysis of the completed questionnaires for a further period, to allow the people of Hapton to be included in the consultation process as originally envisaged. While pointing out that this breakdown was beyond the control of the Task Force, as somebody associated with the Post Office for over half a century I feel very sad that this failure has occurred”.

It was particularly important to the consultation process that young people had a specific opportunity to air their views in their own way. The future of Burnley rests with the young people growing up here. If the Task Force was to understand the needs of young people and their particular concerns it had to devise ways of listening to them. The views of young people were obtained through a questionnaire put together by the young people's

representatives on the Task Force and distributed to all educational and youth centres in the Borough. This questionnaire was also completed by young people visiting the recreation centres in Padiham and Gannow as well as the town centre library and recreation centre. Analysis of the responses was undertaken by Lancashire County Council. Further details of the results can be found in the Young People's section of the report.

## **Early Indications**

As the work of the Task Force progressed it became obvious that it would be necessary to examine a number of issues that were emerging from the early communications it had received and these reflected the concerns of the Community Conference. It was decided that the areas of concern to the people of the town, outside of the question 'What Happened?' (the first part of the Terms of Reference), should be categorised by subject. The Task Force considered that the main areas of concern to be reported on were:

- Housing (including Regeneration and other housing related issues).
- Education
- Young People
- The Police (other than the incidents of the 23<sup>rd</sup> to 25<sup>th</sup> June)
- Community Relations
- The Community and Voluntary Sector
- Role of Burnley Borough Council and Lancashire County Council regarding local leadership
- The Private Hire and Taxi Trade
- The Statutory Agencies (including Burnley Borough Council)
- Media Influence
- Crime and Disorder
- Issues Relating to the Home Office
- Drug and Alcohol Misuse
- Burnley's Economy

These early indications provided the Task Force with particular areas of investigation and helped to formulate the general themes that may underpin its findings.

## SECTION 2

### 2.1. What Happened on the 23<sup>rd</sup> to 25<sup>th</sup> June 2001

*"I think that they think we don't belong here. They think only white people should live in England"*

Members of the Task Force, addressing the first part of its remit **"To consider the events of June 23<sup>rd</sup> to 25<sup>th</sup>, to examine underlying causes and produce a detailed action plan by November 2001, proposing ways of addressing all issues raised by the disturbances"** considered the views, comments and submissions received during the wide-ranging consultation process.

It was clear to the Task Force that the violent conduct and criminal damage was not spontaneous. A number of people who contacted the Task Force referred to an incident that had occurred during the night of the 22<sup>nd</sup> June. A stabbing had taken place outside a night-club. The incident was in no way due to racial conflict, in fact the altercation was between young Asian men.

The Task Force learned from many sources during the consultation process that during the early hours of Saturday morning the 23<sup>rd</sup> June, violent clashes took place between groups of young people, some white and some of Asian heritage in the New Hall Street area. During these clashes cars and property were damaged. The Task Force was told that at around 5am a gang of white men attacked an Asian taxi driver on his way home from work.

The taxi driver suffered serious injuries caused by hammer blows to his head and face. The Task Force concluded that the disturbances and violent conduct that followed could not have been spontaneous with so many people being involved at that time of the morning. A number of people informed the Task Force that they had heard during the day "that something was going to happen".

Violence erupted again later that day at about 10.30pm when a number of Asian youths attacked the Duke of York Public House. In conversation with witnesses, the Chair of the Task Force was told that a number of Asian young men were of the view that a gathering inside the pub was preparing for an attack on Asian homes and businesses. It was also said that there were many rumours relating to a possible attack that was to take place in Abel Street area.

The Task Force was told that disorder occurred again the following day (Sunday 24<sup>th</sup> June) when a group of white men started abusing passers by, and attacking business premises owned by Asian people. In addition, witnesses to what occurred said that the disorder spread to other areas of the town, namely Burnley Wood - again Asian owned premises were attacked. Later that day it is said that the Duke of York Public House was attacked and petrol bombed by Asian youths.

The view of the Task Force is that the disorder was started as a result of a disagreement between criminal elements in both white and Asian communities in the Daneshouse and Colne Road district. Although repeated comments were received that suggested that drug dealers and their associates were involved at the start of the disturbances, people were reluctant to give names of those alleged to be involved.

There is no doubt that following the initial disturbances white racists took advantage to exacerbate the situation and to promote disharmony. It was said that some of these people came from out of town and appeared to have come just to cause trouble.

In the main, it was difficult to get people to say what actually happened. There were, however, a number of people from both the white and Asian communities, who were prepared to come forward and inform the Task Force about what they had actually seen. There were many more who had "been told what had happened".

The Task Force has, and will, keep its word about the confidentiality of those who provided information as to what happened. The people of Burnley can be proud of those who did come forward.

Having had sight of the official Police Report on the Burnley Disorder, the Task Force concluded that the disturbances were accurately described in that report. The Police Report is reproduced in the Statutory Sector report (Appendix 10) where there is further comment from the Task Force.

## **2.2. Why Did it Happen?**

*"Perhaps one of the most difficult and important jobs facing the Task Force is the exposure and the explosion of the many myths which lie close to the heart of the misunderstanding of each other"*

The report from the local Police confirmed what the Task Force had learned about the reasons behind the disturbances from many sources during the consultation process.

The Police Report, in its conclusions refers to the "trigger" for the disorder being the clash between two criminal groupings (one Asian and one white). The Task Force concurs with that view. The widespread misinformation that followed the incident on the 22<sup>nd</sup> June put the Asian youths on alert to defend, and later to attack. The rumours also led to white groups attacking and damaging, very extensively in some cases, people and property.

To understand why the disturbances occurred requires a much deeper study than simply looking at the three days in June. The Task Force attempts to provide some of the reasons in its main report, in particular the sections dealing with Community Relations, Regeneration and Housing.

This then is what the Task Force firmly believe actually happened and why. In meeting the first part of its remit the Task Force concluded:-

1. That the disturbances were caused originally by criminal acts followed by deliberate attempts to turn the violent acts into racial confrontation.
2. That there were elements within both the white and Asian communities that were prepared for the confrontations that took place.

**Burnley Task Force Recommends:**

**That the Police should liaise with Burnley Borough Council and Lancashire County Council to determine whether improvements could be made in intelligence gathering and strategic planning with the aim of providing earlier warning for any future disturbances**

## SECTION 3

### 3.1. Submissions and Task Force Responses

#### Introduction

In the sections that follow the Task Force has attempted to refer to, and comment on, specific areas of concern raised by the people of Burnley during the extensive consultation process.

Much of the information received by the Task Force during the period August to November followed a pattern. As mentioned in Section 1.3, many organisations and very many individuals responded to our invitation for the people of Burnley to voice their concerns.

The people of Burnley have spoken **loudly** and **clearly** of their fears, their concerns, their hopes for the future and above all, their determination to lift their town following the events of June 23<sup>rd</sup> to 25<sup>th</sup>.

The people of Burnley have spoken, the Task Force has listened, and having listened the Task Force makes a number of suggestions and recommendations that it hopes will assist those whose responsibility it is to serve Burnley in the years to come.

The amount of material received by the Task Force proved to be extensive. The written submissions from organisations, both voluntary, statutory, non-statutory and also from individual members of the public surprised the Task Force. The volume of correspondence adequately demonstrated the genuine, in some cases heartfelt, desire to play a part in the examination of what happened and what can be done about it.

It would be easy to dismiss many of the biased and prejudiced views expressed, especially those directed at members of the minority ethnic communities. We believe that the reason for some of the outright racist views held by many, including some quite young people, have their foundation in the poor communication between the governed and the government in Burnley. That does not in any way detract from the fact that Burnley does have in its midst a number of people who are committed to racism and the fostering of race hatred. Tragically Burnley is not unique in this respect. Many of Britain's towns and cities are targeted by the bigoted and dangerous people and right wing organisations who preach prejudice and intolerance. Before and during the period of the Task Force work national media outlets have exposed the true nature of some of these people and their organisations. It is our fervent hope that such evil people do not attract Burnley's young people by their outpourings of hatred and prejudice. All of us have a duty to expose, whenever we can, their lies and deceit. At all times we must remember the past and the sacrifice made by literally millions of good people to preserve our own nation's freedom.

In an attempt to do justice to the many organisations that submitted detailed views and suggested solutions, we have reproduced a number of appendices that illustrate the consideration that has been given to the various issues.

In the case of the submissions from the political parties, we have simply reproduced their views without comment (Appendix 2). However, what they have said has been considered by the Task Force and has been taken into account where appropriate. The Task Force believes that it is for the people of Burnley to judge what political parties have to say about the disturbances last June and their views about future policies.

Given the limited resources available to the Task Force, it has not been possible to fully examine a number of issues that warrant a more in-depth scrutiny. Not least of these is the whole question of education. We were pleased with the response we had from various educational establishments and the Lancashire Education Authority. This subject is reported, albeit relatively briefly, in the Education Section. What we have done is to draw attention to the need for further dialogue between the relevant authorities and organisations to explore how Burnley's Education Services can be improved.

Much attention has been given to Burnley's housing problems. This is because the Task Force considers that housing is probably the key to unlocking the way to resolving a number of related issues, e.g. Property Values, Deprivation, Regeneration etc.

It will be noted that the Task Force recommendations in the section that follows call for urgent discussions in a number of areas. We simply state the obvious: if action is not taken quickly **and seen** to be taken quickly, the people of Burnley will, without doubt, feel let down and disillusioned to a greater extent than is already evident in what they have said to us during the last 2-3 months.

### **3.2. Housing**

*"It is extremely upsetting for your greatest asset to become your greatest burden"*

*"I paid £22,000 for my home. I will be lucky to get £10,000 for it".*

The Task Force took as its starting point the serious housing situation that faces the people of Burnley. Unlike many parts of the United Kingdom that have to deal with a shortage of housing, Burnley, along with some of its neighbouring towns, has to deal with a large surplus of housing, much of it in a very poor state, and a **significant proportion** unfit for occupation.

The problems associated with the housing market in Burnley are complex. On the one hand, the Black and Ethnic minority communities are experiencing household growth and tend to be housed in smaller, older property which is inadequate for their needs, whilst on the other hand, demand for the social housing estates which have traditionally housed people of white/European descent has been falling because of demographic and wider

social changes. The physical and environmental decline associated with these two processes has created the situation where disadvantaged communities across Burnley feel neglected. These problems are compounded by a growing problem of obsolescence in the stock of two up and two down terraced housing which has manifested itself in falling prices and increasing vacancy rates.

In looking at the many facts associated with Burnley's housing problems, the Task Force was conscious that most of the difficulties, referred to by very many people, were of a nature that will require a fuller examination before any medium, let alone long-term, solutions can be suggested.

There is a considerable amount of information and research data that already exists on the obvious priority area that needs to be tackled. That is the urgent issue of housing market renewal. Details of some of the work already carried out in the region are mentioned below.

Having stated the need for a long term strategic approach to housing, the Task Force is of the view that a number of important issues could and should be addressed in the short term. It believes that there are issues that are deserving of immediate attention by the appropriate authorities.

First of these is the question of the appalling conditions and environment that many residents have to endure in many parts of the town.

#### **Burnley Task Force Recommends:**

**That Burnley Borough Council should review its programmes for clearing rubbish and sealing derelict and abandoned properties in areas of abandonment.**

**That the Fire and Rescue Service should liaise with the Police and Burnley Borough Council to discuss its proposals.**

The reasons for our recommendations are clear. People are living in areas that are an indictment of our society. Elderly ladies are frightened to leave their homes unattended for fear of opportunist burglars breaking in. Children are exposed to real dangers when they enter decaying, derelict houses that are left unsecured long after the last occupants have gone forever.

Accumulated rubbish drags the neighbourhood down. Communities lose heart and pride, as they see no visible signs of anybody caring for their plight. The Task Force learned of their reluctance to complain. Often it was said "what is the point, no one listens".

Amongst the boarded up houses, residents can be found who are in effect trapped. After a lifetime of investing their earnings, their time and great effort to their homes, they see the value of their houses spiralling downwards.



They are unable to move to a better part of the town, or away from Burnley altogether, because of the difficulty in finding the necessary finance. These unfortunate homeowners are in a no-win situation. The value of their homes is often insufficient for them to start again somewhere else. The Council offers relocation grants of up to £20,000 to home owners in agreed clearance schemes, and this is at least some assistance to a few households. However, this does not help those trapped in properties that are not part of agreed clearance schemes.

Whilst accepting that it is not only a question of resources, it must be stated that the present level of funding available through current methods of provision for housing regeneration and development are inadequate. The Task Force believes that a new approach to the problems is essential.

### **3.2.1. Ways Forward**

The Task Force has looked at new initiatives that are being considered to address the real and urgent need of those trapped in the situation described above.

One such initiative is the recent suggestion that a new Community Housing Company be set up in the Burnley Wood area. Local people in Burnley Wood have secured funding from Burnley Borough Council through the Government's Single Regeneration Budget for a feasibility study that will look at new ways in which a socially responsible housing company could purchase houses in the area with a view to refurbishment where practicable. Tenants would be able to start off by renting from the housing company and later, by agreement over a set period, change from renting to buying. The Task Force believes that this suggestion should be acted upon at the first opportunity, if the feasibility study shows that the proposal is viable.

The Burnley Wood initiative could not, nor does it claim to be, the answer to the much bigger problem of housing regeneration that Burnley, and we believe other northern towns, are faced with. The Burnley Wood Housing Initiative, if it proved to be feasible, would deal with perhaps dozens of homes against a background of 4,000 vacant or unfit properties in Burnley. Nevertheless its feasibility should be considered carefully.

### **3.2.2. A Housing Market Renewal Fund**

Another recent initiative is a submission to the Government's Spending Review by the National Housing Federation in collaboration with the Key Cities Housing Group and the Northern Housing Forums (Footnote 1). The submission advocates the creation of Housing Market Renewal Areas which would be supported by a long term integrated investment framework in areas which are experiencing a structural decline in the housing market. This initiative will be driven locally by a prospectus which will be developed by a wide-ranging partnership, and have the objective of ensuring that in the long term all of Burnley's neighbourhoods will have a sustainable future. Clearly, not all neighbourhoods

are sustainable in their current form and the submission calls for Government to support this initiative with a Housing Market Renewal Fund so that the necessary changes in housing quality, design and the environment can be implemented. With the authors' agreement, the Executive Summary and Conclusions of the submission are reproduced in Appendix 3.

The Task Force believes that there is much to be achieved for Burnley if the Government adopts the proposals when it considers its Comprehensive Spending Review. The submission addresses the subject of housing market failure. It covers those areas where the extent of market failure is beyond the capacity of Local Authorities or the Housing Corporation to reverse the decline by using the existing funding methods. The submission to the Government is not just about Burnley, although one of the case studies on page 21 of the submission to the Comprehensive Spending Review is actually based on the housing conditions in Burnley. It examines the problems associated with market failure in considerable detail. We are pleased that Burnley Borough Council Officers have been actively involved in formulating this important national proposal.

"Footnote1: Nevin, B (2001) "securing Housing Market Renewal: A Submission To The Comprehensive Spending Review" produced for the National Housing Federation in collaboration with the Key Cities Housing Group and the Northern Housing Forums - November 2001.

### **3.2.3. Partnership Management**

The Task Force is of the view that housing companies, modelled on either the Burnley Wood initiative or other partnership projects, should be managed by truly representative management bodies. The community must be confident that they have a real ownership with any partnership. We feel that the Government should provide guidelines to housing associations and partnerships to ensure that the governance structures for new management and regeneration vehicles incorporate as a minimum, voting rights which allocate one-third to the local community, one-third to the local authority, and one third to people with an interest and experience in housing matters.

If the feasibility study for Burnley Wood indicates that the concept is viable and shows that there is merit in going ahead, the Task Force recommends that a similar project be considered for the other communities where the feeling of ownership and involvement would be enhanced.

#### **Burnley Task Force Recommends:**

**That Burnley Borough Council should continue to support the feasibility study into the proposal to create a community housing company in Burnley Wood. If it proves feasible.**

- (i) Government, the Housing Corporation and the RDA should consider how they could support its implementation;**

**(ii) It should be considered for other communities in Burnley**

**That Burnley Borough Council continues to give its support to the proposal contained in the Submission to the Comprehensive Spending Review, further that it should combine with the Housing Corporation, Regional Government Office and the Regional Development Agency to form a partnership to further examine how best a Housing Market Renewal Fund could assist the people of Burnley, together with other similarly affected areas within the Region.**

**3.2.4. The Borough's Approach**

Burnley's housing problems, and how they are being tackled, are well documented within the Council's own publications, in particular the Council's report "Housing Strategy 2000-03", first published in August 2000 and updated earlier this year, illustrates Burnley's problems both for the Borough and in the wider regional context.

The Task Force received a submission from the Housing Needs and Strategy Manager of Burnley Borough Council that supplemented the Housing Strategy document referred to above. It makes a number of recommendations. The first recommendation contained in the paper confirms the need for the Comprehensive Spending Review to include increased resources for private sector housing and neighbourhood renewal. It also draws attention to a number of areas where improvements could be made by central Government, regionally and locally. The paper is reproduced in the Appendix 11.

**Burnley Task Force Recommends:**

**That this submission be considered by the suggested partnership outlined above and supports the recommendations therein.**

**3.2.5. Information from other Local Authorities**

The Task Force also had sight of the report made by the Executive Director of Housing in Oldham to the Independent Review Panel that considered community relations and housing in Oldham. There were many similarities with Burnley's experience, especially in the sections that dealt with regeneration, housing renewal and resources for housing investment.

The Task Force was interested to learn from the report that the Chartered Institute of Housing had, in June of this year, published a report entitled "Breaking Down the Barriers" "Improving Asian Access to Social Rented Housing", on behalf of Bradford City Council. If this report is not already known to Burnley Borough Council, we are of the view, and recommend that it would be advantageous if the report was made available for both Elected Members and Officers of the Council with responsibility for community and housing issues.

The same report makes reference to the progress achieved in Rochdale in respect of access to sheltered accommodation by Asian elders. Further research on this particular issue is continuing.

The Task Force received a copy of a Housing Needs and Demand study by the CSR Partnership with Mr Brendan Nevin of the Centre for Urban and Regional Studies at the University of Birmingham. The Rochdale MBC and Rochdale Housing Initiative commissioned the housing market study of that Borough. The Rochdale research produced a comprehensive understanding of local housing market change and had as its objectives the following requirements:

- “To develop a clearer understanding of the local housing market(s) across all tenures within both the regional and sub-regional context;
- To identify strengths and weaknesses in different sectors of the market and different areas of the Borough and to identify areas that require intervention to ensure future sustainability.
- To generate information on people's views on what factors create sustainable local communities and what factors influence people's housing choices.
- To develop a predictive bespoke model of need and demand which could be updated and refined”

The Task Force is firmly of the view that the objectives researched in the study run parallel with the needs of Burnley and that there is much in the report that would assist any in-depth examination of Burnley's problems. We are encouraged to note that the Council has already agreed to carry out a “Housing Needs and Market Assessment” covering these and other issues when carrying out its own study.

### **Burnley Task Force Recommends:**

**That contact be made with those on whose behalf the research was conducted, namely, Bradford, Oldham and Rochdale to enable the sharing of knowledge and experience of the issues raised by the research.**

In respect of housing conditions and the urban environment, a ‘do nothing’ option does not appear tenable. Neighbourhood decline is accelerating in some areas of Burnley, while other areas look vulnerable to change. The increase in vacancies leads directly to vandalism and anti-social behaviour and increases the sense of social isolation for those who have been unable to move. For a significant number of residents in Burnley, there is an added dimension to the day to day struggle of living in a declining neighbourhood, and that is a decline in their personal wealth. For many people the equity in their home is their major source of wealth, acquired frequently after a lifetime of work. The collapse in the local housing market is, therefore increasing social exclusion, threatening social cohesion

and demonstrably rendering some of the poorest communities even poorer after a decade of economic growth. Clearly, the social costs of allowing these trends to continue may well be severe. Some of these social costs were evidenced in the June disturbances.

### 3.2.6. Private Landlords

*“In this area most of our problems are caused by rented properties. In this area landlords are not bothered about anything as long as they get their money every week”*

Many people in Burnley have expressed views about the problems created by “absentee landlords”. Repeated comments were received both at public meetings and in letters during the consultation period that “something should be done about these people”.

There is a commonly held view, especially in the areas of greatest deprivation, that houses are purchased at very low prices by landlords, who let them to unfortunate people and families that are in receipt of Housing Benefit, and do little or nothing to maintain the properties they have bought, sometimes at auctions. It is suggested that some houses are bought for investment purposes, without the purchaser ever having seen the properties they are buying and that as some landlords receive Housing Benefit direct from the Council they maintain little or no contact with the tenant.

A further comment is that, having received the income from their investment via the Council, the absentee landlord receives compensation when and if their properties are demolished as part of a clearance and regeneration programme.

The Task Force also heard of tenants of some absentee landlords who would allow the accommodation to deteriorate to the point whereby the tenants made life very miserable for their neighbours, and in some cases, having caused extensive damage to the property, would simply abandon their tenancy altogether. It was also stated that sometimes tenants behaving in such a manner would turn up again, in other public absentee social landlords’ properties.

The Task Force is not able to say whether or not if what it has heard from residents and organisations, regarding abuses of the benefits system is accurate. **For the purpose of this report the Task Force recommends that if anyone has corroborated information that could assist the Local Authority they should communicate that information to the Council direct.**

In October this year the Department for Transport, Local Government and the Regions (DTLR) issued a consultation paper “Selective Licensing of Private Landlords”. The consultation paper proposes new powers for Local Authorities in areas of low demand for housing to licence landlords.

The proposals, as described in the consultation paper, aim to stop unscrupulous landlords and anti-social tenants from undermining action taken to stabilise neighbourhoods in decline and to tackle crime.

The report in the DTLR publication Housing Signpost says, "The proposed licensing scheme derives from the fact that areas of low housing demand suffer from the linked problems of falling prices and rents, empty properties and above all, crime and anti-social behaviour. Exploitative landlords may operate on a large scale, forcing out responsible tenants and, with the help of anti-social tenants, owner-occupiers – so contributing to the spiral of decline". The report goes on to say that last year the Government's Housing Green paper put forward a proposal for the licensing of the private rented sector in such areas as a means of tackling this problem. "Consultees welcomed the proposals, and in the policy statement **The Way Forward for Housing**, published last December, announced the Government's intention to consult further".

If the proposals are accepted and become law, landlords would need a licence which would be issued only if they met standards of personal fitness and of management (including safety checks). To keep the focus on better management and the exclusion of criminal landlords, unfit housing would be tackled separately, through the existing or future housing condition regimes.

The consultation paper which covers 32 pages, addresses many issues raised with the Task Force during its consultation period. It includes proposals to give Local Authorities additional powers to ensure that all landlords meet minimum management standards and participate with others in dealing with anti-social tenants. The Task Force is very concerned that the proposals are unlikely to become law before the spring of 2004.

The Task Force learned that in some areas of the North West, voluntary schemes, whereby Registered Social Landlords have agreed arrangements with the Local Authority that meet certain standards of management and administration exist to the mutual benefit of landlords and tenants.

#### **Burnley Task Force Recommends:**

**That Burnley Borough Council responds to the consultation paper embracing the concerns expressed to the Task Force by many people in Burnley over the past three months, further to press the Government to bring forward the implementation period, with a view to bringing in the changes in the law considered necessary by many people in the Borough.**

**That in the interim, between now and the introduction of any licensing arrangements, Burnley Borough Council seeks urgent discussions with landlords with a view to establishing agreed guidelines covering the responsibilities of landlords and tenants.**

### **3.2.7. Housing and Landlord Associations**

In response to the invitation from the Task Force, submissions were received from Bradford and Northern Housing Association (B&N HA), East Lancashire Landlords Association (ELLA) and Burnley and Padiham Community Housing Association (BPCH).

The written submissions from the B&N, BPCH and ELLA are reproduced in Appendix 4 and the submission from BPCH is part of Appendix 10.

### **3.3. Community Relations**

*“We feel that our whole life and culture is under threat and that we are suffering a silent invasion”*

*“Disproportionate amounts of money (be it Council, Government or European money), spent in the Daneshouse area of town – mainly Asian occupied”*

Like many other towns and cities, Burnley has developed areas with predominantly minority ethnic communities. These thriving communities have set up places of worship, clothing and food shops, voluntary organisations and other community facilities. This high concentration of minority ethnic communities in one particular area leads to it being labelled as an Asian area. Some people perceive these areas to be exclusive to Asian and ethnic minorities even though there is still a high proportion of white people in the area.

It has been argued that statutory and voluntary organisations have contributed to racial segregation through their employment policies. Organisations that employ much needed workers from minority ethnic communities in these areas can be seen to ignore other groups who live in those areas. This policy of employing whites to work with whites and Asians to work with Asians is a barrier to good race relations. It leads to resentment from communities that feel services are not provided for them but for specific ethnic groups, be they white or Asian. Every effort should be made to employ staff of all ethnic groups in organisations across the Borough of Burnley.

Towns such as Burnley where there is so much deprivation face a bigger challenge in bringing about racial harmony. However, the Task Force was particularly pleased to note the excellent work being done by Burnley Football Club through their “Kick Out Racism” campaign and their community based initiatives.

The Local Authority has to take difficult decisions on how it spends scarce resources. By spending money in predominantly Asian areas it is accused of bias towards that community, just as it is accused of racism if it spends money in largely white areas of the Borough. Many of the letters received by the Task Force reflected this view. The fact, however, is that much of the funding the Borough receives is geographically restricted and cannot be spent in other areas. This issue needs to be far more effectively communicated

to the Borough as a whole. Information on how the Council has invested capital resources over the past 10 years is reproduced at the end of this Section.

### **3.3.1. Funding of Race Relations Work**

One extremely worrying development has been the progressive withdrawal of funding by the Commission for Racial Equality (CRE) and its partners for direct race relations work in Burnley. Four years ago the CRE, Burnley Borough Council, Lancashire County Council, and Pendle Borough Council withdrew funding from the Burnley and Pendle Racial Equality Council. The CRE's commitment to race relations in Burnley has been questioned by some groups as community relations appear to have deteriorated.

Support for race relations work in East Lancashire has been reduced in recent years from two full time posts, supporting the now disbanded Racial Equality Councils, to the offer of one full time post for a successor organisation, to part time support to develop proposals for succession, with a decision made in August, to nothing at all.

In the context of the recent disturbances these decisions have been detrimental to race relations in Burnley. Each Local Authority involved has made efforts to safeguard monies allocated to race equality work at a time when they are faced with financial pressures.

Burnley Borough Council has been actively involved in a 12-month project undertaken by the East Lancashire Development Unit (ELDU). The ELDU was a jointly funded initiative, established by the CRE, Lancashire County Council and the four district authorities of Burnley, Hyndburn, Pendle and Rossendale following the demise of the two Racial Equality Councils in East Lancashire.

The ELDU inspired a report highlighting many issues including those affecting young people and women. During the report writing process the CRE changed its emphasis from funding policy work, community development and community relations work to more of a scrutiny role as well as funding race equality casework through Centres of Excellence. The outcome of this decision was the withdrawal of **any** direct CRE support in Burnley. Final proposals as a result of this report are currently being prepared. A summary of this report is attached in the appendices (Appendix 6).

### **3.3.2. The Politicisation of Race**

*"Friends of ours who are good people say they will vote BNP, even though its against all their Christian beliefs, because that's the only voice they have now"*

Over recent years the issue of 'race' has been used to gain political advantage. Some rightwing councillors have used it as a part of their election campaign. One proposal made by councillors has been to close a budget gap by proposing a £62,000 saving in the Borough Council's Corporate Policy Unit by deleting the post of Equal Opportunities Co-ordinator and the closure of the Translation Unit. Savings were also proposed by the



withdrawal of support for Jinnah, the Bangladesh Welfare Association and Daneshouse Road Advice Centre. It is worth noting that these services are the only services and grants that Burnley Borough Council provides within its annual budget that target the specific needs of minority ethnic communities. Funding services targeting minority ethnic communities has made many headlines in the local media and may have contributed to the impression that minority groups receive favourable treatment compared to the white population.

Some of the letters sent to the Task Force during the consultation process argue that the Asian communities makes little or no effort to integrate into the local culture of Burnley. It is important to bear in mind that the term 'integration' should not be confused with that of 'assimilation'. Integration is a two-way process. Both communities must respect each other's religion, culture and beliefs.

There are, in fact, very few opportunities for most of Burnley's white and minority ethnic groups to mix and understand each other's cultures. Most communities may mix at work whilst they remain separate and segregated at home. The chances of integration outside the workplace are relatively remote. Schools in or near predominantly Asian areas for example are virtually all Asian, eg Stoneyholme Primary School has only one white pupil. Similarly, schools in predominantly white areas are virtually all white. Some children travel across the Borough to attend predominantly 'white' schools. Many sporting, youth and community clubs and services tend to cater for one community or another (although there are some notable exceptions). It is therefore questionable as to whether Burnley or East Lancashire are truly multicultural or integrated. This form of legal, educational segregation clearly has an impact on good community relations. It also questions the basic approach to service delivery.

### **3.3.3. The Asian Heritage Communities**

*"We had riots in Burnley in the 1980's, with white youths rampaging through the Stoops Estate, torching cars and barricading the streets, damaging property .....all hell was let loose with no Asians involved"*

Burnley's minority ethnic communities are predominantly of Bangladeshi and Pakistani origin. The Pakistani communities are sub-divided into Punjabi, Pathan and Kashmiri groups. There are also a small number of Indian and Chinese residents. Over the last couple of years refugees and asylum seekers have arrived from many countries including Iran, Iraq, Afghanistan, Bosnia and Romania.

The Task Force found that there are significant divisions within the Asian communities that appear to add to the problem and hinder inclusion in Burnley. The multiplicity of religious, cultural and community organisations may prevent those communities having a strong and unified voice about their most pressing needs. It may also be said that leaders within the Asian communities do not effectively 'represent' their groups because they assume a leadership role without regular consultation with their ethnic groups.

Certain views from the Asian communities have suggested that members of the Asian communities are cautious about being openly critical of their leaders and representative organisations as this may sustain prejudices held by others outside their community.

The Task Force believes that if Asian communities want to progress then they must be open and honest about the failings of their own communities. It is not sufficient to use the issue of race to deflect genuine criticism of Asian groups and their leaders. There needs to be a broad platform established within which all sections of the community can openly discuss their feelings and concern without being branded racist. It is important that both white and Asian communities in Burnley understand that many of the issues and frustrations they feel are shared and that problems will only be overcome by working together.

Nevertheless, it is necessary to recognise that members of minority ethnic groups, particularly women and young people, suffer inequalities within the community. High rates of unemployment, lack of access to statutory services and poor quality housing are particular examples of problems faced by minority ethnic groups in Burnley. These and other issues are outlined in the detailed submission to the Task Force from the Bangladeshi Welfare Association (Appendix 5).

#### **3.3.4. The White Community**

*“The trouble at the Duke of York public house in Burnley was not triggered by racism originally but by white and Asian drug dealers arguing about money and things escalated from there”*

*“Many of the Asian population are either unwilling or too lazy to learn our language, thereby making themselves unemployable and unable to integrate in the life of the host country”*

Many of the letters received by the Task Force have been concerned with the high numbers of Asians or immigrants living within Burnley. In truth, the Asian population is no more than 7.5% of the total population of the Borough. However, the fact that much of the Asian population lives close to the town centre in a compact area creates an impression that this community is larger than it actually is.

Throughout our study, it has become clear that some of Burnley’s white population has been influenced by the British National Party (BNP). Recent Local Authority by-elections demonstrated a vote of 21% for this party. This confirms the electoral support given to the BNP in Burnley at the last General Election, which was the second highest in the country. Consultation with young people also found that racism was significant amongst this group. Disturbingly, in some parts of Burnley it was found that some young people hold openly hostile views towards the Asian population of the town. This is borne out by the results of the work done by the work of the Burnley Youth Theatre in consulting the young people of

the town and are sadly reflected in the sometimes overtly racist comments on the “Graffiti Boards” produced as part of their consultation.

Some white people have complained that they are unable to complain or raise issues without being branded racist. Some feel that genuine complaints are not given priority or dealt with seriously by the Police and other statutory bodies.

At present in Burnley there is no single truly multicultural structure that allows people from all sections of the community to interact with each other. The Task Force believes that multicultural structures should be set up on a Borough-wide basis as a priority. These structures should provide an open and constructive opportunity for people to share ideas and discuss issues. One idea that has been suggested is that predominantly Asian wards and schools should be encouraged to twin with predominantly white wards and schools to promote harmony and understanding.

### **Burnley Task Force Recommends:**

**That whenever resources are directed to areas with large minority ethnic communities, or specifically to minority ethnic communities or groups, the reasons for this and any conditions applying should be communicated effectively to the people of Burnley.**

**That the report of the East Lancashire Development Unit on the future of race relations work, following the collapse of the local RECs, should be responded to positively and urgently by all partners and a strategy for the future developed.**

**That the CRE should reconsider its decision to withdraw resources for race relations work in the Borough.**

**That Burnley Borough Council should continue to support the Translation Unit and the Equality and Access Team.**

**That more opportunities should be sought for Burnley’s white and minority ethnic communities to mix in the Borough. Local Authorities, the voluntary and community sector, other agencies and the faith community should look to find ways of encouraging and supporting multi-cultural activities and organisations which cut across racial divisions. The cultural diversity of Burnley needs to be recognised and valued and more community activities should be multi-cultural events.**

**That community leaders amongst minority ethnic groups should be open about divisions within the Asian communities. They should examine ways by which they can find common ground, build on existing bridge-building initiatives and come together to promote inclusion within Burnley.**

**That Burnley Borough Council, Lancashire County Council and other statutory organisations, should review and reinforce their positive action measures, particularly in recruitment, to ensure that their workforce is representative of the make-up of the local community. They should also use their leadership role to encourage other local employers in the business and public sectors to do the same.**

**That all sections of the community should be encouraged to raise issues that cause them concern in an open and constructive manner.**

**Chart**

### 3.4 Community And Voluntary Sector

A consultation meeting was held on 13<sup>th</sup> September 2001 inviting all members of Voluntary Action in the Community (VAC), the Community Alliance (CA) and other voluntary and community groups. The meeting focused on three areas:

- What evidence existed within the sector as to the causes of the disturbances?
- What might the solutions be?
- What can the sector do to address these issues?

Over 700 community and voluntary groups exist within Burnley, some of whom are members of VAC, the CA and the CVS. However, it is not completely apparent who is providing services in some areas, the types of services that are available in all areas, who are the beneficiaries, and where gaps in provision exist.

As funding sources are generally based on competitive bidding, voluntary and community organisations are finding themselves competing against each other rather than working collaboratively. This leads to further segregation and the opportunity for joint multi-agency and multi-cultural working is being missed. This has led to further disharmony amongst people living in other areas of Burnley who believe they receive little or no funding. The rigidity of funding streams has led to increasing frustration amongst development workers in Burnley as they cannot spread their services equally across the Borough due to resource and funding constraints.

Small community and voluntary organisations often spend precious time seeking and applying for funding. Community development work and organisational development work often has to be put on hold whilst funding is sought. A Borough-wide worker employed in an outreach post specifically for this purpose could lead to more time being used to fulfil the prime aims and objectives of the services being provided by the community or voluntary groups.

Recent funding streams have been channelled through Government Office for the North West rather than Burnley Borough Council. Serious errors of judgement could be made as funders remain unaware of local demography and the uniqueness and complexities of issues within the communities. Meeting set criteria on application forms may be the only way of allocating funds, without a full appreciation of the effect the groups allocated funding will make to the whole community.

There is an awareness that funding and resources should be targeted towards more deprived groups. However, there is a need for better co-ordination of these funds, adequate publicity to ensure the public and organisations know that all the money does not go simply to two or three areas within Burnley, and wherever possible that the Burnley population as a whole has access to the same or similar services.

Self-segregation is extremely apparent within the Borough of Burnley. Communities are divided and do not mix together either socially or in terms of service provision. Appalling substandard housing conditions exist in the area of inner Burnley, especially in Burnley Wood, Stoneyholme, Daneshouse and parts of South West Burnley, which have compounded these divisions and enhanced the competition between the areas. Similarities between areas and concerns held by residents in all areas of Burnley, are not shared with each other. The lack of awareness of others and biased news reporting, has led to an exacerbation in the levels of distrust and misunderstanding between Burnley communities.

The cultural diversity of Burnley needs to be recognised and valued, and more community activities should be multi-cultural events to promote more inclusive behaviour amongst all residents. It should be made clear why funding is targeted directly at specific areas if this is necessary, stating what the benefits are to not only the beneficiaries but the wider community, enhancing better communication between sections of Burnley. It should be a priority to move away from area targeted services, to services which serve the needs of the wider community.

Many people feel afraid in their own homes and on their surrounding streets, due to open drinking and known drug use. It is difficult at times to keep track of changes in local/community police.

There is a need for better communication between all age groups and cultures. This is to ensure a respect and value for the diversity of all members of the Burnley population. A notion that is not noticeable amongst many specific groups within Burnley – for example: the young and the old and multi-cultural groups etc.

Items raised at the workshops with the Community and Voluntary Sector included the following:

- Feedback should be given to Central Government and Government Office for the North West about the negative impact external funding streams have on Burnley, highlighting their inflexibility, bureaucracy and the way they target small areas within Burnley.
- Feedback should be given to Central Government about the risks involved with the decision making process regarding local resources remaining with a regional body.
- Community and Voluntary Groups need to work together to better co-ordinate funding streams.
- Local grant allocation to be a transparent and fair process, with equal access. Councillors need support in identifying conflicts of interest through clearer Government guidance, and local interpretations of the guidance/legislation.
- Public, voluntary and community sectors need to work together to gather evidence as to what services exist within Burnley, who the beneficiaries are and,

where there are any gaps, and to look at the effectiveness of the services available.

- Public, voluntary and community sectors need to work together to highlight any areas where duplication in work is taking place, and better co-ordinate services.
- Public, voluntary and community groups need to become accountable for effective working practices. Locally funded services should be asked to demonstrate, with evidence, how they have involved all the local communities in the planning of their services.
- Public sector partners need to recognise the need for Borough-wide development workers to support the voluntary and community sector in seeking funding, and developing effective multi-agency working practices. Assisting in proper training to ensure organisations can attract adequate grants for their work.
- Local Strategic Partnership to play a useful part in the above. This should therefore be a specific piece of work that is fully resourced.
- There is a need to listen to the views of the local communities and for the residents to feel their views are valued and taken into account in decision making processes (particularly where housing clearance, relocation and rebuild issues are concerned).
- We must ensure that outreach services involve women and young people in the planning and running of services.
- There is a need to provide support and training on how to empower people to have a voice and work constructively towards social change, influencing local priorities.
- Dialogue should be opened as to how the voluntary and community sector can participate in the recommendations put forward by the Task Force.
- Mechanisms to be put in place to allow all cultures, age groups, the Police, local council and other organisations represented in Burnley to express their views, share information and exchange ideas, thus avoiding misunderstandings, misinformation. This will help to create a common bond between the people and those working in Burnley that is more open and transparent and provides for better community cohesion.
- There should be a social fund established to reward good, sustainable work carried out by local residents in communities.
- Problems of publicity in local press such as biased reporting of issues should be monitored and addressed.
- Organisations should be made aware of, and amend as a matter of priority any policies and practices they adopt which use postcodes to discriminate and lead to unfair treatment of residents of the Borough in terms of employment, obtaining credit and insurance.
- There should be greater effort made to encourage industry and business to move to Burnley.



- Shop and business redevelopment should be encouraged (possibly through rate rebate set against property renovation). This will enhance the image of Burnley and give confidence to others to move into the area.
- There is a need for more visible community policing to ensure people feel safe in their homes and surrounding streets. Cohesive enforcement strategies need adopting and reporting on so people feel they are being treated fairly and equitably.
- Effective drug and alcohol programmes must be initiated, with close links between statutory and other sectors providing these services.
- Schemes should be introduced where diverse activities can be accessed inexpensively, attracting all youth age groups and cultural groups. There should be positive publicity for intergroup multi-cultural activities, to encourage greater participation.
- We must all instil a sense of optimism and hope for young people in Burnley.

**The Task Force conclusion is that a programme of consultation and examination be instituted by the Community and Voluntary Sector with a view to examining how the whole of the sector can be restructured for the benefit of the communities they serve.**

**Burnley Task Force Recommends:**

**That a consultative conference of all the organisations within Voluntary Action in the Community (VAC) and the Community Alliance (CA) and other community groups be arranged to discuss these matters.**

**The Task Force, having noted the comprehensive report from the Community and Voluntary Sector (C&VS) and in particular the list of action points suggested by the section, recommends**

1. **That the C&VS join together to organise a seminar for the organisations within the VAC and CA and other voluntary groups to consider:**
  - a) **How best to rationalise the sector to avoid unnecessary competition for resources.**
  - b) **Avoid duplication of effort.**
  - c) **Consider together the action points outlined in their submission.**
2. **That Burnley Borough Council and Lancashire County Council examines the case for a Borough-wide outreach worker as described in the submission from the Community and Voluntary Sector.**

### 3.5. Burnley Borough Council

*“The Council needs to set up a structure so the different communities living in Burnley can communicate with each other”*

*“May I state that I am not in any way racist, but I feel that our community has been let down by our Council. The minorities get money to move, whilst I lose money by moving, how is this justified?”*

The Task Force sought and obtained comments from Elected Members, members of staff and from the Council itself. This was considered essential to the report as many of the early responses from the public and local organisations indicated that the work of the Council was not widely known and, in some cases, where it was known it was very much misunderstood.

The Task Force sought the views of senior officers of Burnley Borough Council, and a number of them responded. The purpose was to inform the Task Force of the issues they felt needed addressing during the examination of the Borough Council and its relationship with the people of Burnley. Tony Clarke met 26 Elected Members individually (of the total of 48) and also received submissions from all five political groups represented on the Council. He also attended a meeting of the full Council to observe business, and addressed it himself.

Service Managers wanted to express their ambition to work towards a safe, prosperous and tolerant local community and good quality of life and prospects for all sections within it. Officers felt a strong sense of public duty and a feeling that local government should make a positive difference to people’s lives. This was echoed by Elected Members who wanted to express their desire to work hard to help make Burnley a better place.

The main points raised from these submissions and observations were:

- Members in Burnley are particularly well tuned to their local Wards and the community groups within them.
- There is a lot of work taking place on engaging with local communities and empowering them.
- The Council has a genuine, demonstrable and long-standing commitment to working in partnership with the community.
- It also has a strong track record of partnership working within Burnley and, wider, as a founder member of the East Lancashire Partnership, a successful LGA Pathfinder strategic partnership.

However, the corollary of this “closeness” to the community is the lack of overall strategic political vision in the Council. It was claimed by some that there appeared to be no overall political leadership in the town. This lack of strategic vision means:

- Poor quality debate amongst Members at meetings and full Council, focusing on parochial issues at the expense of the broader aim of the direction in which the Borough as a whole should be heading.
- ‘Maverick’ Members have a disproportionate influence. There is no effective strategy to deal with such ‘mavericks,’ their behaviour or language.
- The image that the public has of the Council is very poor both from what people see and read about the political ‘debate’ that takes place.
- Members see themselves primarily as lobbyists for ‘their’ wards, ‘their’ communities and ‘their’ service areas. This perpetuates the sense of competition between wards.
- There is very little apparent argument in support of the wider (including Borough-wide) reasons for decisions over scarce resources, with Members continuing to complain about the ‘unfairness’ of the decisions even after they have been made.
- Members do not explain clearly enough to the media the reasons behind key decisions and difficult choices. The lack of an effective communications section to support them also hampers this.
- Officers feel they are given insufficient focus, sense of direction or priorities from Members.
- ‘Lobby groups’ can have undue influence and Members, without a robust Burnley-wide strategy, can appear to condone ‘Nimbyism’.
- It was suggested that the largest political group has not fully made the adjustment to no longer being in a position of overall majority after many years, and it needed to look more outwards.

Other issues of concern included:

- Equality issues. There has been no systematic training in equal opportunities for staff or Members. Staff gave a number of examples of racist comments by certain Members, which they felt unable to challenge because Members are effectively their employers. Some Members felt they had been branded racists, however, when they felt they were trying to raise legitimate concerns.

- The lack of engagement with young people by the Council and by most community and voluntary groups, many of which the Council supports. This has been recognised by the Council, but it needs a strategy to address this.
- The need for the Council to demonstrate greater political leadership to show what it stands for and its aspirations for the Borough. It appears too tolerant of a poor quality physical environment and needs to do more to foster civic pride. Burnley needs a strong ethos that it currently does not have.
- The poor image of the Council locally, despite its many strengths. There is no properly resourced information and communications section. The communications section in the Council consists of two posts, both funded through Single Regeneration Budget and, therefore is not able to operate effectively on a wider corporate level. Its remit is to promote regeneration activities, rather than Council business. There is no corporate PR budget. When it has been suggested in the past that more corporate resources should be devoted to this, Members have fought shy of this proposal. However, it is essential that local people should receive clear and accurate information about the Council. The Council needs to celebrate its successes as well as explain its difficult decisions and give clear factual information. The residents of Burnley require and deserve such a function.
- The lack of strategic direction is manifest in the budget process. Major reductions in spending have been required recently and these will continue for at least the next three years. There is no clear direction or consensus from Members about priorities and decisions are often taken very late in the Municipal Year. This makes the unpopular decisions even more difficult to explain to the public. There is very little sense of a planned approach to budgeting and there is too much parochialism for particular services and grants to certain projects.

The Task Force fully recognises the serious nature and importance of these views, which must be discussed and dealt with openly.

Overall then, whilst Burnley Borough Council is commended for its prompt and decisive local leadership following the June disturbances, and for its strong community focus, the Task Force would underline the Council's own view that it needs to develop a clearer Burnley-wide strategic vision and set its priorities accordingly.

### **3.5.1. The Council Submission**

In its formal submission to the Task Force the Council refers to the financial impact of the disturbances and the setting up of the Task Force (Appendix 11 paragraph 19). The Task Force is of the view that the people of Burnley should not have to bear the costs of what happened and recommends that Government pay for the costs of the Task Force.

The Task Force was pleased to note that the Council has recognised the weaknesses in its own internal and external communications and that they must be improved (paragraph 21).

Throughout the consultation process the Task Force was made aware of the vacuum that is created by the absence of professional communications support in the Council. The lack of fair and detailed information being given to the people of Burnley has, without doubt, led to the general impression of a remote and uncaring Council.

### Political Direction

The Task Force has observed that the leadership of the Council appears to be severely overstretched. This, we believe, leads to a situation whereby insufficient time is available for serious strategic consideration of Borough-wide issues. It was often said that most Councillors have a parochial approach to Council business.

Given support, the leadership could address the need for a Borough-wide approach and deliver improved civic leadership. The Task Force has noted the comment made by the Council (paragraph 23) for the need to improve its relationship with Lancashire County Council.

Burnley faces a number of serious problems, some of which are referred to in other parts of this report. There will be many issues that require an even wider perspective taken than that of Burnley alone and we are pleased to see the Council's strong commitment to the East Lancashire Partnership. It is also noted that the Council itself recognises that a 'clear strategic vision' is necessary if it is to properly meet the challenges facing the whole of the Borough (paragraph 25).

We feel that the Council's leadership needs additional support to enable it to focus on the Borough-wide picture and to play an enhanced leadership role in the Local Strategic Partnership.

### Council Resources

The Task Force would be failing in its responsibility if it did not refer to the serious funding issues facing Burnley Borough Council. The Council's submission (paragraphs 26 – 30) illustrate in graphic form the unfairness of the Government's method of assessing the needs of towns like Burnley. In Burnley's case, however, the problems are that much more acute.

### Local Government Structure

The Task Force noted the Council's view (and that of a number of its partners) regarding a Single Unitary Authority (SUA) (paragraphs 31-34) and the benefits it sees of this in addressing the complex patterns of 'inner city' type deprivation in Burnley. We suggest

that the matter be represented by the Council to the Government during the consultation on the forthcoming White Paper on Regional Government. The case for Burnley being an SUA has been rehearsed in the past and the White Paper gives the Council the opportunity to return to this issue.

The recent moves towards better understanding between Burnley Borough Council and the County Council are welcomed by the Task Force.

In addition, the Task Force is pleased to note the desire of the Council to enter into an “urgent review” with the County Council over the provision and level of County-run services in the Borough (paragraphs 35 – 36).

We suggest that this proposal is treated as a matter of urgency.

### Race Relations Work

Race Relations work (paragraph 42) is referred to in the Community Relations section of this report.

### Regeneration

The Task Force welcomes the recognition by the Council that a review of Burnley’s future strategies towards regeneration is required. (paragraph 43). This should be a priority for Burnley’s Local Strategic Partnership.

### **Burnley Task Force Recommends:**

**That the Government responds formally to the request for reimbursement of the expenditure incurred as a result of the investigation and consultation into the disturbances.**

**That the Council gives urgent attention to the need for establishing and resourcing a professionally staffed corporate Communications Unit.**

**That the Council examines its current organisation and staffing arrangements to support the Leadership and the Executive, and considers appointing additional staff resources to assist the Leadership in developing its strategic vision and role, to link to the Local Strategic Partnership.**

**That the Government is again made aware of the problems created by the present methodology of Standard Spending Assessment and its impact on the people of Burnley.**

### 3.6 Police

*“We should all be treated the same way, those who break the law – black or white – should be brought to book, and the police should not be hindered in doing the job they are paid to do, simply because to do so may upset a section of the community”*

*“There is a perception in the town that the Council and Police fall over themselves not to offend them (the Asians)”*

As already mentioned in this report the Burnley Police were asked by the Task Force to submit a report on the disturbances in June. The official report from the Police is reproduced as Appendix 10.

This brief section deals with the more general issues raised by people and organisations during the consultation period that relate to the Police Service in Burnley.

The Task Force was fortunate to have Burnley’s senior police officer as a member. The Pennine Division Chief Superintendent and his colleagues have contributed greatly to the work of the Task Force.

Many issues connected to policing were referred to during the consultation process as can be seen from other parts of this report. At the public sessions prior to Task Force meetings, the Chief Superintendent, having heard at first hand some of the concerns felt by people in the Borough, was able to respond to the many questions they raised.

The Chair met with the Chief Superintendent and other senior officers to discuss a number of specific matters that had been brought to his attention during consultations with individual members of the public, elected members of the council and at public and parish council meetings.

First among the matters of concern were the incidents of June 23<sup>rd</sup> to 25<sup>th</sup>. The Chair was able to view for himself the surveillance video evidence gathered at the time and see for himself how individual criminal acts had taken place during the disturbances.

The question of community policing had been raised in almost every part of the Borough. The people of Burnley wanted to see a more prominent police presence in their neighbourhoods.

It was felt that regular visits to schools by police officers would help in bringing people and the Police together. A detailed suggestion, made by a former teacher was passed to the Chief Superintendent.

A commonly held view was that the Police were soft on drug dealers. This perception was held by very many people who had approached the Task Force to voice their concern about the dangers facing their children and communities. Specific points were passed to

the Police on this and other matters. One particular issue regarding open drug dealing within an educational establishment has already been dealt with by the Burnley Police.

The problem of obtaining evidence to support police action leading to conviction for illegal drug dealing is clearly understood. A suggestion was made to the Police that they might consider providing a direct "Drugline" telephone answering system. The provision of a dedicated line for people to contact the Police on drug related matters only would allow people to provide information on a confidential, or even anonymous, basis. When no officer was available messages could be left on an answerphone. This provision, it was suggested, would be quite separate to the emergency services number or that provided for Crimestoppers.

The Chair received reports of quite young girls becoming involved in prostitution. It had been suggested to him that this new problem was connected to the drug abuse activities in the town.

There were comments made about taxi drivers who ignored parking and driving regulations. This led many people to the view that preferential treatment was given to this group (also referred to in the Taxi and Private Hire section of this report).

Another burning issue with people was the response time taken to deal with calls for help. A number of people informed the Task Force that some calls had not received any response at all. Whilst much of what was said about response time was related to instances in the past, there were many who felt that the call centre system, sometimes calls being answered by operators in places many miles away, led to a general dissatisfaction with the service provided for Burnley.

Most of the points raised were already known to the Police. It was hoped that recent decisions taken by Lancashire Constabulary, especially in connection with neighbourhood policing would help to improve the situation. The Task Force was pleased to note the community policing arrangements it saw in the Burnley Wood area and the relationship being developed in that area between the community and the Neighbourhood Police Officer.

The question of alcohol abuse was mentioned during the consultation period. It was felt by quite a number of people that alcohol contributed to many instances of anti-social behaviour and violence. The sale of alcohol to minors is referred to in another part of this report (Drugs and Alcohol Misuse Section). The Police are more than aware of the difficulties caused by alcohol abuse as they are subjected to the consequences of such behaviour on many occasions. The Task Force believes that total support should be given to them as they tackle this particular problem.

Concern was strongly expressed regarding the theft of flag stones from premises which were later sold to dealers in building materials. The Task Force was informed of the difficulties the Police had in obtaining sufficient evidence to secure convictions for this



particular crime. It was said by a number of people that the true identity of the owners of derelict, and sometimes abandoned properties, made it almost impossible to trace the proper owners of the flag stones.

During the course of its consultation the Task Force received, via the Lancashire Constabulary, details of a proposed project initiated by Heritage Recording (UK) North Wales called "Oral History".

Their letter to the Task Force asked that the potential benefits to Burnley, envisaged in the proposal be considered. The proposal illustrated that Oral History is a tool to enable talking and therefore understanding and healing between people by using investigative techniques, initially developed by historians, to record "that which is not written down". The technique has also been used to interpret and understand complex social issues. It creates the opportunity for marginalised and disparate groups and communities to have a voice by, for example, recording personal histories, language, culture and points of view.

The Task Force is aware that a similar proposal has been made to the Greater Manchester Police who were seeking further information from Heritage Recording. It is suggested that we ask the Burnley Police to liaise with their colleagues in Greater Manchester and if they consider there is merit in the proposal they initiate a discussion with the Community & Voluntary organisations, the local authority and themselves to see if Burnley might benefit from engaging in the Oral History project.

The Task Force is grateful to the Police for their open and frank exchanges of view that have taken place. Additionally it is grateful for the help given in co-ordinating the meeting of representatives of the Statutory Sectors, held on September 5<sup>th</sup> 2001, and for the production of their report.

### **Burnley Task Force Recommends**

**That the Burnley Police give consideration to the provision of a direct "Drugline".**

**That discussions with the Lancashire County Council Social Services Department in respect of young people at risk are held as a matter of urgency.**

**That the issues raised in this section be further considered by the appropriate Police/Local Authority consultative arrangements.**

**That the Oral History proposal be further considered when Burnley Police have additional information from their Greater Manchester colleagues.**

### **3.7. Summary of Newspaper Media Analysis**

*"It is also essential that the powers that be and the local media use their influence wisely and avoid stirring up racial jealousy"*

Prophecy Public Relations was asked by the Task Force to undertake an independent evaluation of the print media coverage in the 10 weeks prior to the disturbances in June 2001. (A summary of this analysis is attached as Appendix 7). The objective of the report was to analyse the content of media and make suggestions as to whether or not local newspapers may have had an influence on local public perceptions. It is hoped that the report will help Burnley Task Force to assess trigger points in the past, formulate future communications strategy and identify perception gaps that may currently exist.

The report was based on over 100 cuttings provided by Burnley Borough Council. However, despite having been approached on a confidential basis, the local media declined to make any comment for the purposes of the report. The press however have stated their willingness to cover positive news stories.

Prophecy Public Relations noted that the local newspapers appear for the most part to have provided a balanced view on the issues they reported. Although reporting was fair there were a number of issues which attracted a great deal of media exposure that could be considered as likely to add to tension between local communities.

Only the most controversial issues were selected for consideration in this report and the quantity of coverage showed a marked increase as the weeks passed, peaking in mid May and remaining high throughout June. The increase also drew attention to several difficult issues\* and Prophecy Public Relations suggest that this could have contributed to escalating tensions.

**Issues\*:** Asylum seekers, Regeneration and Investment Issues, Interracial abuse, Anti-social Behaviour, Crime, Election Issues, Borough Council Performance, Candidates' Behaviour, BNP, Anti Nazi League, Pro multiculturalism / Positive Discrimination and Taxis

A summary of press coverage revealed the following points:

- Crime appeared to be concentrated in particular geographical areas. Although it was not the function of the report to draw conclusions from this, Prophecy Public Relations surmised that anyone basing their opinion of Burnley on local coverage - the pattern of crime mentioned was consistent with deprivation in particular areas.
- Of great concern were the perceptions drawn from coverage of financial investment. During the time period examined the projects featured in newspapers showed a great emphasis towards positive discrimination.
- There was a very low level of apparently racially motivated crimes reported. There was no great disparity between crimes against any particular racial or ethnic group. The majority of crime reported was related to other motivations such as drugs, theft and vandalism.

- Arson was an issue that was hotly debated in the local press. The quantity of derelict housing stock in Burnley is seen to encourage acts of vandalism among youths.
- Taxis and Private Hire vehicles appear to be an emotive issue and has attracted a lot of coverage in local press. Tensions are evident both from taxi drivers, who face danger and 'unfair' council rulings and also from residents inconvenienced by strike action and unsafe private hire cars.

### **Burnley Task Force Recommends:**

**That the local and regional media should consider carefully their response to the media analysis by Prophecy. This concluded that the increase in coverage of difficult issues towards the time of the public disturbances could have contributed to tensions between communities in Burnley. The media should develop its own strategies for reporting in a fair and accurate way local issues which could contribute towards racial tension.**

### **3.8 Education**

*“A successful outcome would be reflected in our schools, where more proportionate admissions policies and less xenophobic parental decisions could foster a climate of closer integration, of understanding and tolerance; where our young people might leave school without having their negative cultural assumptions reinforced”*

*“In education: New Labour is supporting the idea of segregated schools, which is a step towards the BNP policy of building walls to separate communities as in Northern Ireland”*

The Task Force received very many comments regarding educational provision in Burnley. Consultations took place with educationalists, administrators and all too few pupils.

An education seminar was held at Burnley Football Club on the 16<sup>th</sup> October and was attended by a number of Burnley's teachers and educational support staff, together with representatives of the Lancashire Education Authority. The Chair of the Task Force was present and was able to hear the views of those gathered at the invitation of the Task Force.

Whilst some of the participants wanted to dwell on the problems facing teachers, mostly about the level of paperwork and bureaucratic demands on their time, the seminar heard of the concerns that many of them held. Among the concerns were drug misuse, and anti-social behaviour. The deprivation and unstable homelife of quite a number of children in particular areas was a great concern expressed by the people who deal with the problems day after day.

It was pleasing to note that schools had dealt with the immediate aftermath of the disturbances with professionalism and dedication. Difficulties that arose from the reporting and witnessing of what had happened were quickly dealt with by those schools who had experienced difficulties.

As the consultation period progressed it became apparent to the Task Force that the timescale for our activity would not allow the kind of in-depth examination required to do the subject justice.

Common among the concerns voiced to the Task Force was issues such as integration, some said not enough, some said keep things the way they were. Admission policies were questioned and it was suggested that the Education Authority acted sometimes unfairly. Sibling admissions, quotas, and bussing of pupils were issues that engendered strong feelings along with levels of achievement and school discipline. As stated above it was clear that the Task Force would not be able to fully examine all the points raised.

The Task Chair visited Towneley High School and met with a number of the pupils and he also attended a meeting of the Burnley District Liaison Committee for Education on the 8<sup>th</sup> November. During that visit he met with a representative of the Association of Teachers and Lecturers (ATL).

Other references to educational policies appear in the submission from the Lancashire County Council (Appendix 10) and a number of concerns expressed by the people of Burnley appear in the consultation process section of this report. Lancashire Education Authority was invited to make a report to the Task Force. We are grateful for the comprehensive report. (See Appendix 8).

### **Burnley Task Force Recommends:**

**That the report from the Education Authority be noted by all interested parties.**

**That Lancashire Education Authority (LEA), together with Burnley College and Burnley Borough Council should consider how best it can engage local people in the much needed wider debate on quality education provision in Burnley. The complex issues involved could not be considered in sufficient depth by the Task Force but they need addressing as a matter of urgency.**

### **3.9 Young People**

*"I was terrified"*

*"I think that they think we don't belong here. They think only white people should live in England"*

*“Its just pathetic. They should be normal because everyone is the same. You’re not supposed to judge them by their colour”*

The Community Conference strongly recommended that young people, under the age of 25, needed to play a major role on Burnley Task Force. Four of the sixteen places on the Task Force were subsequently allocated to 2 young men and 2 young women from the Asian and white communities. One young woman is the Young Person’s MP for Burnley, one young man was nominated by the Millennium Volunteers Project, with the other two being nominated by a local community partnership.

Being part of the Task Force was a very daunting prospect for everyone concerned and particularly for the young people. It was made clear to all Members of the Task Force from the outset that the young people’s contribution was vital to its success and that efforts should be made, including the use of plain language in meetings, to encourage their full participation.

### **3.9.1. How the Young People’s Group Operated**

Borough and County Council Officers assisted the young representatives in terms of administrative and other support. The Officers worked closely with them to identify ways of getting the views of a wide range of young people from infant school upwards and across the range of communities.

An important part of the support was ensuring that they felt comfortable with the Task Force process. They were actively encouraged to participate in the meetings, put forward their ideas and to suggest suitable locations for public meetings across the Borough. It was decided very early on that they would set up a sub-group to give them the opportunity to establish their own agenda and work programme and to brainstorm ideas of how they would effectively undertake consultation with young people across the Borough.

As expected, the work of the young people’s group was very high profile with the local media. In anticipation of this three of them had media training with a local radio producer and they have all been involved in media interviews. In addition, they have all attended and have been involved in answering questions posed by members of the public at Task Force meetings.

After the first Task Force meeting in August the sub-group was established and met regularly. At Task Force meetings as well as in response to questions from members of the public they gave regular updates on their work

They attended a number of events across the Borough in order to consult with as many young people as possible. In addition to local community and recreational events they attended and participated in official visits by Government Ministers and the Commission for Racial Equality (CRE) in the wake of the disturbances.

### 3.9.2. How the Views of Young People were Obtained

Right from start the young people's group decided they wanted consultations with young people to be relevant and to have maximum impact.

Some of the suggestions that they came up with initially were followed through – others were not because of time and other resource constraints.

They decided upon the five methods of consultation which included:

- Young Person's Questionnaire
- Youth page on Task Force Website
- ROBOT (Relief of Boredom of Teenagers) Scheme
- Art and Drama workshops in conjunction with Burnley Youth Theatre and Lancashire County Council Youth and Community Services
- Media contact – Burnley Life, Burnley Express, Lancashire Evening Telegraph, local radio

### 3.9.3. Young Person's Questionnaire

The young people's group devised a simple questionnaire consisting of 4 questions relating to the disturbances and optional questions relating to personal data about respondents (gender, ethnicity, age, area).

The questionnaire was sent to schools, placed on the Task Force webpage and distributed at other events e.g. Burnley SPLASH, an event at Burnley Football Club and at Youth Theatre events. The Local Education Authority (LEA) analysed the questionnaires.

Please note that only major percentage results are detailed in this summary.

**When asked how they found out about the disturbances** 50% of respondents said that they heard about it from the TV/Radio News, 27% from friends/relatives *"I saw it on the news and my friends told me"* and 19% reported that they lived in areas where disturbances took place.

**When asked how they felt when they first heard about the disturbances** 28% said they felt sad/upset/unhappy/ashamed *"sad that two different cultures can't get on"*, 21% were scared/frightened/terrified *"I felt scared because if anything happened to my family I'd be upset. I was also quite worried because I was going away and I didn't know if I'd have a home to come back to"*, 11% felt normal/fine/nothing, 10% did not reply/did not know.

**When asked what they thought caused the disturbances** 38% felt both communities caused the disturbances/racism *"Asians being racist to whites and whites being racist to*

Asians”, 19% did not reply/did not know, 13% felt the Asian communities caused the disturbances, and 11% thought the taxi incident was the cause.

**When asked how they felt we could make sure that it doesn't happen again** 30% felt that the communities should be brought closer together “*more things for us to do together so we can be friends*”, 24% did not reply/did not know, 17% felt there should be greater segregation of communities and 15% felt that there should be an increased Police presence/Police should change what they do.

### **Analysis of Respondents by**

Age	8% were aged 6-9, 72% were aged 10-15, 8% were aged 16-58,12% age unknown
Gender	48% were female, 50% were male, 2% gender unknown
Ethnicity	80% identified as white,13% identified as Asian, 3% identified as 'Other', 4% ethnicity unknown
Area	18% lived in the Burnley Wood area* 14% lived in the Padiham area* 12% lived in the Stoneyholme/Daneshouse area* 9% lived in the Brunshaw area* 39% lived in other areas 8% area unknown

\*The Burnley Wood and Stoneyholme/Daneshouse areas were those most seriously affected by the disturbances, Brunshaw was on the fringe of serious disturbances and the Padiham area experienced some minor disturbances at the time.

### **Limitations of the Questionnaire Consultation**

The young people's questionnaire was by its very nature open-ended and responses therefore open to interpretation. This caused some difficulties during the analysis relating to the categorisation of the responses.

#### **3.9.4. Web Page and ROBOT**

The young people's group made suggestions for a young people's page to be included on the Burnley Task Force Website. The questionnaire was included on the web page.

In terms of the young people's questionnaire the response via the web page was poor with only 12 young people's questionnaires being returned. These are included in the young people's questionnaire analysis above.

As the Burnley Task Force website did not ask respondents to state their age, it has not been possible to identify how many general submissions via this method were from young people.

The young people's group decided to undertake one session via the Youth Theatre with the ROBOT (Relief of Boredom of Teenagers) scheme in order to target hard to reach young people, i.e. those who would not normally attend youth or community centres. The results of this work is included in the youth theatre events section.

The young people's group feel that much more work needs to be undertaken with hard to reach young people.

### **3.9.5. Youth Theatre Events**

The young people's group realised that the questionnaire consultation needed to be supplemented by other methods of gathering information.

They worked closely with Burnley Youth Theatre workers to devise a series of art and drama sessions on the subject of the disturbances based on the young people's questionnaire. A range of methods was used as part of the sessions including: video recording, drama and role-play, graffiti boards and music sessions.

9 sessions were held at a range of venues operated by Lancashire County Council's Youth and Community Services across the Borough. Approximately 153 young people, aged between 13 and 21 attended the sessions. Sessions started with open discussions, followed by questions, graffiti boards, drama/music.

In general, the Youth Theatre workers were pleased with the way the arts process drew out so much information from the young people and were amazed at how the use of drama and music encouraged active participation and dialogue on the issues raised.

#### **Common Themes Emerging form Youth Theatre Events:**

A number of common themes emerged from the workshops which are identified below.

- Concerns over people speaking different languages
- Concerns about asylum seekers/refugees were raised
- A lack of factual knowledge about the disturbances (a lot was clearly related to media coverage of the events)
- A pattern of white young people not wanting to listen, having fixed opinions and being reluctant to have these discussions
- A feeling that there was a fear of challenging particular views because of the level of peer pressure
- A strong indication that where peers did challenge attitudes or perceptions this was very effective



- A lack of understanding of the term 'racism'
- A gender difference emerged with young males more likely to be more aggressive in their views and young women being more likely than young males to come up with peaceful solutions
- A disturbing observation that some young people see being racist as 'cool and trendy'
- A clear observation that each session was very different. There were marked differences in the levels of understanding/knowledge of the issues at different venues. The Youth Theatre workers observed that locality had a major impact.

The Youth Theatre Workers also noted that:

- The 'lid' has been taken off issues and that this has left youth centres and clubs with a lot of tensions
- Groups have asked for and need urgent feedback/follow-up work

## **Limitations of the Youth Theatre Consultations**

Youth Theatre workers pointed out some limitations to the work they had undertaken. These include:

- Encountering difficulties when Task Force members were not present at the workshops particularly when asked for specific details about it
- General confusion about the role of the Task Force
- Difficulty in accurately documenting everything that went on
- The relatively short timing of the sessions
- Some young people being worried about their comments being made available to the Police. This led to some participants being unwilling to speak their mind and on some occasions disguising themselves when video recording was taking place
- The possible impact of the events of September 11<sup>th</sup> as all the workshops took place after that date
- It was a very rushed process - according to the workers
- The sessions took place far too long after the disturbances - according to young people
- A lot of issues arose around ownership of the sessions. The Youth Theatre workers should have had a session with Youth and Community Workers first.

### **3.9.6. Youth And Community Services**

The Task Force notes that Lancashire County Council's Youth and Community Services undertake a wide range of activities to actively challenge racist behaviour and attitudes and design specific work to bring young people and community members together from different parts of the town.

The Task Force is disturbed to learn that Youth and Community Services have noted a very negative impact on young people as a result of the disturbances. For example, young people fear visiting each other's areas and racist views have been more widely and openly expressed by young people in the youth work settings.

The Task Force is also disappointed to note that implementing schemes using funding made available since the disturbances has been problematic.

### **3.9.7. Experiences of Young People as Part of Burnley Task Force**

The young people's group felt that generally their participation in the Task Force, although time-consuming had been a positive experience. They felt that the representation of young people on the Task Force was particularly encouraging. Although they all acknowledged that it had been hard work they were pleased with the opportunities they had been given to work with and meet a wide range of people from Council Officers, to Lord Clarke, John Prescott the Deputy Prime Minister and Gurbux Singh, Chair of the CRE.

As a process there is no doubt that at some times they found it “difficult to get used to the lingo” and despite the best efforts of other members of the Task Force they found things tedious at times. Whilst feeling nervous at first they soon gained confidence in putting their views across and asking for clarification when they didn’t understand something. All the young people found that by the end of the process they had a much “wider view” as to what had happened.

The personal development opportunities they had been given were invaluable. They felt they had made a full contribution and also feel they have been listened to and taken seriously.

The young people’s group is particularly keen to ensure that something happens as a result of their work and are waiting to see if this is the case. They feel that this is the start of a much bigger process and a lot more issues need to be discussed in the coming months and years.

They hope that their idea of a multicultural Sports Barn/Byker Grove facility is pursued in the future together with more cross-cultural activities for young people across the Borough.

They are determined to ensure that the Task Force report is produced in a version more appropriate for young people and are working towards preparing such a document and launching it at a young people’s celebratory event early in the New Year.

They have particularly enjoyed working with Lord Clarke and look forward to meeting him sometime in the future for tea on the terrace at the House of Lords!

### **3.9.8 What will happen in the Future**

As a result of the hard work and commitment from the young people’s group the following things are planned:

- A celebratory young people’s event early in the New Year
- The launch of a full Young People’s version of the Task Force report to be designed and written by and for young people supported by Lancashire County Council
- Burnley Youth Theatre are to create a performing arts project involving young Asian and white men partly to document what happened in June and partly to tackle the issues arising
- Youth and Community Services are pursuing funding for bids for more integrated residential work

It is of note that in the main household survey, 42% of respondents felt that providing ‘move activities aimed at young people’ was very important with a further 34% saying this would help to prevent disturbances in the future.

## **Burnley Task Force Recommends**

### **To Lancashire County Council that in terms of its Youth and Community Services**

- In consultation with Burnley Borough Council and Burnley Youth Theatre they undertake urgent feedback/ follow up work for young people/groups who participated in the Youth Theatre consultation exercises
- Additional integrated/residential youth work is designed and undertaken
- More visits to each others' Youth Clubs and Youth Centres are arranged together with cross-district trips and activities
- That in its continued efforts to actively challenge racist behaviour and attitudes more systematic training of Youth Workers is undertaken to enable them to feel confident to tackle these issues when they arise
- The employment of more minority ethnic Youth Workers is achieved and that these workers are encouraged to work with people across all cultures
- More educational resources are made available at all youth clubs and youth centres
- More resources are targeted into peer group education e.g. art work, which lends itself to this by creating a safe environment where issues can be explored

### **To the Local Education Authority that in terms of its Education Services:**

- That its Officers fulfil their offer to assist the young people's group to prepare and launch the Young People's Task Force report
- That its Officers identify how to address the identified need for education/training and particularly ways in which teachers and others at 'the sharp end' can positively tackle issues of race and culture throughout its educational and youth and community establishments
- That its Officers identify how to tackle issues of race and culture particularly within primary schools to help avoid some of the deeply entrenched views that were evident from 12 year olds and even younger people

### **To all relevant statutory, voluntary and community organisations that:**

- They actively seek the views of young people and include those views in appropriate decision-making processes

- They adopt methods of consultation with young people that are more attractive to them
- They keep up the momentum raised by the Task Force consultation processes in raising the issues of race and culture and that these issues are kept high on their agendas
- That positive consideration is given to funding the activities mentioned above wherever possible at a national, regional and local level.

### **3.10 Crime And Disorder Burnley**

Throughout the period of consultation with the people of Burnley repeated reference was made to the level of crime and disorder in the town. Concerns raised ranged from serious drug dealing in specific areas to juvenile and youth anti-social behaviour and nuisance. The Task Force consultation was undertaken at the same time as the Burnley Community Safety Partnership was carrying out an audit of crime and disorder in the Borough. Their public consultation process identified drugs and domestic burglary as the top two concerns of Burnley residents. The other priorities (in the order in which they were ranked) were damage/vandalism, alcohol, nuisance, violent crime and anti-social behaviour. In developing its next strategy, the Task Force hopes that the Community Safety Partnership will focus sharply on all the issues that are affecting the quality of the lives of Burnley residents. The Task Force suggests that additional resources are sought from the Crime Reduction Unit at Government Office for the North West for measures to make people feel safer, especially in areas of high crime and housing abandonment (eg alley gating, security lighting, CCTV, security alarms and locks).

#### **3.10.1. Drug Misuse**

*“Drug abuse is another problem in the area resulting in crime and further deprivation”.*

The problems associated with drug dealing and law enforcement in connection with the illegal drug trade in Burnley is referred to in other parts of this report. The purpose of this section of the report is to draw attention to the level of drug misuse in Burnley.

Concern was expressed about the impact of drug misuse at almost all of the public meetings. Parents who considered that their children were being exposed to the dangers of drug misuse told the Task Force that not enough was being done to publicise the problem.

National reports have highlighted the links between drug dependency and the acquisitive crimes of burglary, theft and cheque/credit card fraud. Police data indicates that acquisitive crime accounted for 50% of recorded crime in Burnley in the period between 1<sup>st</sup> July 2000 and 30<sup>th</sup> June 2002. Burnley currently has the highest domestic burglary rate of all the Lancashire district council areas.

Information received from East Lancashire Drugs Services and Lifeline East Lancashire indicates that the North West of England has one of the highest levels of reported drug use in England and Wales. Within the North West, East Lancashire has a higher than average reported drug use. The submission by Burnley and Pendle Primary Care Group (Appendix 10) includes further information on drug misuse in East Lancashire. The Task Force was made aware of the impact on the quality of life of Burnley residents through criminal behaviour and the fear of crime exacerbated by visible drug dealing.

The Task Force considers that action should be taken to cut the time that drug users wait for treatment (Drugs Action Team target is 12 weeks by April 2002 and 4 weeks by April 2003). The advantages of drug users receiving early treatment are clear. Further, the Task Force believes that much more should be done to alert people, especially young people, to the dangers of drug misuse.

### **Burnley Task Force Recommends**

**That the Lancashire Drugs Action Team works with other drugs agencies to seek ways by which treatment can be made available earlier than at present.**

**That the Burnley Community Safety Partnership focuses on action to reduce drug related crime and fear of crime.**

### **3.10.2. Alcohol Misuse**

The Task Force heard many comments about alcohol misuse during the course of its investigations. Whilst not mentioned as repeatedly as the concern expressed over drugs, there was real concern expressed at what many see to be an increasing problem in Burnley and an emerging problem within the minority ethnic communities.

Details of shops selling alcohol to minors, some as young as twelve and thirteen, were reported to the Task Force and details were passed on to the Police. The suggestion made in one area where the Task Force held a public meeting was that licensing magistrates should ensure that licensees are responsible law abiding people in whom the authorities can have trust. The Task Force concurs with this view and suggests that the law covering the sale and supply of alcohol to minors be rigorously applied.

Whilst the Task Force has not been in a position to consider the many health and social implications of drug and alcohol misuse, it recognises the impact they have on many people's lives within the Borough.

### **Burnley Task Force Recommends:**

**That the Burnley Police be asked to rigorously enforce the law regarding the sale of alcohol to minors.**

**That the Burnley Community Safety Partnership takes action in relation to alcohol misuse amongst minors.**

### **3.10.3. Taxi and Private Hire Industry**

*“Because of the very nature of the work involved taxi drivers’ personal safety must be protected. They need to feel confident they will be returning home on completion of their working day”*

*“Asian taxi drivers seem to be able to flout parking regulations as they wish. Complaints to the Police are a waste of time”.*

Throughout the consultation process, repeated references were made to the Taxi/Private Hire/Hackney Carriage services within Burnley.

The issues raised with the Task Force range from the allegations that the Police were reluctant to prosecute taxi drivers who broke the law. In particular there was the repeated comment that taxi drivers seem to be able to flout the law regarding parking restrictions in the town and road traffic offences, such as driving the wrong way in one way systems. A particular cause for concern was an occasion in the past when taxi drivers demonstrated, for a particular reason, in the town centre and caused traffic hold ups. It was alleged that no action was ever taken against the drivers responsible for disrupting the free flow of other road users.

The Task Force heard of changes that had occurred in the licensing arrangements that dealt with the age of vehicles used by the trade. The original age of vehicles eligible for licensing had been changed more than once in recent years. This had caused concern with some owners. It is obviously an issue that should be addressed by the consultative arrangements suggested below. Whilst much of the information that came to the Task Force was anecdotal, many specific instances were made known to the Task Force.

In a submission from the Burnley Private Hire Association, it was pointed out to the Task Force that one of the major factors of the disturbances in Burnley was the assault on a taxi driver. The Burnley Private Hire Association had observed that since that time there had been a substantial increase in physical and verbal abuse towards taxi drivers in Burnley. Following consultation with their members, the Association was of the view that driver safety could be greatly improved if a CCTV security system could be introduced.

In late October a meeting took place between representatives from the Burnley Private Hire Association, the Hackney Carriage Association and Council officers to consider the introduction of a taxi CCTV security system based on the one recently piloted in Bolton.

Whilst such a system is expensive to install, the safety of drivers is sufficient reason to warrant examination of the proposal. The Task Force is aware that a formal approach has

been made to the Crime Reduction Unit of Government Office for the North West for financial assistance.

### **Burnley Task Force Recommends:**

**That the local police should review its operational approach to law enforcement in connection with parking and associated matters involving taxi and private hire cars. In particular, the residents of Burnley are looking for visible signs that all road users are treated equally without any form of selective prosecution.**

**That a review is undertaken of the consultative arrangements between the Police, Burnley Borough Council and representatives of the taxi/private hire trade.**

**That the interested parties seek further information regarding sources of funding for a CCTV system and if viable, it should be introduced as a matter of urgency.**

### **3.11 Burnley's Economy**

*“Racism apart, there are lots of other factors in Burnley that are just not right. There is a section/class of people that have been written off, both economically, socially and medically. Run down housing and neglected areas are common place, whole generations have grown up knowing nothing else”*

A major concern of the Task Force was the lack of inward investment to Burnley and the serious difficulty that faces job seekers, especially the young.

The Task Force asked the Economic Development Unit of Burnley Borough Council to provide information regarding the current position of the Burnley Economy. At the same time, a request was made for any other information that would assist people reading the main report to understand the key economic and socio-economic indicators in Burnley.

This report aims to outline the current position of the Burnley economy and is reproduced as Appendix 9.

The report gives a picture of an economy in which manufacturing is in decline, with the service sector gradually replacing it in terms of significance. This is reflected both in Burnley's employment figures, and in VAT registration figures for the Borough. This restructuring of employment indicates that Burnley needs to strengthen the service sector by raising skill levels to meet future employment needs. If this fails to happen, service sector job opportunities will go elsewhere and unemployment will be higher as a consequence.

Whilst unemployment has fallen over the past two years, Borough-wide figures conceal the fact that unemployment is still high in certain wards. These tend to be the wards which are ranked as most deprived under the Index of Multiple Deprivation. In Burnley, four



wards rank in the 10% most deprived in the country, with a further six ranking in the 20% most deprived. Particularly of note are the poor health and income rankings in most wards. This is reflected in wage rates in the Borough, which are below both the national and regional averages.

A recently commissioned study of the future of the local economy predicted declining employment levels throughout the rest of the decade, particularly in manufacturing. Unemployment is predicted to rise unless the population of working age falls due to out-migration or the number of individuals working outside the Borough rises further.

### **Burnley Task Force Recommends:**

**That all public sector agencies, including the Regional Development Agency and Lancashire Learning and Skills Council should annually assess their contribution to Burnley's Economic Strategy Action Plan.**

**That the Regional Development Agency and Lancashire Learning and Skills Council and other economic support agencies should recognise that Burnley's economy cannot be transformed into a knowledge based, high-growth economy overnight. Policies should be re-assessed to ensure support to traditional manufacturing employment is provided alongside support to emerging growth businesses.**

**That the Regional Development Agency should equally assess how it can support investment in Burnley's older industrial business premises at the same time as supporting modern investment.**

**That all economic support agencies should urgently assess how they can deliver their services more locally to Burnley's deprived communities.**

**That all economic support agencies should undertake to actively review how they can better work together in delivering services to Burnley's deprived communities.**

### **3.12 Statutory Agencies**

*"As citizens of this multicultural country it is our duty to bring harmony in the society we live in, but if people in professional capacities are not prepared to treat others with equality and respect, where do we go from here?"*

One of the early decisions of the Task Force was to ask the Statutory and other agencies for their views on the disturbances in the immediate period following the 23<sup>rd</sup> to 25<sup>th</sup> June 2001.

With the assistance of the Superintendent from the Lancashire Constabulary Community Safety Department, a meeting was held at Burnley Business Centre on 5<sup>th</sup> September. Written submissions were received from:

Lancashire County Council  
Lancashire Constabulary  
Burnley and Padiham Community Housing  
Government Office for the North West  
Burnley Job Centre  
Burnley and Pendle Primary Care Group  
Lancashire Fire and Rescue Service  
Lancashire Probation Service  
Burnley, Pendle and Rossendale Magistrates Court  
Lancashire Ambulance Service  
Burnley College

The above submissions are in see Appendix 10. The factors that they considered as contributing to the disturbances and impacts in summary were identified as:

- Poverty within Burnley
- Poor quality housing, with many void and empty houses, especially in the private sector
- Drugs and drug related criminality
- The perception that there is an imbalance in funding by the Council/Government grants, particularly the view that some areas unfairly receive more generous support than others.
- Education – concerns regarding educational provision, the issues of segregation, language (particularly involving women from minority ethnic communities) and truancy.
- Employment – low pay, low skill and low aspirations providing a foundation for drug and alcohol misuse, smoking, teenage pregnancy, lack of exercise and poor nutrition. These in turn lead to higher than average levels of coronary heart disease, cancer and other medical conditions within the Burnley area.
- Racism – evidence of racism within communities in the town that is not challenged by some elected representatives, indeed they may “passively or positively supported”.
- Media and image – the media coverage of the disturbances was detrimental to the image of Burnley and concerns were expressed about the perceived biases of the Burnley Express and Lancashire Evening Telegraph.
- The role of the British National Party in the period of the General Election and shortly after was cited in a number of submissions.
- The weather on the weekend of the disturbances was particularly warm leading to high numbers of people being out on the streets, consumption of alcohol and an increased potential for disorder.
- The influence of coverage of race related disorder within other northern towns

Suggestions for improvements from the statutory and other agencies included:-

- Finance – most submissions recognised that improvement within Burnley will only occur with economic and social regeneration. It was felt that the fundamental regeneration of the area will require more consistent finance for sustained programmes.
- Solutions to the problems require community involvement; the community needs to feel that they are engaged and are part of finding the long-term solutions.
- The link between education and skilled and well-paid employment, leading to social inclusion and thereby reducing criminality, is seen as a critical path toward improving the town.
- There needs to be a concerted effort to provide an understanding of the mechanisms for regeneration funding to enable the public to appreciate the rationale for decisions.
- There is a perceived need for improved communication across communities in Burnley and a view by some that there should be less segregation within schools.
- There is a need for more constructive media coverage of the town and for local media to give recognition to the Asian heritage within Burnley.

The submission from Lancashire County Council (see Appendix 10) is preceded by a communication from its Leader. The Task Force welcomes the areas for future action illustrated. We would draw attention to paragraph 2 where the County Council confirms that recommendations from the Task Force will be delivered by the Council as an equal and effective partner. Also welcomed is the concern expressed by the County Council regarding Racial Equality work.

### **3.13 Government And Home Office**

The Burnley Task Force was, as stated in the introduction of this report, an initiative from the people of Burnley. Nevertheless, during the period since its formation, the Home Office and the Government Office for the North West (GONW) have interest in its work. The Task Force was pleased to receive real support from GONW; throughout the period of its work the Task Force Chair has maintained contact with them.

The visits made by the Deputy Prime Minister to Burnley on the 26<sup>th</sup> September and 20<sup>th</sup> November were much appreciated by the Task Force. He was able to visit some of the areas and see for himself the serious deprivation that exists and the size of the regeneration problem that faces Burnley. We were particularly pleased to note his interest in our work and his assurance of continuing interest, especially in the areas of Housing Renewal and Regeneration.

We were also pleased when Mr Joseph Montgomery, Director General of the Government's Neighbourhood Renewal Unit, together with senior officials from his Unit and GONW visited the Town on the 9<sup>th</sup> November.

At the time of finalising this report Lord Falconer, the Minister for Housing, Planning and Regeneration, was visiting Burnley, accompanied by Joseph Montgomery and other

officials to see at first hand the serious problems that require urgent attention. Our appreciation is again extended for the active interest they have shown in the town.

The Home Office created a Community Cohesion Review Team (CCRT) which had visited various towns and cities seeking information about what lay behind the disturbances which took place earlier in the year. The review team was also charged with making recommendations about what should be done at both national and local level to improve community cohesion.

The team visited Burnley on 24<sup>th</sup> September and met with members of the Task Force. The CCRT was made aware of a number of the early findings from the consultation process. In particular they were informed that the level of deprivation in parts of Burnley was extremely high. Reference was made to the decline of the private housing market in the inner area, the drug problem (especially heroin) and the associated crime that went with drug dealing. The review team was also given background information as to the setting up and membership of the Burnley Task Force.

Representatives from Burnley and other areas were invited to London to take part in a discussion with the CCRT on 19<sup>th</sup> November. The purpose of the discussion was to allow the CCRT to outline the contents of their draft report and to seek comments that could help shape their final document due to be published towards the end of the year.

### **Compensation Matters**

A point raised by people very early on during the consultation period concerned the conditions and procedures for claiming compensation for loss or damage during the disturbances. The Task Force Chair raised the issue in writing with the Home Secretary on the 30<sup>th</sup> August.

The reply, when considered by the Task Force was considered unhelpful and it did not appear to address the particular problem facing those who had suffered loss to property, business and injury. Contact was immediately made with the writer of the Home Office response. It was pointed out that such a response was not acceptable and that further consideration should be given to the question of whether funding would be made available where it could be justified by evidence of the loss etc.

A particular point raised by the Task Force with the Home Secretary was the request for him to use his discretion on the point of claimants being given additional time to make their claims outside of the 14 day limit. The Task Force considered that the circumstances of the disturbances and the relatively short time period for claims were worthy of the Home Secretary's dispensation. The Chair wrote to the Home Secretary and his reply indicates that the matter is being looked into by officials who deal with issues relating to damage from disturbances

## **Disturbance or Riot?**

On a number of occasions the Task Force has been criticised for describing the events of June 23<sup>rd</sup> to 25<sup>th</sup> as civil disturbances. Repeated comments have been made that suggested that if we had used the term “riot”, this would in some way assist those claiming compensation for their losses.

The Task Force sought and obtained an authoritative view from the local police. That view made clear that ‘riot’ was not the correct term to use to describe what had happened. It was open to any person or persons to pursue a claim for compensation, as outlined in the Home Office letter referred to above, regardless of whether the events were classed as a “disturbance” or a “riot”.

Members of the Task Force did not wholly accept the police advice and asked that the matter be pursued further. The Chair then raised the issue with the Lord Chancellor’s Department. The reply from Baroness Scotland of Asthal Q.C. again made it clear that the terms used to describe civil disorder should not make any difference to claimants as the success of their claims will depend upon whether the facts fit the description of the civil claim under the 1886 Act.

The Task Force want to make it clear that Burnley does not deserve a reputation as being a riotous town. It accepts that criminal acts and criminal damage took place during the period 23<sup>rd</sup> to 25<sup>th</sup> June. Nevertheless it is felt that, bad as they were, the incidents should not be described as riots. At the same time it respects those who have differing views on the terminology used.

### **Burnley Task Force Recommends:**

**That the correspondence with the Home Secretary regarding dispensation on the question of claims for compensation within 14 days continues following the completion of the Task Force’s remit.**

## **SECTION 4**

### **Conclusion and Next Steps**

*“Communities should be working together, should be building up bridges.....”*

During the past four months I have enjoyed my many visits to Burnley. I anticipate that I shall have the pleasure to come back on a number of occasions as the contents of the Task Force report are considered by the various agencies and organisations to whom its recommendations are directed.

It has been a privilege to lead the Task Force, good and straight speaking people, who live or work in Burnley, who sought nothing, simply to serve their fellow citizens in an attempt to make their town a safer and better place, not for themselves, but for the present generation and those who will follow.

My thanks to all who have contributed to our work. Whilst it is not possible to thank each person separately, I would like to extend thanks to my fellow members of the Task Force for their patience with me and for the dedication they gave throughout the period. In my view they have served Burnley very well indeed. In particular, I would pay tribute to the younger members who added a dimension of consultation with an understanding of the young people of the town. That they gave so much of their time, whilst still pursuing their studies was a good example of the hope that Burnley can have for the future.

Officers and staff of Burnley Borough Council have provided tremendous support, both in administrative and domestic matters. At all times they have given their help generously and professionally and I am most grateful to each and every one of them. At no time had anybody sought to influence my views on the many issues that touch upon the business of the Council.

Finally, I would like to thank the many people of Burnley who have put up with my questions and intrusions, and for the warm friendship they have given to me, a stranger in their midst. My sincere hope is that we have done some good for them. There are no easy answers to some of the deep rooted problems that they themselves have identified during the consultation process. Equally, I fervently hope that those who can, will provide the means to tackle the issues, and do so as quickly as possible.

**LORD TONY CLARKE  
CHAIR, BURNLEY TASK FORCE**

Enquiries relating to this report are being co-ordinated through Burnley Borough Council.  
Please contact:

**Dr Gillian Taylor**  
**Chief Executive**  
**Burnley Borough Council**  
**Town Hall**  
**Manchester Road**  
**Burnley**  
**BB11 1JA**

**Tel: 01282 425011**

**E-Mail: [Chiefexecutive@burnley.gov.uk](mailto:Chiefexecutive@burnley.gov.uk)**

The report can also be accessed on the Burnley Task Force website, see below:

**Website: [www.burnleytaskforce.org.uk](http://www.burnleytaskforce.org.uk)**

# **Burnley Task Force Report**

## **Appendix List**

1. Analysis Of Household Questionnaires
2. Burnley's Political Groups
3. Housing Renewal Fund
4. Housing Providers
5. Bangladesh Welfare Association
6. East Lancashire Development Unit
7. Media Analysis
8. Lancashire County Council – Education
9. Burnley's Economy
10. Statutory Sector and Other Agencies
11. Burnley Borough Council



## ANALYSIS OF HOUSEHOLD QUESTIONNAIRES

The questionnaire was delivered to the 45,000 Households in the borough by the royal mail between September and November.

The 4534 completed questionnaires were analysed by Martin Hamblin.

Profile of Respondents

Table 1 Sex

	Number	%
Male	2143	47
Female	2186	48
Not answered	205	5

Table 2 Race

	Number	%
White	4156	92
Asian	96	2
Other	41	1
Not answered	239	5

Table 3 Age

	Number	%
Under 25	100	2
25-44	1093	24
45-64	1968	44
65 or over	1217	27
Not answered	96	2

Table 4 Location

	Number	%
Town of Burnley	3731	82
Padiham	501	11
The rest of the Borough	263	6
Not answered	39	1

## The Views of Residents

Residents were asked to indicate their initial reaction to the disturbances in Burnley.

Table 5 When you first heard of the disturbances, were you:

	Total %
Very surprised or shocked	18
A little surprised or shocked	16
Expected something like this to happen	63
Don't know	3

Table 6 What are your views on the causes of the disturbances?

	Important %	Secondary %	- Not a cause %	Don't know %	Mean score %
Asian communities being treated unfairly	6	12	57	24	1.3
Poverty and deprivation	28	25	34	14	1.9
Racism by White people	36	34	16	15	2.2
White communities being treated unfairly	42	23	21	14	2.3
Drink or drugs	44	32	14	10	2.3
Asian and White communities not mixing	52	23	15	10	2.4
Basic lawlessness	57	23	11	9	2.5
Racism by Asian people	58	27	5	10	2.6

Table 7 Here are some ideas which have been suggested to prevent such disturbances from happening again. Please tell us which you think are the most important?

	<b>Very important</b> %	<b>Would help</b> %	<b>Would make no difference</b> %	<b>Would make it worse</b> %
More police to tackle problems of anti-social behaviour	70	20	6	1
Tackling problems of drugs and alcohol better	68	20	8	*
More information about spending in different neighbourhoods	47	26	16	4
More activities aimed at young people	42	34	16	1
More information to improve Asian understanding of Burnley's traditional culture, and vice versa	39	30	22	3
More cultural, sports and leisure activities involving Asian and White communities	20	36	31	6
Encouraging more ethnically mixed neighbourhoods and schools	18	25	26	22

(\*'Don't know' responses have been left out)



Comments made by respondents:

Differences in treatment to stop Treat white people as well as Asians in benefits Community spending (too much in Stoneyholme and Daneshouse)/legal and religious issues Equal rights for white people	14%
Asians to obey our laws and adopt/respect our culture/language /integrate more/swear allegiance to Britain	11 %
Better and tougher policing Community policing/walking the streets Tougher sentences	11 %
Stop any more Asians/Muslims coming In Reduce numbers in local towns/deport people not born here Taliban supporters Tougher immigration laws	7%
Recognise racism works both ways Whites feel second class Too much positive discrimination/unfair race laws	6%
Tackle drink and drugs problems/corner Shops sell drugs and illegal drink/reduce pub hours	5%
Educate both cultures to improve respect Need better education	5%
Police/authorities to act without fear of being called racist	5%
Improved housing and facilities and employment (especially in areas where riots took place)	5%

**Other suggestions and comments (of less than 5%) included:**

- Crackdown on benefit fraud / fleecing the system
- Discourage youths congregating on corners / impose curfews
- Rational moves towards integration / no ghetto areas
- Improved parental control or care
- More discipline in schools
- Refute myths that 'they' get better than 'we' do - provide facts on spending/ benefits/decisions
- Better leadership of all cultures/better council leadership
- Stop Asians claiming racial discrimination every time something doesn't suit them
- Resist/oppose faith based schools and segregation in schools
- Listen to what people say and respond fairly
- Council to listen to the people of Burnley
- Tolerance
- More positive and balanced media coverage
- Arrogance and attitude of young Asians
- Asians/young Asians confused about their culture
- Come down hard on any racism/people involved in riots
- End silly Politically Correct Council policies/ Local authorities scared of being branded racist
- Control the BNP/ban National Front marches/Burnley is targeted by outside organisation
- Greater control by Asian leaders/more peaceful rhetoric from Mosques/Mosques to modernise for the 21 century
- Stop local councillors talking up the problem
- Councils are main cause of unrest
- Improve Asian male attitude towards women/more Asian female representatives
- Educate schools and white neighbourhoods about Asian culture

## BURNLEY TASK FORCE QUESTIONNAIRE

### 1. When you first heard of the disturbances, were you:

Very surprised or shocked

A little surprised or shocked

Expected something like this to happen

### 2a. What are your views on the causes of the disturbances?

	Important Cause	Secondary cause	Not a cause	Don't Know
--	--------------------	--------------------	----------------	------------

Drink or drugs

Racism by white  
people

Racism by Asian  
people

Asian communities  
being treated unfairly

White communities  
being treated unfairly

Asian and white communities  
not mixing together

Poverty and  
deprivation

Basic lawlessness

### 2b. Are there other important causes not listed here? Please say what you think they are

**3. Here are some ideas which have been suggested to prevent such disturbances from happening again. Please tell us which you think are the most important.**

- |   |  |            |                          |                     |
|---|--|------------|--------------------------|---------------------|
|   | Very Important   | Would Help | Would Make No Difference | Would Make It Worse |
| • | More cultural, sports and leisure activities involving both Asian and White communities          |            |                          |                     |
|   | Very Important   | Would Help | Would Make No Difference | Would Make It Worse |
| • | Encouraging more ethnically mixed neighbourhoods and schools                                     |            |                          |                     |
|   | Very Important   | Would Help | Would Make No Difference | Would Make It Worse |
| • | More information to improve Asian understanding of Burnley's traditional culture, and vice versa |            |                          |                     |
|   | Very Important   | Would Help | Would Make No Difference | Would Make It Worse |
| • | More information about spending in different neighbourhoods                                      |            |                          |                     |
|   | Very Important   | Would Help | Would Make No Difference | Would Make It Worse |
| • | More activities aimed at young people  |            |                          |                     |
|   | Very Important   | Would Help | Would Make No Difference | Would Make It Worse |
| • | Tackling problems of drugs and alcohol better  |            |                          |                     |
|   | Very Important   | Would Help | Would Make No Difference | Would Make It Worse |
| • | More police to tackle problems of anti-social behaviour  |            |                          |                     |
|   | Very Important   | Would Help | Would Make No Difference | Would Make It Worse |



Difference    Worse

**Please write in below anything else you think would help in preventing such disturbances from happening again.**

**Finally, could you tell us a bit about yourself:**

**Are you**

Male

Female

White

Asian

Other

Under 25

25-44

45-64

65 or over

**Do you live in;**

Burnley

Padiham

Any other part of the  
Borough

## **Appendix 2**

### **Burnley's Political Group**

- a) BNP**
- b) Conservative**
- c) Labour**
- d) Liberal Democrats**
- e) Socialist Alliance**

## Appendix 2a

### **SUBMISSION BY THE BURNLEY AND PENDLE BRANCH OF THE BRITISH NATIONAL PARTY**

#### A) Background

For many years Burnley has suffered terribly at the hands of an out of touch and inept Council. The majority of Burnley council tax payers have watched as they are continually discriminated against in favour of other areas which have continued to receive generous funding enabling them to boast a variety of community amenities not seen in many other areas of Burnley.

Things are beginning to change and this has come about by a combination of votes switching to Independents and more lately ourselves at the British National Party. We at the B.N.P felt the only way to combat this discrimination was tackle it politically. Hence our arrival on the political landscape of Burnley and despite lies, falsehoods and even intimidation we have found a favourable response from the voting public of Burnley.

Obviously our arrival has not been welcomed by all and the Muslim community leaders have allowed a prejudiced and inaccurate view of our party to grow which has proved unhelpful and detrimental to the town of Burnley. Perhaps they were fearful of losing out on the favourable funding they have enjoyed in recent years. This was also aggravated by non-political pressure groups like the Anti- Nazi League who exploited the situation and 'wound up' the wilder elements within the Muslim community in the lead up to June 24th.

#### B) PROBABLE CAUSES

Many observers have suggested that the incident regarding an alleged attack on an Asian taxi driver and the police's slow response to the incident (20 minutes which if the victim was white it would have been a lot longer!) was the spark to the disturbances. This appears to have been unfounded and there appears to be an element of planning involved. Many people we have spoken to indicated that they observed numbers of Asians gathering in and around the area and numerous pubs were warned in the area to 'beware'.

The attempted incursion by Muslim thug into white areas was met with resistance and a series of battles broke out. Sadly this follows a pattern in other areas of the north where Muslims have a sizeable population. Oldham and Bradford being two prime examples. It's an example of the 'cricket culture' that has infected young Muslims who's answer to things they disagree with (perhaps the result of a democratic election in Burnley two weeks before) is violence. It was no coincidence the Duke of York was torched. These are the similar sort of targets that were attacked in Oldham and Bradford. They are the cornerstone of white working class life. One other pub the Wheatsheaf was lucky to escape an attempted attack.

There was a suggestion of a drugs link this we have no evidence of but may well be worthy of investigation.

Many women told us of gangs of Asians driving round and warning them to get indoors in and around the Duke Bar and Barden Lane area. This happened shortly before the disturbances suggesting prior knowledge of forthcoming events.

We even know of people who fled the area whilst the disturbances happened some residents sadly didn't have that luxury.

The area which was the scene of the disturbances has suffered a high level of anti-white race attacks perpetrated by Muslim thugs. Due to police indifference and apathy in the white people this has led to the incidents going unreported. This behaviour has alienated the white community.

Also the Daneshouse area has played host to Abu Hamza. The extreme Islamic Fundamentalist (recently featured in the national press for preaching race hate and supporting Bin Laden) who openly advocated vicious attacks on white unbelievers which must have left an impression on young Muslims, who appear to have followed his advice as the increase in anti-white violence occurred since his racist speech in approximately 1997/8 and climaxing in the scenes of June 2001.

### C) SUGGESTIONS AND RECOMMENDATIONS

After the events of June 2001 it has become obvious that things have got to change in the way Burnley is run. Things like discrimination against white areas has to be acknowledged and addressed. A situation where 25% of £50 million awarded to Burnley over the past decade cannot be exclusively allocated to 8% of the towns population (source official Town Hall figures). This discrimination has adversely affected other areas of Burnley eg Burnley Wood, Accrington Road, etc where houses are valued at approximately £3-4,000.

The Muslim community has to look at itself in the mirror and accept this discrimination cannot continue. Mr. Shahid Malik spokesman for the Muslim community in the aftermath of the disturbances must accept his appearances and comments seriously affected relations between Muslims and whites. His vicious anti-BNP rhetoric and continual obsession with attempting to blame ourselves for the disturbances even in the complete absence of any hard evidence to back this up alarmed many folk we spoke to. Many believed he was a member of a group dedicated to improving race relations not undermining them.

Also the role of the mis-named Anti-Nazi league cannot go unmentioned. Their illegal campaign involved numerous alleged breaches of election law and harassment of our candidate. Add this to the misleading, factually inaccurate leaflets that they widely distributed during the election campaign helping contribute to raising unnecessary fear amongst the Asian community

and the general public at large. They are currently under police investigations and may face prosecution for their activities. This may go some way to curing Burnley of this anti-democratic pressure group who only add to Burnley's problems not solve them. We are also alarmed at some of the conclusions contained in the report of the Burnley Community Conference held on Thursday 5th July. Some of the alarming suggestions we noted included:

\*Employing a full time information officer - this is effectively a council taxpayer funded propaganda minister or more fashionably referred to as a 'spin doctor'.

\*Engage closely with Media - an underhand attempt to manipulate and intimidate the press.

\*Challenge segregated living arrangements - will this involve 'enforced segregation'

even when it's obvious people of differing cultures don't want to live together.

\*What can be done to ensure BNP don't get a seat? –

This we find very disturbing. With all the difficulties we face is this really a top priority? It is effectively a Declaration of war on a legally registered political party firmly committed to the democratic process.

If the above are a blueprint for the way forward and will influence the Task Force's findings then we will be going backwards not forwards.

Lastly the police have handled the disturbances with a high level of professionalism, a comment that was regularly made to us. They appeared under the circumstances to deal with the situation effectively.

#### D) SUMMARY

In summary the following must be looked at if Burnley is to go forward:

\*Role of Muslim community in the disturbances and resist the false conclusion the disturbances were BNP inspired.'

\*Ensure fairer distribution of council funds, the majority contribute so it's only air the majority benefit.

\*Consult more closely with the majority white community who have a lot of catching up to do and who feel alienated and ignored.

\*Restore funding to worthwhile voluntary groups eg sea cadets, local hospice, etc.

\* Serious police action to deal with the sharp increase in racially motivated incidents against whites since the disturbances. We have documented nearly 20 cases. This has caused us a great deal of concern and resulted in us setting up a White Victims Support Group 'Burnley and Pendle Fair' to help combat this. The police response in most cases is inadequate and this approach needs to change to restore the public's faith in the police's ability to

be even handed in their approach in tackling racist crimes. Perhaps a special unit dedicated to anti-white racist incidents because Asian racism on white hurts just as much as white on Asian,

FINAL THOUGHT:

Lastly we hope the Task Force can put aside its misconceptions of our party and the widely held stereotypes and welcome this document as a serious contribution to the Task Forces work. We enjoy 11.5% of the voting public's support which exceeds the 9% non-white make of the population. The modern day British National Party have to be accepted as a legitimate voice in the running of Burnley. We seek consultation not confrontation and we sincerely hope the Task Force do not dismiss this document because of a prejudiced view of our party. This would be a travesty and acknowledgement that 4,151 people don't count.

Conservative Group Submission

Lord Clarke  
Chairman  
Burnley Task Force  
Town Hall  
BURNLEY

Dear Lord Clarke,

The Conservative Group comments on Burnley Borough Council's Response to the Task Force

Further to the above we detail below our comments which hopefully will be of interest to you.

We do not fully agree with the council's response to you, even though some of the amendments we tabled were accepted by the full council. We did include some of the following comments when speaking at the council meeting but not all.

Paragraphs 26 to 30 of the response try to explain that there are resource problems and the Government are to blame. An increase in Government finance would obviously be helpful, but I understand on a recent visit John Prescott commented "even with increased resources the priorities have got to be right if improvements are to be made" (or words to this effect)

One item that Labour would not include in the response was the increase in council tax being 86% since 1992 (figure from Nick Ayes Director of Finance) which does make us the Shire Borough with the 7<sup>th</sup> highest Council Tax.

We are also the 6<sup>th</sup> highest spending Shire Borough in England spending approximately twice that expected by the Government. So what this Council could not get from Government they have obviously obtained from Council tax payers. This obviously causes resentment by those who actually pay — of course many in the town do not as they are on benefit.

We believe they have spent much of the money to benefit small numbers of people rather than the townspeople as a whole. A good example would be the three voluntary advice agencies - £300,000 (approx.) a year, one of which the Burnley Community Advice Centre which will receive £140,000 in the year 2001/02 but we were advised at the time the budget was being set was expected to deal with only 950 clients - this works out at a cost of approx. £150 per client.

It also appears that possibly these services and a number of other services should be provided by Lancashire County Council but until recently this has not been investigated — officers are now looking into this matter

This Borough spends over 40% of its budget (£5 million +) on Parks and Leisure. Much of this money appears to have been wasted in the past as a result of poor planning, inefficiencies and poor financial management.

We believe this is due to lack of interest in finance by most councillors, including those who have chaired committees for some years - they only want to spend more on their pet projects. The member of the executive responsible for Parks and Leisure who was also previously the chair of the Recreation and Leisure Committee openly admits that he does not understand the finances of his portfolio.

There appears to have been little work done on cost benefit analysis or calculation of subsidy cost per person/user. On services where fees are charged income is known but not always costs, so the actual amount of the subsidy given is unknown - very important issues which are now belatedly being looked at.

The Labour Group have paid lip service to long term planning but at budget setting time it is panic stations because of their inability to make strategic decisions. They are so scared they may upset a few small groups of voters they end up by upsetting everyone, as you have no doubt discovered by now.

We believe good financial management leads to good overall management throughout any organization, which results in substantial improvements in the services provided.

We consider that the culture within the Council is not customer focused although this does now seem to be acknowledged by some and hopefully efforts will be made to improve this aspect and lead to a better relationship between the residents of Burnley and the Council. A few councillors do have a good level of understanding (and we respect them, whilst often disagreeing with them) but as we are sure you have discovered many do not, which I consider has contributed to the problems. Unfortunately these same councillors fight shy of attending the training sessions that are organized by our officers which does not help the officers moral.

However to finish some say people deserve the politicians they get - they elect them - but no, the people of Burnley deserve far better than what they have.

We are realists and accept that Labour will continue to effectively control this Council for the foreseeable future unless the people of Burnley, having realized what poor leadership they have had, elect an alternative option. Whatever the future holds, somehow people must be found to stand for



election who have the courage and intelligence to lead this town to a better future.

We could continue and mention other areas where we consider improvements could be made but consider we have covered our main areas of concern.

Yours sincerely,

Peter J Doyle  
Conservative Group Leader  
Burnley Borough Council

Labour Group submission

The events that took place in Burnley over the weekend of June 23<sup>rd</sup> and 24<sup>th</sup> 2001, and the following days, had a deep and significant impact on the whole borough. While obviously leaving a dreadful scar, this period must act as a wake up call in all areas of the community. The memory of those troubled days must act as a catalyst for positive action.

In order to forge a positive way forward it is necessary to look back at how the atmosphere for violence was created. No one source is responsible, but a number of factors came together over a lengthy period of time to create a platform of racial intolerance.

One can point to the significant vote gained by the British National Party in the recent General Election as the time that the potential for problems first became apparent. It is obvious however that in order for the BNP vote to have developed, and for that party to bring their attention to our town, that the background must have been created well in advance of the General Election.

A fundamental factor is that much of the funding streams available to the borough, based as they are on the league table of deprivation at borough and ward levels, have the effect of concentrating funding in the targeted areas. While no one could logically argue against funding in these areas as essential, this method of direct funding leads to other areas of the town feeling less than fairly treated. This is especially the case when deprivation indices fail to pick up areas of deprivation that are masked by more prosperous areas of the same ward, and are therefore excluded from the targeted funds. This state of affairs was recognised by both the party and the council three years ago, when the attention of Hilary Armstrong was drawn to the tension being created, and to the necessity of addressing the housing situation (see appendix). There was no substantive response.

This tension was much exacerbated by the election literature used by the Independents, which we understand the Task Force has seen. They have succeeded, aided by the press, in creating a widespread belief that “the Council spends all its money in Daneshouse.” You will have seen evidence that this is far from the truth, that only 13% of the council’s capital investment over the last 10 years has been in Daneshouse. It is true that in recent years the percentage is higher than this, but this is the result of those directed funding regimes, access to which has only been gained by the level of deprivation that exists in Daneshouse. The Independent party leader, elevated to almost cult status by the coverage of the local press, has found it politically expedient to promote this view of ‘unfairness’, and criticise it as preferential treatment in the funding awarded to the Asian community. This conveniently ignores the problem any ruling party would have regarding directed funding streams. The Independents have also, despite having signed up to a pledge in council not to make use of ‘the race card’ in seeking votes, have sought to extract specific parts of council spending, for example on the translation unit or the Funding of the Daneshouse Road advice centre, and

objected to them as positive discrimination in favour of the ethnic minority community. The local press appear to have relished the controversy created regardless of the potential effect on the whole community. Much of this seems to us to be motivated by racism, and it is regrettable that it does not seem to be actionable under the Race Relations Acts. To quote a phrase used commonly, "the Independents made the bullets for the BNP to fire."

It is also clear that the inability of the council to make significant impact on the problem of empty houses and unfitness in the pre 1919 terraced housing stock of the borough has led to a general feeling of poor performance by the council. Our ability to tackle this problem has been made significantly harder by the Government decision to change the nature of the New Deal for communities programme. Where we had been led to expect a grant of £50M this year which could have made an impact on the housing problem, the New Deal has been replaced by £2.8M of Neighbourhood Renewal Fund over 3 years for 'bending mainstream budgets'.

Our mainstream budgets are not big enough to cope. We have experienced ten years of having to make cuts in the mainstream budget of the council caused mainly by the failure of government grant funding to keep pace with inflation. In this situation, it is easy to persuade people that other areas are getting resources that are needed in their own. This feeling of less than fair treatment translated into a substantial loss of Labour seats in the council elections of May 2000, when the Independents made considerable gains from Labour. This success, and the generation by the Independent leader of newspaper column inches, led to more and more extreme positions being taken by him; positions often baulked at by other members of the Independent group.

When however, there was no independent candidate forthcoming at the General Election, the BNP filled the vacuum, and attracted votes mainly from disaffected former Labour voters. Once this vote was gained the platform for unrest within the town was established.

It is vital that all communities, political parties, and bodies of influence in Burnley reflect on how we have come to this point, and what needs to be done to shape Burnley's future. Given the will and assisted by the findings of the Task Force our borough can learn from its recent past and have hope for the future.

The Labour Party, as holder of half the council seats in the borough, must acknowledge its own shortcomings in getting the message of their achievements over to residents. It is not acceptable simply to say that criticism and bad news sells newspapers. We must both as a Labour party and as a council, inform, explain and connect far better with the man and woman in the street. We need to engage with, and be more active in, the community and with youth in particular, both indigenous and ethnic, in a far more meaningful way if we are to win hearts and minds to the merits of our case. Failure to overcome racial intolerance is not an option. We need to

ensure that the council is more effective in explaining what it is doing, and the constraints on it. A lot of what is believed about the council rests on myth.

It is clear also that all the determination and will in the world runs the risk of falling short unless the Government recognises our efforts and assists. We acknowledge the achievements of the present Government, in education and in health, and the benefit of schemes like Surestart for Burnley, but such schemes do not assist the council's mainstream budget. The council has to find the means to tackle the housing problem. It is not that we have not lobbied Government for the resources. Many hours have been spent on trains to try to persuade ministers of the seriousness of the problem. It is realised that Government cannot simply throw money at any borough which has experienced violence; but the Government role in finding solutions, past and future needs to be acknowledged, particularly regarding funding methods to deal with empty properties, and helping to make the recommendations of the Task Force become realistic aspirations.

The Task Force has already been of benefit, even before it reports, by bringing together caring people for the good of Burnley in an unprecedented way. The Labour Group and Party support the Task Force in its efforts, and are committed to working for the future good of Burnley.

P J Kenyon, Labour Group Secretary  
for the Labour Group of Councillors

## Appendix 2d

### BURNLEY LIBERAL DEMOCRATS.

Lord Clarke,  
Burnley Task Force,  
Burnley Town Hall,  
Manchester Road,  
Burnley,  
Lancashire.

Dear Lord Clarke,

**Reference: Resources and Relationships: The Liberal Democrat  
contribution to the  
Burnley Task Force.**

I have much pleasure in submitting the comments of Burnley's **Liberal Democrat Party** to the Task Force and I hope that they will be of use to you and your colleagues.

Could I say that, on behalf of the Party, we have much admired the way in which you and the Task Force have done your utmost to ensure that everyone who wanted to was able to contribute to the Task Force. It is our belief that you have been as inclusive as possible and we are convinced that the Report, when published, will truly represent the views of the people of Burnley.

We are particularly impressed that you have chosen to involve the young in the ways that you have. The reports that I have had from colleagues are that the young have been encouraged to make a full contribution. As a former teacher I am aware of the skills of our young people in Burnley and its good to see them respond as positively as they clearly have.

Lastly, the Party would like to thank you for your personal commitment. We await the publication of your historic Report with interest.

Yours sincerely,

Roger Frost.

## **Burnley Liberal Democrats.**

### **RESOURCES AND RELATIONSHIPS: RESPONSE TO THE TASK FORCE.**

#### **Introduction.**

Burnley Liberal Democrats are pleased to be able to accept Lord Clarke's invitation to make the following comments about the disturbances, which took place in Burnley in June 2001.

In doing so the local Party wishes it to be made known that it regards the incidents which took place with the greatest seriousness. There can never be an excuse for behaviour of the type witnessed in various parts of the Borough at that time and the local Party supports the efforts of the police to bring to justice all those who engaged in the unlawful activities witnessed at the time.

Burnley Liberal Democrats also believe that the disturbances were perpetrated by a very small percentage of the younger population who appear to have acted, to some extent, under external instigation. We believe that, generally, our younger people were as appalled by what happened as any other part of our community. Further, we believe that our young people collectively are an asset to the town.

The intentions of this Response are as follows:

**CAUSES. To address the underlying causes of the disturbances,**

**SOLUTIONS. To suggest possible means of addressing these problems.**

#### **CAUSES.**

*The local Party appreciates that, although the events were shocking, they were not a complete surprise. The actual timing of the disturbances could not have been predicted but they were, to some extent, expected*

*There have been other not dissimilar events in recent years. There were riots on a Council owned housing estate in the 1990 and there have been several examples of lawless behaviour associated with football matches in Burnley in recent seasons.*

We feel that an important cause of the Burnley disturbances was that similar incidents had happened elsewhere. In other words there was **a copycat element** to the incidents, which took place in Burnley. It is our belief that had there not been disturbances in Oldham and Bradford what happened in Burnley would not have taken place, certainly at the time it did and possibly not in the way it did.

Many people in the Borough comment on the **unsocial behaviour** of some younger residents. This is often associated with drinking (some underage) and it is felt that Burnley has an additional problem associated with drugs, which leads to petty crime. Whether these things are true is not the issue. The fact that local people believe them to be so is significant. It could be that Burnley is no worse than other areas for these modern consequences of modern living. However, there is a feeling that the authorities — the Borough Council, the County Council, local agencies and the police are failing in their work with the young. It is our opinion that the County Council's Youth and Community Service ought to be beefed up in our Borough and that the good practice used elsewhere should be employed in Burnley.

There is a long **history of economic and social deprivation** in parts of the Borough. This has, perhaps, become more apparent in recent years. Wage rates, by national standards, are low in the Borough but they are particularly low in the areas most affected by the incidents of June. Unemployment in Burnley, at one level, does not appear to be a problem but it is high among the ethnic males of the Daneshouse and Stoneyholme areas.

Another important issue is housing. There are parts of the Borough where many houses have been abandoned and where others, though lived in, are in a very poor condition. Many of these houses do not meet the standards for human habitation set down by Government. Many of the people who live in this type of accommodation feel that they cannot 'escape' from their surroundings. Those seeking employment, for example, feel that where they live counts against them in the employment market.

## **Solutions.**

We recognise that the potential solutions to problems, which we believe, lead to the Burnley Disturbances are many. We have made no attempt to give weight to the following observations, in other words the points made here are

compiled from the list of comments made by active members of the local Party. However, we feel that the implementation of what we suggest will tackle the many social and economic problems. Which our town faces

It is most important that Burnley's **housing problems** are addressed. The issue is too big for Burnley to tackle with the resources currently available to the Council. What is required is that the Government recognises the fact that Burnley (and many old industrial towns) needs special treatment. The magnitude of the problem tells us this. It should also be added that the problems of vacant and inadequate houses are clearly getting worse by the year. The deterioration of a significant part of our private housing stock will not be abated except by special measures.

**With regard to employment Burnley needs better-paid jobs.** We are undecided about whether these should be in the manufacturing sector but, if they are, we suspect that many of them should be in high technology — certainly in industries with a future. It may be that these better-paid jobs should be sought in the Service Sector or in Research and Development. Jobs should be in the manufacturing sector but, if they are, we suspect that many of them The important thing to say is that we have to retain our young people and attract our share of the young from other parts of the country.

**We believe that Burnley needs its own College of Higher Education** - possibly its own University - but the minimum that should be expected be a higher education facility based in North East Lancashire. We ask for this because we believe that such an establishment will bring a large variety of jobs to Burnley (with the potential for more) and it will make it possible for our youngsters (some from poorer backgrounds) to attend degree level courses in their own town. An East Lancashire University would be able to serve the whole sub-Region, a part of the country in which there are many deprived areas.

**Education up to the age of eighteen** has improved considerably in recent years but there are still problems to address. The first of these is that, in too many households, there is not the respect for education that one would hope to see. This problem should be tackled not only by the schools, with whom the problem has been left, but also by partnerships between the community, the providers and other agencies. Another problem is that there is no Anglican High School in Burnley. Either a new one should be created or an existing school is made into a Church High School. The reason for mentioning this is that a large number of Burnley children attend Anglican High Schools in Blackburn and Accrington. Consequently a large number of motivated children leave our schools at the important age of eleven.

Still on education we are not happy with the fact that three of our High Schools are situated on the same campus and that four of the remaining five are single sex schools. The two non-Catholic schools in the east of the Borough are both single sex schools. What we are saying here is that the Secondary sector in Burnley needs to be reformed. Education, though, is a County function beyond the powers of the Borough to address. The



unreformed nature of the Secondary sector results in problems which need to be tackled.

The mention of the County Council brings us to another point. Burnley is the only second tier authority to have been affected by the recent disturbances. Both Bradford and Oldham have Metropolitan status. It is our opinion that the two-tier nature of our local government has not been advantageous to Burnley. The local Liberal Democrats believe that the prospect of Regional Government in the North West of England could be an opportunity to restore to towns like Burnley (perhaps in partnership with its neighbours) responsibility for functions that should be carried out a more local level. If there was to be a Regional level of government in N. W. England it is our belief that the higher, or regional level, should largely be strategic whilst the more local level should be concerned with the delivery of services that people need.

Means should be found to **address the cultural differences**, which exist between the indigenous and ethnic populations. It could be that education is the means by which this is accomplished but it is clear that there are misunderstandings between the different communities that should be addressed. Burnley Borough Council should review and possibly extend its work in its Racial Equality and Equal Opportunities policies.

Turning to **Burnley Borough Council** there are things that require urgent attention in how the Council operates. Firstly, it should be more transparent about where its funding actually goes. Secondly, the battle for votes should not result in funding going to communities in a kind of exchange for electoral support. Whether this has happened in the past is not really the point; there is a belief that it has. Thirdly, Burnley Borough Council should communicate better with all its citizens. The local Liberal Democrats would want to see a growth item in the coming Budget for better communications and publicity.

The fact that Burnley clearly has inadequate resources for the tasks ahead of the Borough has already been mentioned. With this in mind the local Liberal Democrats would support proposals for the reform of the means by which **Central Government Funding** comes to the Borough. This is the SSA, which we believe should reflect actual need, something which appears to be missing in the equation. In the case of Burnley, a Borough with proven needs, its SSA is lower now than in 1992/3. This might be understandable in a large Metropolitan Borough where others that are growing compensate declining areas. Burnley, though, has many of the problems of a Metropolitan Borough and is not only without the required resources these resources have actually been diminishing over time.

Resource is a major issue and it is our belief that Burnley Borough Council has to look very carefully at where it spends its money. In this respect we are not only referring to spending in areas that are directly affected by the problems mentioned above. The Borough has to realise that it **can not continue the historic pattern of spending that it has followed since 1974**. The local Liberal Democrats, now forming part of the Executive of Burnley Council, will work towards a reappraisal of local spending.

We will also seek to build up, and participate in, **partnerships** at local level, which will be formed to address the many problems that are mentioned in this paper. Working with communities is the Liberal Democrat way. Now we should continue, together with our political partners, to help to unite the different communities — local, ethnic, business, educational, regional, governmental etc.

## **CONCLUSION.**

As can be seen, by this deposition, Burnley Liberal Democrats are convinced that there were many causes of the difficulties, which took place in June 2001. Similarly there are many measures needed, at various levels, to ensure that such an incident does not take place again. However, we feel that the solutions that we suggest form a large part of what is needed for success.

We would like it to be known that it is not our intention to appear to be blaming anyone or any organisation. It is our opinion that the various bodies mentioned and implied have attempted to carry out effectively the functions for which they are responsible.

If there are keys to our problems it is our belief that they are resources and relationships: resources to resolve our economic problems and relationships between our local peoples.

OCTOBER, 2001

Burnley Socialist Alliance Party

Burnley Task Force  
C/o Lord Tony Clarke  
Burnley Town Hall  
Manchester Road  
Burnley

Dear Sir/Madam,

The Burnley Task Force has stated that it wants to “..determine the underlying causes of recent events...” and “bring forward a plan of action needed for the future.” Members and supporters of the Socialist Alliance who are residents in Burnley feel that such action must be immediate. The attitude in some quarters of waiting for things to die down or return to normal delays addressing problems in Burnley which were already evident before the riots in June 2001. It also ignores that for many normality in Burnley is social deprivation and unchecked racism.

The statistics for social deprivation in Burnley make stark reading. It has three of the 250 most deprived wards in the whole of the country; Daneshouse, Bankhall and Barclay. Throughout all of England the ward which is the sixth worst in child poverty and eighth worst for income deprivation is again in Burnley, Daneshouse. Two others of the worst twenty wards for child poverty in Lancashire are also in Burnley, Bank Hall and Barclay. Looking more widely at Burnley the picture for many is still bleak. Burnley Council estimates that there are 4000 empty properties in Burnley and the local MP Peter Pike that at least 150 million pounds investment is needed in Burnley's housing stock.

The decline in the manufacturing base in Burnley and push towards service sector employment has meant the loss of many secure, decently paid jobs. Now in Burnley the average level of pay is 16% lower than the national average. Examples of recent big job losses are numerous, the scale of which is shown by last year's halving of the workforce at Lucas Varity, now known as TRW Automotive Electronics, one of Burnley's biggest employers.

The real meaning of these statistics for residents in Burnley can be seen with rows of boarded up housing in places such as Burnley Wood or Daneshouse. They also mean residents being unable to afford to move because houses are valued at less than they originally paid so people are saddled with the burden of negative equity. They mean families without wage earners and young people without hopes of secure, decent jobs in the future.

Burnley where many Asian families live. The public presence of the British National Party in this town with the banner on Stanley Street, leafleting, the sending of unsolicited videos and newspapers to residents in the town

targeted 'immigrants' as a problem. The leader of the British National Party Nick Griffin already has a criminal conviction for incitement to racial hatred and has been very public in his statements that races cannot live together in peace. This has fuelled racism in the town and led to persistent verbal and physical attacks which the police have been unable to prevent. The brutal hammer attack on an Asian taxi driver to which the police took more than twenty minutes to respond is only one of the most shocking examples.

The solution to these problems of racism and social deprivation is not one which can be found by only looking at local solutions as they are results of scapegoating and funding decisions taken at a national level. Prior to the disturbances in Burnley and currently there has been a focus in the national media and particularly by New Labour and Conservative politicians on immigrants or asylum seekers being a problem. This has already been repeatedly criticised by the United Nations High Commission on Refugees. This focus is dishonest. Britain is the fifth richest country in the world and yet the gap between rich and poor has grown under the current government. The profits of big business in Britain are growing but that money is not going to those in need.

The current budget for Burnley Borough Council is nowhere near what is needed to tackle the levels of deprivation in the borough. This is not surprising as the current New Labour Government stuck to Tory spending plans for its first two years and its current spending plans are actually less as a proportion of GDP than under the last two years of John Major's government. Instead of putting more money into public services the New Labour Government has continued to pour public money into private hands.

The positive action the Socialist Alliance believes is needed is an immediate increase in government spending in Burnley to improve housing, public services and provide secure, decently paid Jobs. There is the money in this country to fund these needs if the rich and giant corporations pay their fair share of tax. Those who are deprived need a voice which speaks out with them whatever their race to provide hope for the future. That voice needs to be a united one and come from the Task Force, Community leaders, political representatives and Burnley Borough Council. The Socialist Alliance is willing to speak out publicly to fight for more funding and believes it is the responsibility of others in Burnley to do the same.

This needs to be coupled with both local and national anti-racist initiatives such as the Respect Festival in Oldham in October organised by Oldham United Against Racism. In order for these to succeed there needs to be a renewed crackdown on institutional racism in the police and other public bodies. The urgent need for this in Burnley has been highlighted by the assault and arrest of a respected Asian Community Leader during the riots while he was trying to calm the situation. Subsequently it has been found by the Crown Prosecution Service that he has no case to answer. The same is not true for the actions of the police.

If the action referred to above is taken neo-Nazi groups such as the BNP and National Front will no longer be able to gain a foothold in places like Burnley as the social deprivation and divisions on which they depend will have been combated.

**SUBMISSION TO THE COMPREHENSIVE SPENDING REVIEW**

**Proposed Housing Market Renewal Fund**

**EXECUTIVE SUMMARY**

- I. This submission to the Comprehensive Spending Review is predicated on the belief that Housing Policy has entered a new era, where market forces have fundamentally altered the balance of supply and demand for properties within many multi-tenure neighbourhoods in the older urban areas. Recent developments in Government policy have strengthened regeneration capacity through the introduction of Regional Development Agencies, Local Strategic Partnerships and the Neighbourhood Renewal Fund. However, these initiatives will not be sufficient to secure sustainable regeneration in areas which are experiencing housing market decline.
- II. In some areas, the extent of market failure is beyond the capacity of local authorities or the Housing Corporation to reverse the decline with existing funding streams. This submission highlights the need for new investment frameworks to be developed across Housing Market Renewal Areas, which in some instances may involve two or three Local Strategic Partnerships working collaboratively across local authorities boundaries.
- III. The Housing Market Renewal Areas, should be supported by a new Renewal Fund which would resource a 20 year strategy to renew and restructure housing provision in areas currently experiencing severe decline, in these situations we envisage the identification of Housing Market Renewal Areas embracing areas which may contain a significant population, so for example, in Merseyside and inner Manchester / Salford, research suggests boundaries containing more than 100,000 people. The need for a larger spatial dimension to housing regeneration policy stems from the inter-relationships between adjacent neighbourhoods which are in decline. Decisions relating to targeting investment/disinvestment and urban management initiatives can have a positive or destabilising effect on adjacent areas.
- IV. This submission has generated the costs and benefits associated with market renewal based on three case studies. The case studies were chosen to represent a variety of market conditions, so that it would be possible to estimate the likely cost of a national programme. The Market Renewal Fund contribution required to secure sustainable regeneration varies from £250 million to £450 million in the three case studies.
- V. In constructing this bid for resources from the Comprehensive Spending Review, we have taken into account the need for a low input of capital expenditure in the first instance to allow for adequate

community consultation and the processes required to acquire land and buildings. This expenditure profile will then accelerate over a 10 year period to generate the necessary transformation to create sustainable markets. The required support for market renewal over the 3 year planning period is:-

- £100 million
- £200 million
- £500 million

- VI. We would envisage that the national Market Renewal Fund programme would require between £6 billion to £8 billion of resources over a 10 year period given the scale of the issues described in this paper. However, a programme of this scale aligned with a new strategic framework for housing regeneration will enhance the outcome from Regional Planning Guidance, the RDA's economic development strategies, the operational effectiveness of Local Strategic Partnerships as well as making a major contribution to PSA targets and the Government's commitment to social inclusion, urban renaissance and, more specifically, to turning around low demand by 2010.

## **1 Introduction**

- 1.1 This submission to the Comprehensive Spending Review has been initiated by a collaborative research programme amongst housing agencies across the North of England and the West Midlands, and an unprecedented level of discussion between regional forums about the consequences of housing market change. There is, therefore, a growing awareness that changes in urban housing markets effect disadvantaged communities, local schools, retail facilities, the efficiency of the planning system, and the ability of local authorities and Registered Social Landlords to attain Public Service Agreement and Business Planning targets. In short there is now recognition amongst the social housing movement in areas experiencing weakening demand and abandonment that these issues represent serious barriers to achieving an urban renaissance.
- 1.2 This paper builds on collaborative research which involved more than 100 local authorities and RSLs in the North West, West Midlands and Yorkshire and Humberside, and develops the analysis of potential policy responses previously conducted by CURS for the National Housing Federation. The paper advocates the development of a new approach to area based renewal which focuses on housing markets rather than on individual neighbourhoods. Frequently these target areas will involve two or more local authorities and the activities of dozens of RSLs. There is a growing understanding that the co-ordination of investment by such a large range of housing providers will require an unprecedented level of co-ordination and the development of new management and investment frameworks which can achieve long term objectives.

- 1.3 The creation of Housing Market Renewal Areas advocated in this submission would ensure that housing markets experiencing a cycle of decline could be managed and restructured in a more efficient manner, however, the development of new approaches to housing market restructuring would also add value to the process of urban and economic regeneration which is spatially focused on neighbourhoods and regions.
- The speed of change within housing markets and the fact that these changes are occurring frequently at the sub-regional level has meant that the large scale expenditure of housing agencies are not integrated fully with the neighbourhood and regional strategies currently funded by the Government.
- 1.4 The analysis contained in this submission reflects the fact that housing policy has entered a new era, and that the challenges relating to the regeneration of our older towns and cities are different from those which were addressed in the 1970s, 1980s and 1990s. The Government has recognised the need for a larger spatial dimension to policy through the creation of the RDAs, and conversely, there are significant programmes of social and economic investment in some of the poorest communities via the SRB and NDC programmes. Where poverty coincides with large scale council housing, it is possible to integrate housing investment through resources from the enhance Major Repairs Allowance or the stock transfer process, with wider social and economic regeneration. However, in the North and Midlands, the majority of the communities experiencing the most intractable urban conditions live in multi-tenure areas, often with high levels of private renting and rehabilitated RSL terraced property. The public policy framework is not sufficient to fully integrate housing and regeneration policy in these areas, and neither is the funding available to manage change on the scale required.
- 1.5 The renewal of declining housing markets will need to be supported by new thinking. The last phase of interventions which significantly changed the supply of property within the older urban areas occurred in the 1950s and 1960s. These changes in housing markets were led by the public sector and were driven by the aims to improve housing standards and public health. In contrast, this phase of restructuring is being led by changes in consumer demand. The public sector is not, therefore, currently facilitating this change, rather it is assembling a framework to manage the transformation in some areas where the processes have already reached a stage of maturation.
- 1.6 Given the scale and speed of decline being experienced in some older towns and cities. Housing Market Renewal areas will need to be supported by a new Housing Market Renewal Fund which will allow partnerships to focus on long term regeneration, and give local people a degree of certainty over the future of their homes and investments. Without this certainty, it will be extremely difficult to engage local



people in the process of change and ensure that market renewal supports the principle of democratic renewal at the local level.

- 1.7 The new Housing Market Renewal Fund would act as a catalyst for private sector investment and restore value to the residential land and property market in neighbourhoods where the trajectory of decline will not be altered without public sector intervention. Additionally, the new fund would act as a fulcrum for other central and local government funding. Many of the areas now experiencing a spiral of decline in the local housing market are in receipt of funding from programmes such as the SRB, NDC and the NRF. Considerable success has been demonstrated in achieving economic empowerment for individuals who have benefited from employment growth and training, however, the resources for housing market restructuring are currently inadequate to provide the environment within which households with increased income would wish to stay. The introduction of a Housing Market Renewal Fund would deliver the change necessary to end the paradox where economic regeneration accelerates the long term decline of marginal neighbourhoods with a concomitant increase in public expenditure because of the need for additional revenue expenditure from the Police, Social Services, Education and Health Service to rescue individuals rather than renew their communities.
- 1.8 The potential outcomes which would be delivered through the Market Renewal process are highlighted in Table 1 overleaf. The interventions would be tailored to ensure that economic development, planning and housing investment decisions are integrated and that investor confidence is retained through the development of a long term vision and a pluralistic action plan which has community consent.

A new housing Market Renewal fund would resource measures aimed at restoring value to local property markets and would, therefore, reinstate wealth to communities who have experienced significant depreciation of their major asset. However, the fund also has the potential to act as a catalyst to ensure that revenue funding from a wide variety of partners are properly integrated so that change is anticipated and planned.

Local Strategic Partnerships would, therefore, be key in delivering the revenue support which would enhance the market renewal process, providing support to disadvantaged residents and ensuring that the appropriate linkages are made between housing, planning and economic development policies

**Brendan Nevin**

**National Housing Federation in collaboration with the Key Cities,  
Housing Group and Northern Housing Forums**

## **Appendix 4**

### **Housing Providers**

- a) Bradford Northern Housing Association
- b) East Lancs Landlord Association

**Bradford & Northern Housing Association Submission to Inquiry into disturbances**

**Race disturbances in Burnley**

**Underlying causes of friction**

1. My central argument is that all inner-town wards are suffering huge changes caused by a collapse of the local housing market which has its roots in structural changes to the economy, out-migration, job mobility etc.. The slack in the housing market has enabled those with means to leave inner-town wards for better neighbourhoods or new housing on the periphery.
2. In turn this has created a vacuum in the inner town that has been rapidly filled by private landlords whose business is HB-driven. The local consequences then cut in: a huge dissatisfaction with the new tenants introduced by landlords; a major shift away from stabilising effect of home ownership; first time buyers not buying; anti-social behaviour etc. Local residents often blame these symptoms for declining house prices (and they are right to an extent) but sometimes miss the underlying disease that is the structural change in the housing market.
3. BME communities are the glue in some of these neighbourhoods, being major stakeholders in the home ownership market. In fact, without the stabilising effect of these BME communities, Burnley's vacancy problem would be much worse. Regrettably, much of the town's inner-ward terraced housing is unfit and this is particularly the case within the owner-occupied sector. Most of the stock is two-bedroomed & is the wrong size for the BME community. So we have a situation~ where some of our poorest residents are clustered in the worst housing which is also of inappropriate size.
4. The BME has reached a critical mass and its aspirations are changing (especially amongst youth): the BME community needs to expand but, because of fears about its reception in other non-Asian areas of town, fears to do so. So, despite the fact that we have lots of good-sized former-council housing lying empty in the town, those residents who perhaps most need it, cannot access it. This is a recipe for problems.
5. The problem of unfit housing & vacant housing is shared by all sections of the community however, the perception that one area is favoured against another is real & understandable. The truth is that all areas need resources, to clear & improve housing & to provide new housing stock & facilities. It is inevitable that when choices are made, that some areas perceive this badly. The policy of sharing resources around has a

downside: that money is stretched so far that the impact is negligible and does not stop the rot.

6. Race relations doesn't seem to be the issue in the sense that, at a superficial level at least, relations are what one national newspaper called "proper rather than good" or words to that effect. Nevertheless experience shows that at street level, some prefer not to live in mixed racial neighbourhoods and will leave (so called "white flight"). This rather misses the point that the aspirations of the Asian community are changing too & that this community also wishes to break out of traditional (poor) housing areas and will travel to mosque by car. As this process cuts in, new vacuums will be created which will inevitably create more tensions within our neighbourhoods.
7. Schools — increasingly a driver in the housing market is an issue too. Those communities where the Asian community is in the majority are likely to have continued problems in attracting a broad mix of pupils given unfettered parental choice.

#### Solutions?

8. Show that the disturbances resulted from heat of the moment incidents
9. Replace inter-ward competition with a newly-styled "inner-wards" concept joining together approach i.e. mobilise energy behind shared problems. New cabinet structure in LA should help this.
10. Educate the public as to the structural causes of falling house prices
11. LA to re-double its efforts lobbying for additional resources for Burnley and East Lancs but must develop radical strategy which shows local people a vision of the future. New housebuilding should be brought into the town on brownfield sites (but gap funding needed) and clearance may need to be justified on grounds other than unfitness, in order to create developable sites.
12. Develop strategy to integrate BME communities within the former-council stock & encourage RSLs to build appropriate housing within existing BME communities
13. Lobby government for changes to HB regulations which enable the private sector to operate unfettered in low demand areas — rents should be allied to condition/investment. The impact of this in the short term would be to increase vacancy levels however.
14. Proceed to develop the Neighbourhood Management agenda giving local people far stronger input into how mainstream services are delivered in their areas (and bringing both sections of the community together in decision-making forums)

15. Use the arts & media to create innovative means by which to get messages over about good race relations. Not agencies. Can we achieve a more cosmopolitan feel to the town or not?
16. Not much visual evidence of Asian workers in the town centre (compare this to Blackburn shopping centre where very evident). Local employers to be engaged much more directly as to their role in leading by example. Business working in BME areas should be encouraged to use local labour; training schemes should facilitate this.

**Ends**

## **SUBMISSION BY EAST LANCASHIRE LANDLORDS ASSOCIATION**

### **Inquiry Into the Burnley Riots**

After consultation with our members I have been instructed to make the following comments and observations with regards to the various problems experienced within Burnley.

Some of the observations may not be too well received but on behalf of our Association and myself and for the sake of the residents of Burnley we will be as objective as possible.

#### **Preamble**

Some members feel disappointed at some of the attack on a particular Political Party by yourself and a member of your team. A large number of people voted freely for that party. You should be looking at these matters in a totally unbiased non-political manner with fully open minds. The enquiry would have more of an impact had the politicians been left out of it altogether. (PS Neither I nor our Association are affiliated to any Political Party)

#### History.

- 1) Forty years ago there were very few non-whites in Burnley.
- 2) Poverty and Low wages have always been around in Burnley
- 3) Low wage economy due to loss of Industry
- 4) The indigenous population was never given an opportunity to express a view as to if they wanted a Multi Racial Society.
- 5) There has been a huge and continuing build up of numbers particularly in the last 5 years.
- 6) There is the perception of a deliberate policy of taking a partner from the Sub Continent in order to bring more people in, including relatives.

Many of those brought in are poorly educated and can't understand English; in effect we are importing poverty, with all the accompanying added problems for those already resident in the UK.

- 7) The Race relations Acts and regulations appear to have taken away peoples

rights to free speech and expression AND DENIAL OF DEMOCRATIC RIGHTS.

8) The Police have been unduly fettered in their ability to administer Law and Order fairly and equally between the indigenous population and the Asians

9) Over-whelming concentrations of ethnic people in specific areas, making indigenous people feel unsafe and insecure due to loss of friends and their own community.

9a) Inability to sell or let properties in these areas and the subsequent massive negative equity problems, dereliction and many other consequences.

10) Mistrust of politicians brought about because of a perception of a deliberate policy of encouraging further immigration re possible ethnic voting intentions.

11) Women in the Ethnic community appear to be treated as second-class citizens by their Community

12) Vote rigging fears brought about by the failure to conclude properly and publicize fully the investigation made about 2 years ago in Burnley

13) Postal voting being made easier recently has no merit and has the following consequences: -

- a) Very real danger of Asian women having their democratic voice removed and their Husbands in effect having 2 votes.
- b) Others in the communities, both Ward and Borough having their equal Democratic rights removed because of the possible abuse of the postal vote system.

14) Concentrations of disadvantaged Whites and Ethnics see each other's groups as being in competition for scarce resources and tend to blame the others group for their own misfortunes as well as politicians and the Police.

Mistrust and dislike of the police is furthered by the perception by some whites of a deliberate policy of avoiding arresting and dealing with criminals within the ethnic community, on occasions, so as not to inflame the situation, whilst at the same time arresting whites. Asians going round with weapons, being left to roam during the recent riots in Burnley.

Some young Asians see the Police as being anti Asian.

Note: -The police are in a very difficult situation mainly caused by the Race Relations act.

15) Many Asians do not appear to promote or want integration, indeed they seem to be heading towards a state within a state, which is not acceptable and will probably lead to far more conflict within our society. We must not allow this situation to develop further. We only need to look at what has been going on in other parts of the World including Northern- Ireland and Kosova.

16) The 3<sup>rd</sup> and 4th generation Asians here now seem to resent, in many cases, the way they have and are being treated.

17) Some Asian young children and teenagers do not seem to have been taught by their elders how to behave, integrate or react to whites. e.g.- Assaulting old men and verbal abuse of white women in the street

18) Stoneyholme and Daneshouse are perceived as virtually no go areas for whites particularly at night.

### **Poor Housing Conditions**

#### **There are 3500 empty houses in Burnley Borough Council**

##### **1) Consequences of Empty Homes**

- a. Devaluation of remaining properties
- b. Concentration of Ethnic Population exacerbated by the low values.
- c. Concentrations of the disadvantaged in society, criminals, drug takers and dealers, mentally disturbed, alcoholics etc.
- d. I have lived and worked in these areas for over 30 years and have seen a massive accelerating deterioration of the older properties particularly during the last ten years or so in some of the poorest wards.

#### **Benefits of Bringing Houses back into use & Why so many empty?**

There would be little benefit in attempting to bring many of the empty houses back into use because of the difficulties caused by people simply not wanting to live in these areas, in outdated properties which are at the end of their useful lives.

- 1) Many do not have gardens.
- 2) Damp.
- 3) Dry rot.
- 4) Poor construction.
- 5) Lack of decent facilities.
- 6) Loss of sense of community due to many people moving on.
- 7) Job chasing
- 8) White flight



- 9) Emigrating to the South
- 10) Poor wages
- 11) Crime
- 12) Fear.
- 13) Poor educational facilities
- 14) Poor health
- 15) Better climate in other areas of the country
- 16) Lack of sale-ability
- 17) Inability to Let
- 18) Anti social behaviour
- 19) Lack of moral standards
- 20) Unstable family life
- 21) Totally inadequate policing due to funding restrictions
- 22) Lack of private sector investment
- 23) No incentives to improve rented properties caused by the Local Reference Rent and poorly thought out aspects of Housing Benefits legislation. Poor rate of return
- 24) Housing Benefit Legislation should be altered and made much more Landlord and Tennant friendly. (See paper on 'Licensing in Low Demand Areas) so as to bring more properties in to use.
- 25) Negative Capital growth
- 26) Repossession difficulties make it very difficult to influence tenants behaviour and make Anti-Social Tenants move on or change their ways.
- 27) Council tax on empty properties is counter productive in that it discourages investment (low demand areas)

#### **Effectiveness of Government Policy To Date**

- a) Very poor
- b) Woefully inadequate funding
- c) Responses in these areas must be far more integrated.
- d) Many landlords are trying to sell their portfolios as I write.

#### **Possible Additional Actions that Could be Taken To Improve the Housing and Local Environmental Situation**

- 1) LAs should have an Empty Homes Strategy so as to evolve a full all round approach to all aspects and reasons affecting and creating Low Demand Areas. Burnley does have a strategy but very little money to carry it out.

- 2) A lot of thought should be put in to looking at aspects of Regeneration so as to improve the quality of life for those remaining in areas of demolition and redevelopment. New Private garden being provided by demolishing some properties and Renovating those remaining, The gardens to be Gifted to those remaining regenerated properties.
- 3) Play areas and sports areas to be created in all parts of the town, starting with the poorest Wards and adjoining Wards
- 4) Fully integrated Schools Sports and recreation facilities should be created so that people will want to live there. Proper facilities for assisting those with Language or Learning problems should be provided alongside a deliberate attempt to integrate Asians into our Society by promoting our History and past.
- 5) A knowledge of History and English in the USA helped to form a more integrated society there than would otherwise have been possible
- 6) Much higher levels of Policing throughout the Burnley Area properly funded by Central Government, so that they have the resources to act quickly and decisively at the first sign of trouble.
- 7) Further developing the Warden System in the Low Demand Wards

### **Further Steps to Take in Areas of Low Demand**

- 1) More new build properties on Greenfield sites will be detrimental to the low demand areas caused by peoples demand for modern properties. The low demand areas/Towns usually have a large number of excess houses, always in the poorer Terraced or Multi Storey parts .There must be wholesale demolition of whole areas, improvement of those remaining and Redevelopment via construction of fewer properties , but with all modern facilities. Consideration should be given to relocating light industry into some of these newly created areas within towns. This would help to alleviate road congestion by bringing employees and work closer to one another.
- 2) There is no need for vigorous enforcement of many of the government guidelines. Let Local Government govern but within sensible and challengeable bounds.
- 3) Regeneration Initiatives are not addressing fully the problem of empty homes in Low Demand Areas .The money available is totally inadequate. The whole administrative (appropriate) area

should be looked at e.g. town or East Lancashire or whatever area is deemed appropriate so that the whole can be considered properly. A fully planned rolling program should then be instigated.

- 4) New Homes to rent within the social Sector should be put on Hold until the balance is restored to the market and empty and unfit houses are removed.
- 5) We are in favour of a list of Approved Landlords being maintained via an Approved Landlords Scheme so that the LA can concentrate scarce resources on the Non —Professional Landlords and speculators. This should only be done very carefully and with the professional landlords approval and co-operation. It should be of benefit to Landlords to be approved, by encouragement, via such things as Grants and genuine co-operation with various LA departments. This area must be considered jointly with Landlords Groups such as NFRL nationally and local Landlords Associations at Local Authority level.
- 6) Negative equity is a problem in Low Demand Areas. A system of depreciation allowances could be very fruitful and help to encourage landlords to stay in the sector.
- 7) Grants should be made available in Regeneration Areas for Landlords as part of the regeneration package in that area so as to ensure that the properties left are brought up to a high standard acceptable to modern day aspirations.
- 8) Housing benefits must reflect the higher standards of the better properties and more closely reflect the realistic rents .This can only be achieved by removing the Local Reference Rent System .Failure to do this is resulting in a lack of encouragement to invest in improving standards such as , Double Glazing, Central heating new kitchens etc. The disadvantaged are becoming even more disadvantaged.

### **Other Action to Improve Community Relations**

- a) Advisory centers in these areas should be there to help all the people of that area not just the Ethnic population as seems to be the case at the moment.
- b) We should not have to change our ways to Accommodate Islam.

- c) Both White and Asians need educating so as to understand better each others way of Life.
- d) Relieve Poverty and Distress
- e) Stop all areas of Economic Immigration.
- f) Stop the use of Marriage from being used as a tool for bringing in more people.
- g) Make sure that all those who come here bring skills and expertise otherwise refuse entry (Other than those who can fully substantiate a claim that their lives are in danger)
- h) Certain elements of the Race Relations Act are totally counter productive. One example is the unwillingness of employers to employ Asians because of the extra risks of being taken to the Race Relations Board simply because the employer is deemed to have made a Racially motivated decision. The act itself causes discrimination against Asians particularly in the Jobs Market.
- i) Dramatically increase the numbers of police on the streets of Burnley, targeting Drugs, violence and burglary in particular.
- j) Increased use of a Wardens System.
- k) Publish a report and prosecute if possible the perpetrators of the vote rigging scandal. This is very important so as to protect the voting rights of the individual.
- l) Postal voting to be made much more difficult. Allowable only to the Armed Forces and those who can produce documentary evidence of sickness.
- m) Promote help for Ethnic and other women who appear to be denied their human rights.
- n) Police to be exempted from the Race Relations Act in relation to all matters involving to crime or the suspicion of criminal activity. Human rights legislation offers sufficient protection.
- o) Encourage pro-active actions to encourage recruitment of Asian Police Officers using new additional dedicated Government funding.

- p) Educate the young of Society to work and play together from an early age.
- q) Assaults by White or Asian gangs to be treated very seriously with no effort spared in bringing the perpetrators to justice.
- r) Under no circumstances should anyone be allowed to carry weapons of any description. Including Knives, Baseball Bats, Golf Clubs (even with golf balls) Cricket Bats. All possibly offensive sports gear should be kept in sealed containers of some kind except on the sports ground.

Having spoken to a respected Asian Gentleman, who I have known for many years. He contends that Asian Ladies have a great deal of influence in the community. I believe this perception can only be changed by the two communities mixing and working together far more.

Mature Asians have no problem with the police. It is a number of easily led teenagers who seem to have the problem and they also rely on the Race Relations Act to get away with almost anything. Asians in general do not believe that Stoneyholme is a no go area for Whites but that Burnley Wood is a no go area for Asians. Mature Asians do, in general accept whites as equals and vice versa. The problems are in the younger end as previously stated. He felt that the postal voting system should be withdrawn because of possible abuse of the system.

We have attempted to put forward a balanced view and trust this letter will be of some assistance.

May I respectfully suggest that this letter be presented to the task Force formally at a specially convened and mutually convenient time, thus allowing your members the opportunity to question representatives of ELLA (We would suggest three of our members be made available)

John Sharpe, Secretary  
**On behalf of ELLA**

## **Bangladesh Welfare Association**

66 Belford Street, Burnley, Lancashire, BB12 0DF

Lord Anthony Clarke  
Chairman of Burnley Task Force  
Burnley Borough Council  
Town Hall  
Manchester Road  
Burnley  
Lancashire BB11 1JA

**Date:** 26<sup>th</sup> September 2001

Dear Mr Clarke,

### **RE: BURNLEY RACE RIOT**

We are writing on behalf of our organisation, to submit an extensive submission of what we believe is an accurate account of what was witnessed during the riots in Burnley.

Some of us have lived in Burnley for over 30 years and we have never witnessed such turmoil in the town, and we feel very let down by what took place.

We understand trouble started within two families of different race, one white and one Asian.

In an other unrelated incident a local taxi driver who was about to go home after working all night was severely beaten up by allegedly white racists. The local Police ( it was alleged ) either did not take sufficient action or did not attend the scene on time. The following morning rumours spread within the community that the local taxi driver had died and also a local Asian female was beaten up by racists.

There were several incidents, which took place in the Town Centre where white individuals were attacking Asian taxi drivers and throwing and smashing beer bottles from several well-known pubs.

We also understand that Police searched several pubs and several offensive weapons were found. On Saturday and Sunday the full riots started whereby Asians shops, catering establishments and taxi offices were set on fire and were severely damaged. Also, one or two pubs were damaged during those two days.

We are not saying that Asians were not involved in the riots. Surely only some element of the people from the Indigenous, as well as Asians were involved and they all need to be punished fairly and equally according to the Law of this country.

We are certain that the majority of Asians businesses were closed in Burnley and the majority of the children were off school for at least one week. This was due to the fear and the uncertainty created by the riots. People were not going for shopping to the local shops and super markets for the same reasons. You should also be aware that several businesses have not opened again due to severity of damages and may not re - open at all.

**We believe some of the following outlined below maybe the causes of the riots in Burnley.**

### **Statistics from the National Index of Deprivation**

- ◆ Multi - Racial ward of Daneshouse in Burnley is the 62<sup>nd</sup> most deprived ward in the Country out of 8414 wards, in the multiple deprivation.
- ◆ Child poverty the 6<sup>th</sup> most deprived domain in the Country.
- ◆ Income the 8<sup>th</sup> most deprived domain in the Country.
- ◆ Housing the 30<sup>th</sup> most deprived domain in the Country.
- ◆ Health 120<sup>th</sup> most deprived domain in the Country.

### **INDEPENDENT GROUP**

During the last 4 to 5 years the local Independent Group on Burnley Council has been circulating misinformation and some inflammatory information to the general public at large. They have been saying that the Ethnic Minorities are getting preferential treatment compared to the Indigenous community.

They have also been saying that the Translation Unit is wasting local Tax payer's money and the Unit needs to be close down. They have also been canvassing that the Bangladesh Welfare Association Community Development Trust (BWA) and Jinnah Community Development Trust (JCDT) needs to closed down. BWA is our organisation, which has been in existence in Burnley for over 20 years providing local services to the local communities, and same applies to Jinnah CDT.

They have always exploited by saying that 'all the money' is spent in Daneshouse/Stoneyholme and not enough money is spent in the indigenous wards of Burnley. This is obviously not true.

The local papers, namely Burnley Express and Lancashire Evening Telegraph, both have been the biggest instigators as far as misinformation is concerned. Whenever any resources are allocated for Daneshouse/Stoneyholme, they have always made the headline in the front pages of the papers. The misinformation is repeated for several weeks. When resources are allocated to the rest of the wards in Burnley, it is not front-page news for the papers. In fact it is only mentioned in the middle pages.

One person who we believe has done the most damage to community relations in Burnley is the leader of the Independent Group, namely Councillor Harry Brooks. He has been, in our view talking nonsense and having his views printed in the national media, ( the press ) and also he has had his views were broadcast on national television. This has inflamed resentment in Burnley. To some extent he has been doing the dirty work for the BNP in Burnley and he has been spreading racism in Burnley for the last few years. Whether he does it intentionally or whether he does unintentionally only he knows that.

### **BRITISH NATIONAL PARTY**

The local British National Party (BNP) has orchestrated the same tactics of spreading misinformation. They have been actively campaigning against resources being

allocated to Daneshouse/Stoneyholme and they have also been misinforming the general public of Burnley that all money that the Council receives is always allocated to Daneshouse/Stoneyholme areas of Burnley and no money is being spent anywhere else.

Although it is a fact the BNP got 11% of the votes cast in the General Election, we are not saying that all of those people who voted for them are racists. Some are, but in our view the majority of the votes were protest votes. In our view if the Independent Group had a candidate in the General Election the votes would have been split and as you are probably aware the Independent Group had candidates in the County Council Election and they got over 4000 votes. We feel strongly that the British National Party is not the biggest threat in Burnley but if we, the majority do our jobs properly and honestly the 11% of the people who voted BNP are not going to be a problem.

We need to be honest to ourselves, to our neighbours, respect their rights and fight the evils and wrong doers in our society. We acknowledge that the BNP are unfortunately a force in Burnley, but by talking to our neighbours and convincing them that racism is an evil force for the human race and does not help anyone, we need to get rid of it from our society. But most importantly we need to accept that racism does exist in our work place, organisations, political parties, police, local authorities and the most importantly within the decisions making process. It exists in two formats, overt and covert. Whatever format, we will get rid of it by tackling it head on and by taking punitive actions against the culprits.

The Independent Group and the BNP needs to understand that at present there are about 45% Indigenous population living in Daneshouse/Stoneyholme and resources, which has been spent, the Indigenous population have benefited as well the Asian community living in the area. It is a myth to say that only Asians are benefiting.

## **BURNLEY BOROUGH COUNCIL**

Burnley Borough Council has been good as far as providing services but when it comes to race issues, they with Lancashire County Council and the Commission for Racial Equality (CRE) have closed down the local Racial Equality Council. We do understand that it was a political decision but in our view some sort of Race work should have continued.

Being past secretary of our local Racial Equality Council, race issues and race work were monitored and good race relation work was carried out. During the last few years, however no race relation's work has been carried out in Burnley and there isn't a place to report any racial incidents.

The local Authority does have an Equal Opportunities Officer, but the work is done only in the Council. We feel that some race work needs to be carried out with companies, and other big institutions with regards to equality of opportunities and good working relations. The question being asked by the community is '**why**'? Has our Equal Opportunities Officer not monitored any racial incidents and not carried out any race relation's work outside the Council?

We feel strongly that the officer is a highly capable person and can carry out the task, if the Council supported her politically and financially. The same applies with the



Public Relations Officer as not much work has been done as far as getting a balanced coverage from our local press. The officer needs to be supported politically and financially to tackle the misinforming of the people of Burnley by the press.

Since the closure of the REC about 4 years ago nothing has been replace the work of the organisation. We sometimes feel that the Council does not have the commitment to eradicate racism in Burnley and face the task of carrying out race work. We also strongly believe that due to the Racial Equality Council not being in operation is one of the causes of the race riots. The community has suffered and good race relations have also suffered in Burnley. Therefore it is high time that race works start as a matter of urgency.

We believe that our Council has been complacent in dealing with racist elements in Burnley, such as the BNP and the Independent Group. Complacent in dealing with targeting of resources, in resolving acute problems in housing, especially the deprived communities in Burnley, we believe that resources need to be spent where there are acute needs, whether these needs are in the white or the Asian areas.

Burnley has a serious housing problem. But, there are severe overcrowding problems in the Daneshouse and Stoneyholme areas. Almost all the houses are two bedroomed terraces and in some households there are 10 people living in the same accommodation. This sort of things should not be happening in the 21<sup>st</sup> Century. Linked to this there are other issues of poor health, high unemployment and under achievement in education.

An example of the housing problem is the fact that the indigenous people have left or abandoned the area and at present moment there are over 300 empty, derelict properties in Daneshouse/Stoneyholme. People are willing to buy these properties and convert two houses into one, but only if Council are willing to give grants to convert them. Most of the families are unemployed and cannot afford the high costs of first buying the properties. Then having to further their expenditure towards the high cost of works to be carried out in order that the properties would be suitable for such large families.

It is a different situation in Burnley Wood; houses have been abandoned due to other problems such as anti social behaviour, high rates of crime and other related issues I used to represent Burnley Wood on our Council about 10 years ago and there were hardly any empty houses and overall the majorities were in good condition. We do believe that resources need to be spent on Burnley Wood and other wards in Burnley but not at the expense of Daneshouse/Stoneyholme.

We accept that some of the above is not the making of our Council, but of the Central Government. For example, Burnley Council were promised £50 + Million from the New Deal for Communities Grant to be allocated for Daneshouse Ward and this did not materialise. Another example is Daneshouse not being included in the SRB round 6 despite senior officers recommendations that Daneshouse be included in the SRB 6 bid.

We are also aware that successive Government has failed to address the acute deprivations faced by Burnley Council. Burnley Council has been passive in tackling misinformation, not tackling the BNP and the Independent Group. It is also not tackling the local press and it is high time that Council needs to engaged with the local press, the local communities, face to face and put policies in place. It needs to

be proactive at all times rather than be event led and listen to people rather than make willy - nilly decisions.

The Council workforce does not reflect the Multi - Racial Communities it serves, as there are only a handful of officers in mainstream positions from the ethnic minority community. There seems to be a belief that “**Asians**” are only good for “**Asians**”, when it comes to providing services. There are at least over 20 graduates who leave the town every year, find jobs in the South because no companies will provide them with jobs or training even though they have the relevant experience and qualifications to do the job.

The Council needs to set up an Investigation Panel to see why there is only a handful of employees from the Ethnic Minority community working for the Council. This panel could investigate to see whether racism is an issue or are people not applying or other causes. The Political parties and the Councillors need to be engaging with people at all times rather than only during the election, when our votes are needed.

We also believe that the Chief Executive Officer needs to arrange consultative meeting in every Wards, at least twice a year. This is to find out from real people, their views and put their views to the elected members, so that people cannot say that the Council is not listening to them. We believe it is a two-way process at the end of the day it is the Council Taxpayers money, which is being spent on providing services to the residents.

It would be helpful, in our view if the Council publishes a work programme and produces an annual report highlighting what has been carried out during the year. We also believe that the Council needs to set up a structure so the different communities living in Burnley can communicate with each other.

This is a very serious matter. We strongly feel that communication has been broken-down and talking and discussing the problem together can sort matters out. We are talking about the communication between the Indigenous community, the decision-makers and the Asian community. The Asian community is a close-knit community. Although, we do have problems, we can talk to each other. This is not the case when it comes to the Indigenous community, as there is hardly any communication.

## **LANCASHIRE CONSTABULARY**

What have the local Police done to eradicate racism and bring about a better understanding in Burnley? In our view, the answer is nothing. In the past senior officers used to sit in the disbanded Race Equality Council and race work/race issues used to be part of the agenda at every Management or full Council meeting. We will name some of the past senior officers who used to work closely with the Ethnic Minority Community in Burnley and Pendle: -

- ◆ Inspector Peter Rawstrome
- ◆ Inspector Harry Pickles
- ◆ Inspector Derek Harker
- ◆ Inspector Jeff Lee
- ◆ Superintendent Derek Wilkinson

These police officers used to come and see the community leaders regularly and find out if there were any problems and used to exchange ideas. They also were very visible walking in the Streets and visiting Community Centres, Mosques, Voluntary organisations, Schools and Churches.

Sadly almost all of the above officers have left or some of them are no longer with us in this world. We feel that some sort of mechanism needs to be devised so the Police are in touch with the local communities in Burnley. No one seems to know what sort of race work the Police are currently involved in, who monitors them, and what information is being shared with anybody.

We are not aware of the type of work the Police have done to eradicate the serious drugs issues in Burnley, especially in Daneshouse/Stoneyholme. People are blatantly selling drugs or pushing others to join with them. We cannot understand why the Police are not arresting them and why these evil people are not being prosecuted in Burnley.

The Policing during the race riots needs to be questioned. What happened to the intelligence (British intelligence are suppose to be the best in the World) and why it took several days for the Police to contain the riots? Why did the Police have over 200 officers in the Asda car park, while riots were going on in Burnley in different areas? Were they protecting the multinational companies such as Asda, Comet and Sainsburys?

The Police were using heavy-handed tactics against the Asians, telling them to stay off the public highway and indiscriminately searching cars and searching individuals. In one incident on Brougham Street, I had to intervene when 3 police vans full of officers dressed in full riot gear blocked the road and searched individuals on the street for no apparent reason? I advised the officers that they should not be doing such aggressive actions when there was no trouble. The officers took my advice and left the scene.

Police riot vans were patrolling the streets of Daneshouse/Stoneyholme looking for troublemakers. In our view we would have liked officers on the streets on foot to engage people in conversation in order to find out the source of problems and calm things down and procure the confidence of the community.

The use of the Police helicopter at night was a major problem. Some nights it was going over people houses till 3.00 a.m., flying very low and making a great deal of noise. Many young people could not sleep. It excited the younger generation of our community and gave them a reason to stay out during the night. Generally the Ethnic Minority people have lost confidence in the Police force, due to the inaction and the racism, which exists within the Police force across the country.

We believe the tactics used by our Police force during the riots were very poor until Monday, when a meeting took place with the community in the Town Hall. I was one of the people who attended the meeting and made several recommendations with other colleagues from other organisations. It needs to be said that the Police took our advice and recommendations and put them into operation and it was successful. Burnley got back to a sense of normality by Wednesday morning.

However, this was spoilt by the highly publicised Shahid Malik attack, which took place on Tuesday evening. In our view this was an unjustified attack to a well-known and respected national figure who was in fact trying to calm the situation in Burnley.

However, we need to live in Burnley and in our view the Police service needs to review policing in Burnley urgently. They do not have any viable structure where the public can make recommendation and air their views with respect to policing. May be a senior officer could be designated to visit and have regular meeting with all Voluntary organisations, local Schools, Churches, Youth centres and the Mosques in Burnley.

We also believe that some sort of structure need to be in place whereby the ordinary public can see their local designated Police Constable at short notice, to report a crime or to air their concerns. The current situation is if you report an incident it takes several hours or in most cases it takes several days before the designated Police Constable actually get in touch with you.

The local Police needs to engage with the youth, we believe no one wants to know their problems or wants to share theirs problems. We can blame the youth, but they are the back bone of our community we need have their confidence and make sure that they play an active part in our society and become good role models in this country.

The Chief Constable of Lancashire Constabulary needs to monitor the BNP, Combat 18 and other extremist parties and groups in Lancashire. Also the intelligence information needs to be shared with the Home Office and our own Authority. If this is not in operation this needs be done as a matter of urgency. If evidence is found against groups they should be prosecuted within the current legislations.

Furthermore, we request that the Chief Constable of the Lancashire Constabulary set up an immediate investigation to find out if racism exist within the Constabulary and if any officers are found, they be punished and removed from the Constabulary for ever.

## **EDUCATION**

The education systems in this country are not improving as fast as the community is growing. You hear in TV or read in the newspapers that 10 to 15 years old pupils have beaten their teacher up. These sorts of problems did not exist when I attended school only 20 years ago. The moral behaviour is deteriorating in this country. There is no respect for teachers nor for parents, if our children's do not have respect for teachers and respect for us, what sort of people will they become when they grow up? Racism exists within our education establishment.

These sorts of problems need to be eliminated urgently. We can only do this collectively, with an open mind, with commitment from everybody concerned. We firmly believe that the Government needs to bring back some kind of deterrent to stop those pupils who misbehave in School. There is no deterrent at present and we think pupils take advantage of the systems.

We fell that Citizenship education needs to be included as a core subject in the National Curriculum from primary level with particular emphasis on the history of Multi-Cultural Britain.

## **TASK FORCE**

We have full confidence in your chairmanship, and the people who are on the Task Force, who come from various backgrounds and with a vast amount of experience.

We are certain that you, with your colleagues will find the causes of the race riots in Burnley and come up with serious recommendations, so these sort of problems never occur in Burnley or in any other towns again.

We are adamant that the whole communities in Burnley need to work together sincerely and educate the tiny minority who caused havoc and mayhem in June of this year.

We, as an organisation give an undertaking that we will co - operate and work with your self and the Council to bring about better race relations in Burnley so all of us could live in peace and harmony.

We hope you will consider our recommendations favourably and take up our concerns and aspirations with the major service providers, namely Burnley Borough Council, Lancashire Constabulary, Regional Development Agency, CRE, Lancashire County Council and The Central Government.

We cordially extend to you an open invitation to meet with our organisation's senior management at your earliest convenience and we look forward to working with you and your colleagues.

Finally would you be so kind as to thank the Burnley Borough Council on our behalf, for establishing the Task Force and the allocation of resources. We would also like to thank all the people who have done so much hard work since the riots.

Furthermore we would like to wish you and your colleagues on the Task Force, all the best in producing the report and eagerly looking forward to reading it with interest.

If you require any further information or clarifications, please do not hesitate to contact us at the above number.

Thanking you in advance.

Yours sincerely

Company Secretary

## **POSSIBLE WAY FORWARD AND RECOMMENDATIONS FROM BWA**

1. Burnley Council needs to set up an investigation panel to find and eradicate any racism within its workforce as a matter of urgency. The investigative body needs to be totally independent.
2. Investigate why there is only a handful of people working for the Authority from the Minority Ethnic Community and mainly on external funded posts, not a single person is in senior Management.
3. Burnley Council needs to set up the Racial Equality Council as a matter of urgency. So it could carry out the work, which are under their remit: such as elimination of racial discrimination, promotion of equality of opportunities and where people could report racial incidents and it could monitor the whole workforce of Burnley.
4. Burnley Council needs to understand the Asian communities' needs in Burnley such as, social and economic deprivation, race equality, poor health and other related issues.
5. Tackle regeneration and the severe housing problems in the Borough as a whole by ways of highlighting the issues seriously with the Government. A long-term plan needs to be implemented and new ways of attracting money from EEC or Government should be looked at.
6. Set up ongoing Mechanisms to engage Youths, Businesses and other interested parties with regards to improving communications and improving service provisions and a greater degree of mutual understanding.
7. The Council needs to accept the McPherson report and monitor it regularly, so that the best practises are imbedded within respective Directorate.
8. The Council needs to publish a work programme and an annual report highlighting where it started and where it has reached at the end of the year (if this is done this need to be publicised widely).
9. Set up Borough wide Mechanisms where ordinary people of all races could share ideas and exchange informations, this will eradicate racism, misinformation, and misunderstanding, bring about common understanding and common bond between the whole communities.
10. Tackle the local press, namely Burnley Express and Lancashire Evening Telegraph, use the Public Relation Officer more effectively, to provide them with latest information and facts. Also the officer needs to monitor what they report and where they get the information. Misleading and inaccurate information must not be reported.
11. Resources need to be spent and used where there is need and not to please the Politicians or to please a section of the community.
12. All the senior Management and the Councillors need to be trained so they are all aware of and understand, respect race, culture and the relevant Race Relation Acts.

13. The Council needs to be more open, transparent and accountable to the electorate, also needs to listen and put people's ideas in practice.
14. Hold open days in the Town Hall so that the ordinary man or woman in the street can view what work is being carried out in Burnley and meet senior management officials at least once a year.
15. Ms Pauline Clare, the Chief Constable of Lancashire Constabulary need to set up an independent panel to investigate any racism within her force and eradicate it.
16. Investigate what happen to the intelligence before the riots and during the riots and why it took so long to contain the riots.
17. Improve the Community Relations between the Asian Community and the Police, engaged the community to forge better understanding of policing systems.
18. A senior officer is designated to liaise with all sector of the community, especially the Asian community regularly.
19. Ms Pauline Clare, the Chief Constable of Lancashire Constabulary need to set up a working group immediately may be by employing specialist to tackle the issues of Drugs and the criminality is causing in Burnley.
20. Ms Pauline Clare, the Chief Constable of Lancashire Constabulary need to set up an independent panel to investigate BNP, National Front and Combat 18 and other groups within her Constabulary. If any evidence of racism is found, they must be prosecuted using the current legislation's.
21. Promote the recruitment of more Minority Ethnic police officers in both Burnley and Lancashire as a whole. Existing police officers of Minority Ethnic backgrounds should be promoted into Management positions if their work merits such a promotion.
22. Hold open days and invite and empower the communities with respect to Police work, if this does not work the Police need to come to the community.
23. Put more Bobbies on the beat, to combat crimes, disorders, and whereby the community can see them at work.
24. The Government needs to be lobbied to bring back some sort of deterrent to deal with children who cause disruption and misbehave in our schools.
25. More resources need to be allocated into our schools where there is underachievement and disadvantages from the Ethnic Minority Community.
26. The Government should use current legislation to force local authorities and large companies to employ more people from the Ethnic Minority Community.
27. The Government should also provide financial support to Burnley Council to employ more workers who are bilinguals.

28. The Council needs to encourage local employers that they review their recruitment policy and procedures to remove racially biased elements.
29. The Council should use its position and powers, to influence local employer's attitudes towards employing more from the Ethnic Minority Community.
30. The Council should recognised qualifications obtained from third world countries for employment purposes.
31. The Council in partnership with Lancashire County Council need to provide more resources for the Youth of Burnley in the form of outdoor facilities, football pitches, youth centres and employ sufficient experienced Youth and Community Workers through out the Borough.
32. The Council in partnership with Lancashire County Council need to open Homework Centres throughout the Borough (our organisation has been running this provision on a small scale for the last 5 years.
33. The Council and the Government need to invest heavily in the voluntary sector and in community development work. Voluntary sector work needs to be recognised as good value and be rewarded financially.
34. Bona fide voluntary organisations should be able to apply grant from the national Government agencies directly.
35. Voluntary sector is trained properly and adequately to attract grants, from national and international institutions for community development work.
36. All local agencies should co - operate with each other to eliminate racial harassment and report all racial incidents to the appropriate authorities.
37. The Government is advised to appoint more Magistrates from the Minority Ethnic Community (Currently there is only one Magistrate from the Bangladeshi community in Burnley this does not reflect on the Community).
38. More Judges needs to be appointed Nationally from the Ethnic Minority to reflect the communities standing ( if need be the Law needs to be changed)
39. Similar needs to be done within the Armed Forces, Navy and most importantly within the Civil Service.
40. The Political Parties need to select more prospective Councillors, County Councillors and Member of Parliament from the Ethnic Minority Community.
41. More Titles, Honours needs to be vested by the Government targeting towards the Ethnic Minority Community (especially the Bangladeshi community) there is only, one Baroness from whole Bangladeshi Community namely Baroness Paula



Uddin of Tower Hamlet. This need to be addressed urgently by the Government, there are over two hundred thousands Bangladeshies living in this country.

42. The Government is advised to bring in legislation's to protect Religion and Place of Worship attack from extremist/ terrorist groups.
43. The Government is advised to set up a separate Department for the interest of Minorities with a Minister and its own budget.
44. Burnley Council needs to devise new schemes to assist the Minority Ethnic businesses generally and provide financial assistance to set up manufacturing businesses like in Blackburn and Preston.
45. Burnley Council needs to share good practises from other authorities in the UK with regards to improving the situations in the fields of housing, race work, employment, education and health.
46. Burnley Council needs to encourage and support the Housing Associations to build 5 to 6 bedrooms houses in Daneshouse/Stoneyholme to ease the overcrowding in the areas.
47. The Bishop of Burnley and Jehan Ali the Imam of the Muslim faith, set up a faith-working group in Burnley to forge better understanding and to development a good will amongst the various religious groups in Burnley as a matter of urgency.

# **EAST LANCASHIRE DEVELOPMENT UNIT**

## ***planning for race equality in East Lancashire***

### **Development of New Race Equality Services in East Lancashire - Summary Findings of the Consultation Exercise**

**Report prepared by Sajida Ismail  
Development Officer  
East Lancashire Development Unit**

**May 2001**

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Figure 1.1

## EAST LANCASHIRE LOCATION PLAN

## **INTRODUCTION**

The purpose of this report is to provide you with a summary of the findings from all of the consultation work carried out by and on behalf of the East Lancashire Development Unit (ELDU) on the future development of race equality services in the sub-region. The report is organised in the following way:

- Section 1: Background information about how the project came about
- Section 2: A list of the project objectives
- Section 3: A description of the consultation programme and the methods used
- Section 4: The demographic, legislative, policy and funding context to the project
- Section 5: A summary of the feedback gathered during consultation
- Section 6: What happens next?

### **Section 1**

#### **Background to the establishment of the East Lancashire Development Unit**

Under section 44 of the Race Relations Act 1976, the Commission for Racial Equality (CRE) funded salary costs for two Racial Equality Councils (RECs) in East Lancashire: Burnley and Pendle REC and Hyndburn and Rossendale REC. Salaries, running and development costs were also funded by Lancashire County Council and the four district authorities of Burnley, Pendle, Hyndburn and Rossendale (the 'relevant districts').

The RECs were funded to provide specialist advice and assistance to victims of race discrimination and racial harassment. In addition, the RECs were funded to undertake policy development, public education and community development work in their geographical patches.

The funding bodies carried out a review of the RECs, which led to a decision to withdraw funding from both organisations. They were dissolved in 1999, although both organisations effectively ceased operating some time before 1999. An examination of the reasons for the decision to withdraw funding is outside the scope of this project.

As a result of the closure of the RECs, there has been a gap in specialist race equality service provision in Burnley, Hyndburn, Pendle and Rossendale for a number of years.

The CRE and the relevant districts agreed to reallocate some of the funds towards a new project, which would, in the first instance, focus on drawing up new proposals for race equality services in these areas. Subsequently, in autumn 1999 the 'East Lancashire Development Unit' (ELDU) was established by the funding bodies, as a jointly funded initiative for 12 months

to take this approach forward. The project's steering committee is made up of one member representative and one officer representative from each of the five authorities, and one representative from the CRE (**see appendix 1 for a complete list of steering committee members**). A Development Officer has been in post since 26 June 2000 to carry out the objectives of the Unit. The East Lancashire Partnership based in Accrington has been hosting the project since 26 June 2000.

### **Geographical area covered**

The sub-region of East Lancashire for the purpose of this project is made up of those areas administered by the authorities of Burnley, Hyndburn, Pendle and Rossendale (**please refer to Figure 1.1 on page 3 – map provided courtesy of East Lancashire Partnership**).

## **Section 2**

### **Objectives**

The following objectives were agreed by the funding partners:

- To undertake an audit of the range of existing services in East Lancashire which are addressing race equality issues
- **To consult with a broad range of people and organisations from the statutory sector, from the voluntary sector and with minority ethnic communities across the sub-region on developing new race equality services**
- To draw up proposals for the future development of new services
- To report the findings to the funding stakeholders

Proposals have been drawn up which have been submitted in the form a report to the funding stakeholders. *This* report focuses on the second objective highlighted above and the feedback gathered from the consultation exercise.

## **Section 3**

### **The consultation programme**

The consultation programme had two strands. The first strand targeted statutory agencies, voluntary organisations and community groups to gather feedback on three issues:

- What are the priority areas for race equality work in East Lancashire?
- What are the best ways of addressing priority service needs?
- What are the fundamental principles which should underpin and characterise the development of new race equality services in the sub-region?

This strand of the consultation programme was carried out in three ways:

- First, the audit **questionnaire**, contained a series of short questions to kickstart consultation.
- Second, **consultation meetings** were arranged with a number of individuals and representatives from organisations, who had previously been involved in the REC movement in the sub-region.
- Third, five **consultation workshops** were organised. One workshop targeted public bodies in local government, health, education, training, regeneration as well as the police and emergency services. Four workshops were held for the voluntary sector, one in each of the four relevant districts. A consultation paper was drawn up to provide a framework for the discussions. The paper included five model examples of service delivery, covering casework services to policy and strategy development partnerships. The five models were:
  - The REC model
  - The sub-regional casework centre of excellence model
  - Local authority managed services model
  - A model based on enhancing services provided by existing organisations
  - A sub-regional strategic race action partnership, based on the Birmingham Race Action Partnership model

The second strand, 'community consultation', concentrated on gathering feedback from two particular groups of people in each of the four relevant districts: minority ethnic women and young people. These two groups were targeted on the basis of findings from a number of CRE research studies. The findings indicated that a while a number of groups are underrepresented in the staffing and management of race equality services and also as service users, minority ethnic women and young people are particularly disadvantaged. ELDU commissioned 'Diverse Resources Consultancy & Training' (DRC&T, renamed as 'ECHO Training & Consultancy'), a consultancy company based in Manchester, to run the community consultation programme with these two target groups. Their full report has been submitted to the steering committee for consideration, however their consultation findings are included in section 5.

Community consultation with these two groups of people focused on slightly different but related issues. These were as follows:

- To identify barriers to accessing general and race equality services
- To gather their views and perceptions about the state of community relations in the region
- To determine how these groups can participate fully and actively in future race equality services

The consultant's based their methodology on:

- The need to engage with the diversity within the target groups and proactively addressing barriers to involvement.
- To opportunity to harness local expertise and knowledge to ensure that the consultation process developed organically and was relevant to local needs.

This resulted in a consultation programme as follows:

- **Interviews with local workers:** Questionnaires were completed by the consultants during telephone interviews with a number of male and female workers across the four districts. Workers were targeted according to the level of contact they had with the minority ethnic women and young people as part of their work. This enabled the consultants to develop the consultation process organically, to ensure that it was relevant to local needs and that a variety of methods were considered.
- **Interviews:** Questionnaires were designed for use with women over 25 and young people (male and female, aged 11-25). The consultants completed these during interviews with respondents. Interviews took place in a range of settings such as libraries, homework clubs and youth clubs. Particular consideration was given to locating venues or groups attended by Bangladeshi girls and women. Feedback informed the consultants that there was minimal use of the libraries by Bangladeshi women for example. Groupwork appeared to be the most useful way of gathering feedback from Bangladeshi women. Since youth groups were accessed largely by young men, libraries and girls' homework clubs proved to be good access points to reach young women. All interviews with young men were conducted by a young Asian male consultant in English. All interviews with women were conducted by female Asian consultants and were conducted in English, Urdu or Punjabi.
- **Groupwork:** A range of groups were selected to access women and young people. Group workers were consulted regarding the best methods to broach the subject. The discussion groups were divided into four themes, which included a) Experiences of racism and previous race equality services; b) Issues affecting women/young people, c) existing service provision and d) what services women/men wanted. Sessions were conducted mainly with existing youth groups, homework clubs, women's groups and college classes. Groupwork with Pakistani women was conducted in English / Punjabi and Urdu, and with Bangladeshi women in English and Bengali through an interpreter.
- **Local Radio:** After consultation, a Sunday night programme on 2BR radio station was identified as it targeted local Asian listeners. A discussion took place on-Air in the hope that listeners would call in confidentially to give feedback during the rest of the programme off-Air. Unfortunately no calls were received, prompting the consultants to review both the way the issues were aired, timing and radio station accessed.



- **Other methods considered:** The consultants considered using local papers and a web-site discussion forum. However, they decided against newspapers because of the lack of local papers targeting Asian readers. They also felt there was insufficient time to carry out the necessary publicity to ensure that people knew about the web-site and were able to access it.

A breakdown of the sample for the community consultation work is at appendix 2.

### **A note about the sample consulted**

As section 4 below illustrates, the majority of people from minority ethnic backgrounds in the sub-region originate from Pakistan, Bangladesh and India. Whilst this project has benefited from the input of some people from other ethnic groups, the term 'minority ethnic' in this report refers almost exclusively to people who originate from one of these South Asian countries.

### **A note about some of the problems encountered with consultation**

The range of organisations that could and should have participated in the consultation exercise was not fully reflected in actual attendance at the workshops. Anecdotes suggest that this may be due to the political history of some individuals and organisations involved in the minority ethnic voluntary sector in the sub-region and their relationship with the predominantly white run political and fundholding structures.

There are certain groups, with particular political and other polarised interests, that are unable or unwilling to share a platform with other groups perceived to be in opposition. Many people have stated during interviews and discussions that community, party and personality politics have contributed to the fragmented and divided landscape that is the minority ethnic voluntary sector, which has in turn threatened the stability and sustainability of projects and severely limited the development of new work. Others have stated that this has been exacerbated by the inability or reluctance of political and funding systems to deal with these issues. This has created barriers to involvement and participation for all concerned.

Where possible, the Development Officer met with representatives of those organisations not in attendance. The feedback from the workshops is however, of good quality, and is robust enough to enable proposals to be drawn up.

## Section 4

### The context

#### Minority ethnic population profile and other demographic features

The table below summarises the minority ethnic population in each of the four relevant districts:

(1991 Census Data):

District	Total Population	Minority Ethnic Population
Burnley	91130	5041 (5.5%)
Hyndburn	78390	4598 (5.8%)
Pendle	85000	8735 (10.3%)
Rossendale	65681	1663 (2.5%)

**Burnley** has two sizeable minority ethnic groups – Pakistani Muslims from the Punjab making up over 60% and Bangladeshi Muslims from Sylet accounting for nearly 20% of the community. Burnley also has a small but established Pushto speaking community.

**Hyndburn** also has two minority ethnic groups which dominate community pressure activity – Pakistani Muslims from the Punjab and Mirpur, and Bangladeshi Muslims from the Sylet region. Pakistanis makeup 82% of Hyndburn's minority ethnic community.

**Pendle** has one main minority ethnic group – Pakistani Muslims originating from the Punjab, Mirpur and Kashmir. This group makes up over 90% of the minority ethnic residents. Pendle has the highest minority ethnic community, which at over 10%, is almost double the North West and national average.

**Rossendale** has the lowest minority ethnic community of the four districts, however it is composed of 38% of Pakistanis as described above, and nearly 33% of Bangladeshis from Sylet.

The Census also refers to a category described as 'other' which is not represented above. The ethnic composition of the category is unclear, although it is likely to include Irish people, people from Eastern Europe, and refugees from a number of different countries around the world.

Trends indicate that the proportion of the population made up of minority ethnic groups in these four districts will continue to rise. This is particularly the case among younger age groups as birth rates in the minority ethnic community are higher than for the regional population as a whole. For example, in Pendle in 1994, minority ethnic births accounted for one in three of total births<sup>1</sup>. This is reflected in the percentage of pupils in state sector education now, for example, again in Pendle, 21.2% of pupils in primary schools and 17.4% in secondary schools are from minority ethnic groups<sup>2</sup>. It is predicted that this trend will continue into the early decades of 21<sup>st</sup> Century and will make a significant impact on the demand for and nature of education provision<sup>3</sup>. A major current issue is the known disadvantage minority ethnic people face in the labour market, especially young men with few qualifications<sup>4</sup>. As the numbers of minority ethnic people in the 16+ age group increase, and thereby increasing the availability for work of minority ethnic people, then the impact of ongoing discrimination in the labour market will exacerbate social and economic disadvantage. Demographic trends also suggest an increasing *older* minority ethnic population. The demographic impact of ageing is that there will be greater demands on health and social care provision. In addition, given the preference among some minority ethnic communities to live in close proximity to relatives or within the same household as part of an extended family, future housing needs and demands from the minority ethnic community will be high.

These sub-regional trends are borne out by the national picture; the minority ethnic population is on average younger than the white population, and the proportion of older people within minority communities is increasing. It is important to stress that this growth and demand for housing, health, education and employment provision will result from the *age structure* of the minority ethnic population rather than from net changes in migration.

The geographical concentration of ethnic minorities, and their adherence to a common culture often mislead service providers into homogenising minority ethnic communities. In fact, these factors disguise the diversity and fragmentation of the community as a whole, particularly in relation to country, region or area of origin, political allegiances, language, literacy, gender, generation and disability. New Census figures may highlight some of this diversity, however processes need to be developed to tap into alternative sources of information and data to profile the community more accurately.

## **Legislative context**

### **Race Relations (Amendment) Act 2000**

The Race Relations Act 1976 established the Commission for Racial Equality and charged it with the following responsibilities:

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<sup>1</sup> 'The Condition of East Lancashire Today: Implications for Our Future', East Lancashire Partnership, p7

<sup>2</sup> Ibid., p22

<sup>3</sup> 'Education and Training Audit of East Lancashire', East Lancashire Partnership, May 1999, p3

<sup>4</sup> 'Survey to Investigate Employment Barriers for Young Asian People', East Lancashire Careers Services on Behalf of The Pendle Partnership, Nasir Ilyas, March 2000

- To work towards the elimination of racial discrimination
- To promote equality of opportunity and good relations between people of different racial groups
- To keep under review the working of the Act and, when appropriate, to draw up proposals for amendments to the Act.

Under section 71 of the Act, local authorities and specified local education authorities are also required to make appropriate arrangements to eliminate unlawful racial discrimination and to promote race equality.

Whilst the Act has had some success in challenging race discrimination, much research, protestation and scandal about the extent of racial prejudice and discrimination in all aspects of life has highlighted the need for ongoing review of the legislation.

Two key factors have also driven the call for change to the 1976 Act:

First, whilst local authorities have a statutory obligation under the Act as outlined above, this has not been an enforceable one. Individual local authorities have been left to decide whether the promotion of race equality can be deemed an appropriate activity. Consequently, local authorities have been inconsistent about demonstrating their commitment to racial equality. In addition, other public authorities have not been subject to effective scrutiny under the Act.

Second, whilst the Stephen Lawrence Inquiry was predominantly concerned with the behaviour of the Metropolitan Police, 30 of its recommendations have policy and practice implications for all public authorities.

A review of the 1976 Act has been undertaken and has led to a number of significant amendments to the legislation. With the equality provisions in the Northern Ireland Act 1998 providing a suitable backdrop, the new provisions are set out in Race Relations (Amendment) Act 2000, which adds to and strengthens the existing 1976 Act. The 2000 Act was enacted on 30 November 2000 and became operational from 2 April 2001.

The new legislative framework focuses on:

- **outlawing race discrimination** in all the ‘public functions’ of public authorities (a public authority is “any body certain of whose functions are of a public nature”; this definition follows the approach in the Human Rights Act 1998 and includes any private body which performs public functions). The Government has not drawn up a central or comprehensive list of the public functions that will be covered; it has stated that ‘good governance’ requires all public authorities to review their functions to identify these for themselves, with the courts having ultimate powers to determine what constitutes a public function.

- **promoting race equality** by placing a positive **general duty** on specified public authorities to 'have due regard to the need to work to eliminate unlawful racial discrimination and promote equality of opportunity and good relations between persons of different racial groups' when performing their public functions. It also places additional **specific duties** on specified public authorities to ensure their 'better performance' of the general duty.

The Home Office consultation document 'New Laws for a Successful Multi-Racial Britain' (February 2001) provides a more detailed legislative and administrative framework for the implementation of the Act, and includes a list of public bodies which will be subject to the general and specific duties referred to above.

Under the 2000 Act, the CRE has been granted more effective powers to issue Codes of Practice and take prescribed enforcement action to ensure that public duties are meeting their obligations.

The Government has stated in the document that it wants the public sector to 'set the pace in the drive for race equality'.

It is useful to note that since November 1999, the Government has been a party to an 'Equality Statement' which although generic in nature, alludes to race equality.

### **EC laws on discrimination**

Two anti-discrimination Directives, emanating from Article 13 of the Treaty of European Communities, will impact on domestic legislation to address race discrimination issues. The 'Race' Directive provides legal protection for individuals against discrimination or harassment on the grounds of racial or ethnic origin, and the 'Employment' Directive applies to discrimination in employment and vocational training on wider grounds, including religion or belief. The latter is particularly significant as there is, at present, no law in England and Wales to protect people from discrimination in employment because of their religion. All European countries will have to implement the Directives by 2003.

### **Human Rights Act 1998**

Whilst the Act does not explicitly provide for anti-race discrimination, Article 14 of the ECHR, the 'anti-discrimination' article which is now enshrined in the legislation, has a parasitic effect on all the other provisions.

### **National, regional and local policy context**

#### **National**

The Government has stated that race equality is central to its 'Modernising Government' agenda. Centralising race equality in this way, it claims, will

result in *mainstreaming* race equality into policy development and service delivery in relation to all the functions of government and public bodies such as the provision of health, education, policing, regeneration and local government services. The Government also claims that this is one way in which to achieve an operational culture change. Many of its 'flagship policies', for example on New Deal, Education Action Zones, Sure Start, Crime Reduction programmes and Crime and Disorder partnerships form part of the package designed to tackle race inequalities and to bring about this culture change. The Government's approach emphasises to need to consult with relevant people and bodies, to assess and monitor delivery and to take remedial action where there are gaps. The Home Office has developed a Public Service Agreement to begin the process of monitoring the integration of race equality in this way; one of the 'key objectives' in the Agreement is to quantitatively measure its own progress and the progress of other public bodies involved in implementing these policies. Monitoring data is published on an annual basis.

The need to address social exclusion is also integral to the 'Modernising Government' agenda. The Government has set up the Social Exclusion Unit which is charged with developing a framework for producing integrated and sustainable solutions to exclusion. Tackling social exclusion underpins the Unit's consultation framework document, a 'National Strategy for Neighbourhood Renewal' (April 2000). There is now a broad understanding that social exclusion or social disadvantage is a major cause of disaffection in communities, results in a lack of social cohesion and ultimately breaks communities down. The Report states that people from minority ethnic communities are at a disproportionate risk of social exclusion because they experience double disadvantage; they not only experience high levels of poverty and deprivation, they also suffer the consequences of race discrimination in service provision. The Unit has produced a summary guide of the work it has done so far to integrate race issues into tackling social exclusion: 'Minority Ethnic Issues in Social Exclusion and Neighbourhood Renewal' (June 2000).

Ultimately, the Government aims to thread this 'joining up' theme of social inclusion into regeneration work in particular, as regeneration is considered to be one of the key mechanisms for tackling exclusion.

## **Regional**

Regionalisation is also a significant part of the Government's modernising agenda, and the North West now has its own Regional Assembly, like other regions. Statutory bodies such as the North West Development Agency, regional regeneration partnerships, the Learning Skills Council in Lancashire, regional Connexions partnerships, are all charged with responsibilities to implement national policy at the regional level. Regional strategies on the Government's flagship policies on health, education, training, regeneration, neighbourhood renewal and social inclusion are being developed and overseen by these partnerships. Each of these types of partnerships are now administering central funds. Regional partnerships clearly will rely heavily on,

and must involve, each other. They must also make strategic links with local networks and community partnerships, to build appropriate relationships with communities and target groups to identify needs and gaps.

## **Local**

Since 1 April 2000, all councils have to review all their services over a five-year period under the Best Value regime. From 2000/1 the performance of local authorities against the guidelines set out in 'Racial Equality means Quality: the CRE's Standard for Local Government', has been made a key performance indicator of 'corporate health' under the Best Value Regime in England and Wales. Best Value, among other things, has triggered the need to consult and involve communities in planning processes. This means that local authorities are now setting up new structures for devolution at a local level, such as neighbourhood and area committees, consultation panels and forums as a way of giving voice to local issues. This, in theory should create strong community partnerships. A pressing issue for all local authorities will be whether such locally devolved mechanisms are reaching and meaningfully involving the minority ethnic communities. Additionally, Best Value places further responsibilities on organisations in the voluntary sector to justify their services, and to adopt the use of performance indicators more rigorously to demonstrate value for money. With reference to the Government's social exclusion and neighbourhood renewal programme, the Government has endorsed the creation of new cross-sectoral coalitions, to be known as 'Local Strategic Partnerships' (LSPs). These are expected to work up strategies for tackling inequalities, as well as to eventually rationalise existing local regeneration arrangements. Access to central neighbourhood renewal funds will be conditional upon the creation of LSPs. Furthermore, strong community partnerships may be able to influence the direction of the LSPs.

## **Funding context**

Access to new central funds are dependent upon adopting the Government's approach to tackling race inequalities as described above. A partnership approach to spending money on this issue should in theory ensure that there is collective responsibility for action and for results.

For many years, the CRE and local authorities have between them, funded a range of local initiatives on race equality, from advice services to development projects. The advent of two particular funding regimes offers new long term possibilities for both advice work and development work. First, the Legal Service Commission is a key funder of public legal services. One of its funding regimes, the 'Community Legal Service Fund' is targeted at not-for-profit independent agencies to provide quality assured advice services. This fund offers long term possibilities for new advice service(s). It is based on the principles of 'contracting' for services, carries with it quality assurance standards and offers the possibility of a degree of autonomy from CRE/local authority control. Sub-regional Community Legal Service Partnerships are now emerging and an East Lancashire partnership is currently being developed. This is one mechanism for voicing funding issues related to race

related casework. Second, with regard to development work, the Home Office has established a new 'race equality' grant to encourage communities to build local networks and to strengthen any existing minority ethnic infrastructure organisations. The 'Connecting Communities' fund is based on four development themes: 'Building community networks', 'Opportunity schemes', 'Positive Images' and 'Towards more representative services'. There is considerable potential for each of these to unlock or lever in other funds, and for these to enable the formation of partnerships across all sectors. The key point on funding, which is not a new one but is worth restating, is that long-term issues cannot be addressed by short term funding. This has particular resonance for this project: long term financial commitment is vital to secure any form of continuity on tackling racism.

## **Section 5**

### **Summary of feedback from consultation**

#### **A note on presentation**

The paraphrased summary below is based on the range of views and opinions which have emerged from consultation. No individual or organisation has been identified, to respect confidentiality.

However, it is necessary to stress that the findings are presented in two parts.

This is partly because of the nature of the questions put to the different 'types' of participants. It is not as straightforward as had been originally anticipated, to blend the findings into one narrative text. More importantly however, the views of women and young people from minority ethnic communities are extremely powerful statements about how they perceive racism has affected their lives in the sub-region. Therefore, the feedback DRC&T have collated has been presented as a separate but interlinked subsection.

The first part is based interview and workshop based consultation with individuals, organisations and groups in the public and voluntary sectors. It corresponds, in order, with the three key themes participants were asked to address. The findings are not presented on a district by district basis, as there are many recurring themes which are common to all districts. However, where there are particular issues pertaining to a district then this has been highlighted. Many of the issues are clearly interlinked and the summary as a whole should be read with this in mind.

The second part is a summary of the community consultation carried out by DRC&T with minority ethnic women and young people.



## Summary findings

### Part I: consultation with individuals, organisations and groups in the public and voluntary sectors

**Priority needs** – Participants identified three groups with particular needs in terms of race equality issues:

- Individuals
- Communities
- Organisations

### Individuals' needs

**Legal action to tackle race discrimination** – Participants identified discrimination against individuals in the following areas:

- **Education and training** – participants of all ages, felt that young people are treated differently because of their race or ethnicity when trying to access and when participating in education or training.
- **Employment** – participants felt that recruitment and selection practices are discriminatory against minority ethnic people and that attitudes in the workplace towards them are manifested in the form of direct and indirect discrimination.
- **Accessing statutory services**- there is a widely held perception that institutionalised racism is prevalent throughout the statutory sector. In particular, the attitudes of local authority housing officers when dealing with ethnic minority individuals were strongly criticised. This has caused much frustration and anger within the minority ethnic community.

**Legal action to tackle racial abuse, harassment and attacks** – participants gave many examples of racist incidents perpetrated by indigenous white individuals. Many incidents take place in public areas, within local neighbourhoods, near mosques and in school grounds. Some participants raised concerns about emerging tensions between different minority ethnic groups in parts of the sub-region. Some also felt that schools did not taking racist bullying seriously, and that incidents within local communities were often dismissed by authorities as 'neighbourhood disputes'. Taxi drivers were identified as a particular group of people regularly subjected to racist abuse. In addition participants also highlighted that many offenders are young white children.

**Legal action for immigration and refugee issues** – Participants stated that local people rely on services from West Lancashire and Greater Manchester for specialist, expert legal support on immigration issues. Many asylum seekers have been dispersed to Pendle and Burnley under the dispersal scheme administered by the National Asylum Support Service. Participants expressed concern at the rising level of hostility from all sections of the

community against asylum seekers, increasing racial harassment and the negative portrayal of asylum seekers in the local press.

**Practical support for victims of discrimination/harassment** – Participants felt that existing services such as Victim Support are not providing appropriate services to ethnic minority individuals, although Victim Support have stated that they are in the process of addressing this gap. Participants highlighted that rural areas like Ribble Valley do not have any accessible reference points for victims who live and work there.

**Legal advice and support for individuals on other areas of law** – Participants highlighted the need for more accessible local services to provide specialist advice and assistance on a range of legal issues. Debt matters, welfare benefits, and educational issues were identified as some of the most pressing local issues.

### **Communities' needs**

**Awareness raising within ethnic minority communities of existing services** - There was some consensus that awareness of statutory and voluntary services does exist amongst certain groups of people, mainly those working in the relevant professions. However, participants stated that on the whole, the vast majority of minority ethnic people appeared to have little knowledge of the range of services available to them such as social care, health services and educational and training opportunities. This has heightened the minority ethnic communities' sense of alienation from service providers.

**Improving access to services** – Linked to the above point, there is a prevailing perception among some participants that some providers of these services have not fully and proactively engaged with some of the cultural factors which would enable them to raise awareness of and improve access to services. Participants highlighted some of the cultural barriers people face when trying to access services, such as lack of or insensitivity to the need for women only services, lack of or insensitivity to particular religious practices and not enough trained and skilled community link workers to cascade information and support.

### **Public education to improve race and community relations**

Concerns were raised about the visibility and activities of racists in the region, in particular the BNP, and in particular since the arrival of asylum seekers in the region. The negative portrayal of both settled minority ethnic communities and of people seeking asylum in the local media has exacerbated community tensions. Concerns were also raised about the general negative views and attitudes of the indigenous population towards ethnic minorities. Many participants described East Lancashire as a sub-region which, despite its geographical proximity to urban multi-cultural areas such as Greater Manchester, was culturally very parochial. Indigenous people do not appear to interact with minority ethnic communities, and equally, different minority ethnic groups coexist separately. One outcome of this is that different ethnic groups

generally live very separately in culturally homogenous enclaves which has exacerbated what has been described as the poor state of race and community relations.

Many participants felt that children, young people and parents from all ethnic groups need to be targeted to address racist attitudes. Many identified the education sector (including schools and colleges, the Learning Skills Council and youth and community services) as the driver for change and stressed the need for the different elements within the education sector to link up on combating racism, from nursery to post 16 education and training. Participants highlighted the need to engage those schools with low minority ethnic populations.

**Community capacity building** – For some participants community capacity building should focus on improving representation of the ethnic minority communities in political, educational and economic activity, such as local government, school boards and regeneration partnerships. For others, focusing just on representation issues, clouded the fact that many other minority ethnic groups of people, notably women and young people, have been disenfranchised by older men in the community who speak or mediate on their behalf. Participants felt that a more grassroots approach to community capacity building should be developed. This approach should focus on ‘empowering’ people to assert their rights rather than ‘suffer in silence’, to advocate on relevant race issues, to participate more fully in business enterprise and to participate fully in political decision-making processes. If undertaken in a suitably organic way, ‘community advocates’ who can lead on or ‘champion’ race equality issues will emerge. Many participants felt that community capacity building projects should target women and young people to address the imbalances referred to above.

### **Organisations’ needs**

**Organisational capacity building** - Participants identified the need to encourage existing organisations to take responsibility for developing *their* capacity to deliver services more effectively in terms of race equality and to make their services more accessible to ‘hard to reach’ minority ethnic community groups. Suggestions for how this might be achieved included the employment of more skilled and experienced minority ethnic staff, promoting services more imaginatively and training all staff on racism and cultural awareness.

**Training** - Participants identified two questions which need addressing: Who should be trained? What should the training be on?

Participants felt that *all* staff of statutory services, voluntary and community services needed to take part in quality training on race issues as part of a package of broader generic equal opportunities training. Training should address the following: cultural awareness, racism awareness, how to challenge racism and legal issues. It should be an ongoing, regular programme as part of staff and service development.

**More skilled workers to address particular issues** - As highlighted above, participants called for more minority ethnic trained and skilled workers to work with individuals and local communities on for example, physical and mental health issues, education issues, to develop culturally appropriate counselling services and to explore ways of dealing with symptomatic sensitive issues such as marital tensions and domestic violence, drug and alcohol abuse within the ethnic minority communities.

**Strengthen the voluntary sector infrastructure so that it can be better networked on race issues and be a 'seedbed for new ideas'** - Participants identified the need to bring cohesion to those organisations or groups which some described as making up the 'minority ethnic voluntary sector', as well as to the voluntary sector as a whole. A definition of the 'minority ethnic voluntary sector' was not developed. This was highlighted as a priority issue within each district and for the voluntary sector across East Lancashire. There is a need to develop more effective mechanisms for the spread of services locally and regionally to work in partnership on race issues, to share resources and good practice, and to contribute to local and regional development to promote race equality. Others felt that there is a need to rationalise the plethora of groups and organisations in the minority ethnic voluntary sector. Participants expressed frustration that many of these appear to have no function and have a 'phantom existence' as 'paper organisations'. On the other hand, in some districts, so called 'community pressure group activity' is in the hands of a small number of organisations who appear to dominate as the voice of the communities. Participants stated that communities are not unified in the way that they are often presented or perceived, and that the representativeness and accountability of 'community leaders' is often questionable. Participants did, however, highlight the need for a strong minority ethnic voice from the voluntary sector to represent issues affecting the minority ethnic population. There was a call for an infrastructural change which would enable the minority ethnic voluntary sector to advocate more effectively and for the development of the voluntary sector infrastructure to start from the grassroots.

**Mechanisms for local and regional partnerships to link up on race issues** - Participants focused on the need for a fresh, coordinated and integrated approach to promoting race equality and to link work being done in local communities and districts with the rest of the region. Existing local partnerships, such as those involving the main statutory and voluntary agencies dealing with racial harassment need to feed into new or existing partnerships developing policy or strategy for the whole sub-region. There was a strong feeling that there is not enough accountability downwards to the grassroots.

**Coordination of research, consultation, monitoring and evaluation of work to address race issues**- Whilst many participants have expressed a degree of cynicism about consultation generally, particularly in relation to lack of action following extensive consultation exercises, detailed information about minority ethnic community needs in the relevant districts have yet to be gathered. Participants felt that consultation with minority ethnic groups, in particular with women and young people must take place on sensitive issues

such as domestic violence, drugs and alcohol abuse, but it must also inform service development quickly and effectively. Many felt that consultation should take place as an ongoing exercise as long as it produces results, as it is a useful way of evaluating developments on race related issues.

### **How can these priority race equality needs be addressed?**

Participants were asked to consider a number of models of service delivery as outlined in the methodology above. The list was not an exhaustive one, but simply provided a starting point for discussions on the issues which need to be taken into account when developing new services for racial equality work. Initially, participants were asked to conduct a SWOT analysis of the models but this proved to be too restrictive for discussions. Instead, participants identified and commented on the **factors** which need to be taken into account to design and shape new race equality services.

The feedback on this question is therefore summarised in two ways. First, comments on each of the models are summarised as bullet points. Second, a short summary follows of each of the factors which need to be taken into account to establish appropriate race equality services. It is important to stress that that this section should be read with the preceding comments in the report in mind.

### **Comments about the five models in the consultation paper**

#### **Recreate an REC**

- There was a negative reception for this model as there is too much historic ill feeling; as a result RECs now have a tarnished image.
- It would need to be repackaged - could change its name, could be constituted differently with proper processes in place for decision making, staffing and management.
- East Lancashire needs a clean slate.

#### **East Lancashire wide Casework Centre of Excellence –**

- How can this model reflect different casework priorities in different areas effectively? Peripatetic services based on ‘roving’ surgeries will not pick up local issues beyond individuals needing advice so its focus is too narrow, has the potential to become too self-contained and too negative. There is an assumption within this model that the districts are homogeneous.
- Casework services need to have a permanent local connection.
- Concentrates only on individuals and not communities.
- How would it connect to other agencies to feed into policy and strategy development?
- There is a geographical vastness to the sub-region. It is not easily accessible because of many cultural differences and transport related infrastructural problems.

## **Race equality services delivered and managed directly by local authorities**

- A dated model, but may be the only way of managing minority ethnic community politics in some districts.
- Lacks impartiality and independence. Some perceive them to represent the establishment.
- Potential for conflicts between members and their differing political interests. Potential for abuse of their influence.
- Casework could be compromised if local authority itself is in question.
- Risk of bureaucratic inertia.
- Local authorities need to address race issues anyway by law but
- Their role should be to enable, to facilitate, and to monitor spending of public funds.

## **Enhance the work of existing voluntary organisations**

- Whilst the CRE have funded existing organisations such as law centres to carry out race equality work, in East Lancashire, would need to conduct a more thorough audit of existing services to identify whether there are any which have the capacity to develop particular aspects of race equality work.
- Many existing and established organisations need stimulating and capacity building to become more flexible and aware of race equality issues.
- They can already perform and assist with certain limited roles, for example, act as reporting centres for racial harassment incidents. This is currently being piloted by the police.

## **An East Lancashire wide strategic race action partnership – to work on specific thematic issues, such as community safety, housing, education, employment, and regeneration. This model is based on the ‘Birmingham Race Action Partnership’ which focuses on ‘joined up’ multi agency work, community involvement and a positive action approach to developing issue based ‘Race Action Forums’**

- A fresh and positive approach to strategic work.
- Brings in other agencies already working on these issues, scope to bring in new agencies including the private sector.
- Maintains a local focus as forums could be based within districts.
- More scope to work on a range of interlinking issues.
- May help to direct resources to where they are most needed.
- Danger of becoming a talking shop.
- Is this yet another partnership? Can it be merged with existing ones?
- This model is about developing strategy – how will it link in with delivery agents?

## **Other models suggested**

**One Stop Shops** – Participants were very enthusiastic about the role One Stop Shops can play if they are targeted at a particular community group. A One Stop Shop for Asian women was particularly popular, as it could offer minority ethnic women information and support in a whole range of areas from health and education, as well as advice on a range of race related matters. Participants also felt that it would enable women to begin to address some of the barriers they face from within their own communities and from institutions to participate fully and to lead active lives. The women's resource centre in Preston, 'Sahara', was suggested as a possible one stop shop model.

**Reporting Centres** for racial incidents – These are focused on a narrow area of race work. However, participants felt that if public resources such as health centres and libraries were able to provide these facilities then this would go some way towards eradicating some of the difficulties people experience when attempting to report incidents. However, there was recognition that the process of setting these up could involve a lot of community and organisational development work.

**Telephone advice centres/Use of IT** – Whilst there is some doubt as to the precise nature and level of activity these could offer, participants felt that these could be accessible to communities if they are resourced properly to meet community needs. For example, advice should be provided in appropriate community languages. In this way, telephone advice centres can play a part in localising services. It could be possible to adopt the legal aid franchise model with 0800 lines. It was also suggested that telephone based services may be an effective use of IT, and that net based interaction on race equality issues also offers some scope for exploration. The government sponsored 'RaceActionNet' is being developed (albeit primarily for service providers) to provide information, case updates, good practice and so on as part of a centralised service. Telephone advice centres are already being developed by the NHS ('NHS Direct') and to advise the private sector on generic equalities issues ('Equality Direct').

**Minority ethnic voluntary sector networks** - This type of network is illustrated by Embrace West Midlands ('Ethnic Minority and Black Regional Action for Community Empowerment'). This is a strategic partnership of black and minority ethnic led voluntary sector organisations across the West Midlands. It provides an information and advisory service, provides training and support, maintains regional issue based forums on regeneration, health and education.

## **Factors which need to be taken into account to establish new race equality services**

**Nature of the work** – Participants stated that race equality work should be 'reactive' to issues on the ground. It should also include 'enforcement' action to respond to incidents or practices that are racist, should focus on 'prevention' to put in place mechanisms to educate people, should be

'proactive' to seek to change people's views and perceptions, and be 'enlightening' to encourage new advocates for race equality.

**Location of services** – participants suggested that the location of any new service or organisation depends on the nature of the work.

Participants suggested that sub-regional policy development or strategic work could be coordinated from anywhere in the sub-region provided that links are established with localised services, to ensure that local minority ethnic community needs are reflected in policy and strategy development.

Conversely, participants felt that casework services, community capacity building projects and other 'frontline' services have to have a permanent local presence to be really effective. With reference to these examples of frontline work, participants identified a number of reasons why delivery should be localised:

Each district perceives itself as unique, in terms of the ethnic makeup of its local population and consequently, in terms of the needs of its local minority ethnic community. For example, Pendle has a predominantly Pakistani Muslim community, originating from Punjab and Kashmir, unlike Burnley, which has sizeable Pakistani and Bangladeshi communities. Some participants suggested that frontline services should be tailor made for each district to reflect these differences.

Many minority ethnic people are infrequent users of public transport, especially women, and are therefore unlikely to consider travelling far to reach services. Like many other groups of people, minority ethnic people are less likely to use private transport to access these types of services if they are not sited within their locality, and in the case of women, cultural factors limited their ability to travel independently of men in their household. A detailed consideration of the travelling habits of minority ethnic people is outside the scope of this project.

Participants suggested that there is a lack of consensus on the meaning of 'local'. Some people would define local as ward level, whereas others would felt that a service which delivers to a whole district was sufficiently local. However, participants generally felt that a casework service which covers an entire sub-region would not be perceived to be local.

Participants also felt that even if a sub-regional casework service (such as the centre of excellence model) operated regular surgeries in each of the districts, only workers who are permanently based within a locality get to know the local political and cultural arena; they have their ears and eyes closer to the ground and are more able to respond quickly to local needs. A distant casework service cannot provide high levels of support often needed for race discrimination work, would never become familiar with local issues and as a result, would lack teeth.



**Funding for services**– Again, the nature of funds would depend on the nature of the activity. The widely held view is that new organisations or services need a sufficient level of support to establish stability and to explore the possibilities of self-sustainability. Participants felt that funding should be long-term to enable organisations to develop their services fully. Some participants felt that funds should come from a range of sources as this would enable new race equality services to ‘broaden their horizons’ and would prevent any one funding body from assuming control. On the other hand, this needs to be balanced against needing to stay focused on agreed objectives. Participants identified the CRE and local authorities as core funders for all types of race equality services. There was also recognition of new ‘Community Legal Service’ funding arrangements put in place by the Legal Service Commission.

**Timescale** – A general point was made about the need to recognise race issues in East Lancashire as needing long term commitment to bring about permanent solutions, and, therefore, that any new services should not be time-limited.

**Management issues** - There were two recurring, and linked issues in connection with management. First, the need to consider management models which provide proper accountability and which encourage representation from across the community, but which are also less vulnerable to political pressures. Second, the need to address the historical imbalances in the composition of community representatives. Participants have expressed frustration at the way in the narrow oligarchies of certain community groups and organisations, predominantly made up of minority ethnic men, have dominated the management of race equality services in the past. There was a strong call for the development of proper open processes, which are open to probity and which actively seek to involve more people from across local communities. Once again, participants highlighted the need to address the lack of involvement from women and young people. However, participants also felt that this needed to be balanced with the need to recruit members who have or are open to developing appropriate skills. Participants gave the examples of school governors boards and management structures in place within health trusts as positive ways forward.

**Staffing issues**-The issues in connection with staffing were very similar to paragraph above, with particular emphasis on the need to recruit workers of a high calibre. In addition, as stated previously in this report, there was much emphasis on the need to train up and recruit more minority ethnic workers to reflect the local population and particularly to involve more women in the delivery of services.

**Good practice** – Participants stated that there should be access to information about initiatives at all levels in all sectors which have demonstrated success in tackling racism and that this could encourage more collaborative working arrangements.

**Role of the CRE** –Some participants perceived the CRE as an organisation which is too heavyweight for local issues and that it should focus on strategic work only at a regional level. It should have a strategic overview of race equality work across the four districts and should lead on coordinating strategies. Others felt it needed to be more visible at a local level, and that the CRE should give more support to local provision. However, most participants felt that it needs to be more influential and powerful, and that the CRE needs to take concerted action to put pressure on agencies to deliver services more appropriately and more equally.

**General comments** – Participants felt frustrated that agencies are not collaborating effectively on this issue. Many people feel unable to rely on agencies to act. This lack of effective action from agencies is shaping wider perceptions that racist behaviour is acceptable, or unchallengeable. This reinforces the need to bring about a political and cultural change to tackle racism in the sub-region. Participants did feel that there is a need to strike a balance between reacting quickly to racism, taking strategic action, taking enforcement action and running public education campaigns to enlighten the wider community, but that the ultimate goal should be to ‘mainstream’ race issues. Positive action measures are needed to do this. There is also a need to strike a balance between action at a sub-regional level, and delivery at a local level. Participants stated that there is an expectation that stakeholders will reflect their views when decisions are made about future race equality services, although many were cynical. There was a recognition that whilst transformational change takes time before it makes an impact, a programme of work which encourages step changes in performance over regular periods would ensure that developments are noted.

### **Operational principles which should underpin the development of new services**

Participants agreed that there is a need to affirm certain standards to build a healthy, effective and sustainable level of activity and these standards should underpin the development of new services. These can apply to any model to meet service needs. The following minimum standards must be in place:

- A clear integrated framework for moving towards race equality.
- Confidentiality to protect individuals.
- Quality assurance standards.
- Accountability, to funders and to communities.
- Inclusivity to encourage proper representation on management and staffing.
- Partnership working to collaborate with other agencies on race equality issues, not to compete.
- Open mindedness – being prepared to learn and understand.
- Flexible and responsive structures to keep up with change and to adapt.
- Representation, but for representation to involve people who don't usually take on this role, so that policies, proposals and plans are

truly representative of the community, and so that decision making is a shared activity.

- Transparency of organisations, in terms of their work, their structures, and their decision making processes.
- Recruitment of staff with expertise, and specialist skills.
- 'Neutrality' or independence – the clarity of focus and confidence to rise above personality, community and party political issues. These issues must not grip the operation, structure and development of services.
- Mechanisms for dealing with internal and external conflict.
- Consultation, monitoring and evaluation should be an ongoing activity and should be built into programmes of work.

## **Part II: consultation with women and young people from minority ethnic communities (consultation carried out by DRC&T)**

### **Findings of consultation with workers**

#### **Barriers women and young people face when accessing services**

Whilst some workers highlighted specific agencies that were offering appropriate services to people from minority ethnic communities, there was consensus that services for women and young people were inadequate, inconsistent, inaccessible to disabled people and lacked a co-ordinated, strategic approach. It was generally felt that unless agencies had a particular aim to service minority ethnic groups, they were offering inappropriate services. One worker summed it up: **'They're ignorant and disinterested'**.

A common thread through the feedback was the lack of bi-lingual workers and interpreting facilities, which led people to use family members or agencies providing volunteers. Consequently, issues of lack of confidentiality were raised which in some cases led to mistrust of workers and agencies.

Workers raised issues about the lack of advice services and it appeared that irrespective of a worker's role, many of them were offering advice and help on a wide range of areas. Workers were happy to offer help in this way, but also explained that they felt a duty to do so given the lack of appropriate provision. Since workers were not trained in these areas, this raises questions about the quality of advice given. Many workers raised concerns about the lack of advice services on immigration and nationality matters.

A clear theme came through the feedback about women being excluded from using services and venues, for example, youth centres and services for older people such as lunch clubs, because of the presence of men. One worker summed up the general feeling when she said that **'services for women are farcical'**.

Services for young people were identified as being fairly basic and lacking in in-depth issue-based work on areas such as drugs, relationships, career guidance, health and well-being. The lack of advice agencies responsive to

the needs of young people and the lack of youth facilities for recreation were also highlighted. Several workers identified that young Asian men were subjected to racial abuse and aggression from white youths when using generalist youth facilities.

There were mixed views on the extent to which statutory bodies were aware of the needs of ethnic minority communities. Some workers felt that people had been 'consulted to death', but nothing was ever done. **'Why have surveys been done when no-one is going to do anything about it?'** However, the majority of workers believed that 'the council' lacked understanding and the commitment to respond to needs of their communities. It was felt that the Council was largely interested in 'politics' and gaining the votes of Asian people.

### **Workers identified the following recurrent issues for women and young people**

Many of the issues for women centred around their confinement within the home, a requirement not to mix with men and a general lack of independence. Workers spoke of women being in the house 24 hours a day and not being allowed out. Many workers spoke of the consequent isolation felt by women and the impact on their mental health.

Domestic violence and sexual abuse were identified as major problems, which remained hidden and unacknowledged within communities, making it extremely difficult for women to speak out. A number of workers spoke of women's fear of speaking to anyone in case things got passed on through their community. It appeared that some workers were attempting to raise these issues however a worker summed up the general feeling: **'Someone has suggested setting up something for the victims of domestic violence but thinks it's too sensitive and controversial an issue to be tackled - they're too frightened to touch it'.**

The lack of opportunities for learning English, accessing training or any form of support or counselling were constant threads throughout interviews. One worker summed up the feeling of many when she stated that something had to be done as **'women were suffering'**.

Many workers stated that young people felt unvalued and unheard by service providers and by their families and communities. This has contributed to inter-generation tensions. Problems relating to drug use were identified as major issues by workers, with very little being done to address it by agencies. It was felt that families were also not responding: **'Parents are not aware of the problems but also don't know what to do'**. Unemployment and a basic lack of meeting places and things to do were raised as major issues. One worker summed it up as follows: **'Asian youths are seen as trouble makers - they don't realise they have nowhere to go.'**

Issues for young women mirrored those of older women and centred around 'not being allowed out'. This had implications both in accessing services such

as youth clubs and libraries but also affected young women's future prospects because of restrictions on attending college or university.

The lack of facilities and support for people seeking asylum was raised as a significant problem.

### **Experiences of racism and using race equality services**

The majority of workers had heard of the REC's, however many of them had not used them and did not know what they did. Of the workers who had used them, most felt that they were useful and that their closure had left a gap particularly in immigration and discrimination matters. However, a small number of workers felt that the REC's had a largely political dimension and were dominated by issues of control and seeking influence within communities. It was largely felt that women and young men were excluded from involvement in the REC's and from current decision making structures which influence service provision.

The majority of workers described how race discrimination and racial harassment shape the day-to-day lives of Asian people. One worker summed it up as being **'the looks, comments and attitude every day'**. Harassment of Asian children in schools, attacks on young men and racist abuse of women on the streets were highlighted, with a number of workers stating that they felt harassment was increasing. Many workers stressed that women are spat at and abused on the streets, but they try to ignore it and do not talk about it. Whilst a couple of workers had received a good service from the police, there was general agreement that most people did not report incidents to the police due to the poor response: **'You only get the forms completed and nothing further happens'** On the contrary, a few workers stated that the police harass young men.

Workers acknowledged that there were tensions between different communities and 'power struggles', however it was felt that this was sometimes used as an excuse by service providers for their inaction.

### **Ways forward**

- Workers identified a need for additional services to be provided in a strategic, co-ordinated way with clearly defined roles and responsibilities of workers and clear publicity for service providers and users. One worker explained: **'To improve services you need someone with direction and the will to listen to groups'**
- Many workers felt that there was a need for specialist agencies, such as RECs, that could tackle matters such as discrimination and immigration, without duplicating the work of generalist services.
- There was overwhelming agreement on the need for a range of women-only services to tackle the isolation and lack of confidence felt by many women. Suggestions included opportunities for women to go on social

outings **'to get out'** and the need for women's centres with drop-in facilities. The services suggested covered advice and information on specific issues such as improving English language, gaining information on health, accessing training but it was largely linked to women having a space to gain support in a safe, confidential space and to build confidence and self-esteem. A worker stated: **'Women have nothing. They need somewhere to go and confide their problems. There should be advice surgeries for women, they should be informed of services and should also be persuaded to use services.'**

- It was agreed that young people need to be involved in developing services which are appropriate to them and meet the needs of both young men and women. Services included a range of advice facilities, in-depth issue-based work in youth centres and safe recreational facilities for men and women. The need for adequate, safe meeting places was a continual theme. There was general agreement that separate services needed to be provided for women, but that work should also begin with parents on discussing and understanding the realities of their children's lives.

### **Findings from consultation with women over 25**

Whilst conducting interviews in libraries and other public spaces, women appeared to be quite nervous and fearful that they might be recognised by someone they knew.

### **Barriers women face when accessing services**

A number of women felt that there was poor publicity and a general lack of information with regards to services for Asian women. Women's dissatisfaction was broad based covering a wide range of services including housing, welfare benefits, police services, childcare, health and mental health specifically, and services for elderly people, children and carers. Many women had limited experience of using any local services for advice and information and had no knowledge or were unclear as to where they could go for advice or information. Some common themes were feelings of not being taken seriously by staff, who appeared disinterested and **'didn't help'**; language barriers and lack of interpreting services, with many women explaining that their husband or children interpreted for them. Generally women felt that male members of the household accessed advice and information services. This, they felt, was largely down to the fact that women were not often allowed out of the house and, therefore, discouraged from using local services. One woman explained: **'I don't have much contact with anyone'**. For some women, their attendance at the group sessions was their first experience of being out without a family member accompanying them.

Women who were caring for disabled children and elders were most likely to have accessed services. The majority of these felt that although they had accessed agencies such as Social Services and some voluntary agencies, the service they received was slow in responding to their needs. For example, one woman explained that it took seven years before a housing grant was

agreed so that she could have major repairs done to her home. A single mother described how requests for respite care for her disabled child was ignored causing her great strain. It took her a number of years to finally get support, prompting her to feel that her needs were not taken seriously.

Only a small number of women had used services such as the Department of Social Security for benefit advice and their local housing office. These women felt generally happy with the service but did feel language barriers caused some difficulty in expressing their needs. Similarly, only a couple of women had used their local Asian advice agency and had found the service useful, as they were able to get advice in their own language.

Asian women spoke of the poor service they received from environmental agencies. For example, there were no street cleaners and the streets were littered with rubbish, but despite numerous telephone complaints to the council, nobody responded.

### **Issues affecting women**

The majority of women raised a wide range of issues that affected their lives including language barriers, housing, benefits, education, childcare, accessing employment, health/mental health, confidentiality, immigration matters, lack of confidence, isolation, domestic violence, racism, discrimination and community relations. Only a small minority were willing to share personal details within a group, whilst others chose to speak privately at the end of the sessions. This raised questions around confidentiality and trust amongst women in their own communities. Many felt that personal problems were best left undisclosed for fear of intimate details spreading through their community. The issue of lack of confidentiality was raised as a difficulty in relation to attempting to access support, particularly as some workers were members of the same community. Women appeared to adopt a sense of caution and mistrust.

A common thread running through discussions was of women generally not going out at all: **'this is my first time in a group because I'm not usually allowed out'**. Generally, most of the Asian women had limited and often restricted movement within their homes and communities. They described feelings of isolation and being trapped within their homes. Most women acknowledged that mental ill-health and depression were issues for them. Most women described feeling lonely and isolated and that internalising problems made some women become ill. Very few of the women felt able to go shopping or visit friends/relatives without being accompanied by another family member. Some women felt a general lack of confidence to go out on their own and felt male members of the household prevented them from seeking some degree of independence. Only a small minority of women used public transport, with the remainder being reliant on family members for transport. It was noticeable that a number of women were dropped off and collected by men after the sessions.

The needs of newly married women arriving from Pakistan varied greatly compared to those who had been in England for a number of years. These women spoke positively about their lifestyles in Pakistan whereby they had opportunities to socialise with friends, continue with education, and seek employment, without the restrictions that were applied in their marital homes. The women described feeling trapped since they had got married and talked of experiencing difficulties with their 'new' families whom they felt showed little respect and consideration to them adapting to new experiences. These women also wanted opportunities to become confident, independent and gain opportunities to learn.

Domestic violence, depression and the subject of single parent mothers were considered taboo subjects and not openly discussed in any of the groups. Only one woman felt confident and able to talk openly about her experience of domestic violence. The lack of support and difficulties of speaking out were highlighted for Asian women experiencing these difficulties.

### **Experiences of racism and using race equality services**

The majority of women consulted had not heard of the RECs or knew of the services they provided. Only three women had heard of them; one woman used the service to obtain some advice regarding bullying and said the advice she received was quite useful. The other, had not used the service directly but commented that it was largely 'male dominated'. The third woman echoed this and felt men controlled the REC and women were not represented or involved in the REC. She felt strongly that if a similar organisation were to be set up then women should have equal involvement and representation.

When first asked about racism, many women did not feel that they had experienced racism and discrimination. However, later in sessions, the majority of women gave numerous examples of how they and their children were racially abused and discriminated against. This initial reluctance may have been because of women needing time to feel safe to speak about their experiences. Alternatively, regarding such treatment as part of everyday life may be a way of women coping with a situation over which they feel they have no control.

Some common themes which illustrate their experiences of racism were:

- noticing teachers treating white children better
- 'subtle' racism by work colleagues
- being attended to in health centres and in shops after white people, even though they had arrived first
- being ignored by medical staff and not being kept informed of treatment. A woman who attended hospital with her injured child described how she was told to come back the next day with someone who spoke English
- being patronised by white professionals, who spoke to women as if they somehow lacked understanding. This was particularly raised by women who spoke English well.



- being spat at by children in the street, called abusive names and experiencing racist jeering from youths in cars.

On the whole, women felt that there was less racial tension within the younger generation, however, there was a general consensus that service providers did not understand community issues and needs, otherwise appropriate services would be provided. In the words of one woman: **'All services should be available for us equally'**.

The discrimination faced by some women left them feeling powerless and angry, and particularly vulnerable in areas away from their homes. The majority of women stated that they did not feel safe in local town centres. Some women said it was because they tended not to go out much, or if they did they were rarely on their own; others said it was because of experiences of racism. Nearly all of the women lived in predominantly Asian neighbourhoods where they felt safer.

### **Ways forward to meet women's needs**

This subject area created an enthusiastic response and Asian women were hopeful that something positive would come from their contributions.

Below is a summary of particular ways forward identified by women:

- The need for easier access to libraries, computer classes and arts/crafts based courses was raised as a means of developing opportunities for learning and countering the isolation of caring for children at home.
- Creches were called for, since childcare responsibilities presented difficulties for women who were keen to work or continue with their education.
- Generally women recognised the overall benefit of learning English to build their confidence and help gain employment. More English classes were requested.
- All of the groups expressed the need for some kind of 'women-only centre' that operated a drop-in service where women could access a range of advice and information from health awareness to employment opportunities. Access to a free phone help line was also suggested. Such a centre was also considered vital for women to socialise, gain support and arrange day trips out of the area.
- Women across all ages expressed the need to have access to some form of women-only exercise and sports facilities. Exercise was seen as an integral part of their well-being.
- Women felt confidentiality was a major priority and wanted some assurance that they could access help without personal details being passed to others without their consent.
- All of the women felt that a well-publicised accessible interpreting service, and access to bi-lingual workers was essential.

## **Findings from consultation with young women**

### **Barriers young women face when accessing services**

The vast majority of young women described spending most of their time outside school/college hours at home, helping with domestic chores or watching television. A handful of women worked either full-time or part-time and a further few women said they spent time visiting friends or family. A small minority of the women made use of homework clubs, youth clubs, sports facilities, or local parks.

Young women were not aware of many services in their area apart from the local youth club, homework club or sports centre. Homework clubs were considered a good way of meeting new friends, receiving help with homework and better than staying at home. Young women felt that there was a lack of information about services for young people in general and that recreational facilities, for example, parks and youth clubs were rundown and poorly equipped. There was consensus that services for young people were poor and could be improved by improving outdoor play areas, providing well organised youth clubs and having access to up-to-date information on activities in the area.

A large proportion of young women had not accessed any type of advice agency in their area. Of the small number of young women that had, one young woman accessed the careers service in college and found it helpful; two young women used advice centres in their local areas for immigration advice and benefit information; they felt the service was okay. One young woman described how she confided in a youth worker but her confidence was broken. The mistrust of workers prevented a number of young women from feeling confident in seeking help and support from advice agencies and, therefore, they described how they preferred to internalise their problems, or speak to a friend or family member regarding the matter.

Young women did not feel that they were allowed out by their families, and were therefore discouraged from using services other than school, homework clubs and further education colleges.

Bangladeshi young women felt that services available to the Bengali community were very poor and that there were no specific services, other than the homework club, for young people of their cultural background. Although they knew of local community centres, they felt that Pakistani people largely dominated them and sometimes community conflict prevented them from using the centres.

### **Issues affecting young women**

A wide range of issues were discussed which affected young Asian women. These included exam pressure, mental health and depression, relationship issues, family conflict, cultural issues, drugs/alcohol, safety, domestic violence, child abuse, discrimination and racial harassment.

Many of the young women felt that parental pressure was a big issue, particularly as many were expected to leave school or further education and consider marriage. Nearly all of the women described how they wanted opportunities to further their education or seek employment, or just feel in control of their own destinies. Some young women described how problems at home had detrimental affects on their mental health resulting in young women feeling depressed and isolated. Young women also felt that there was a misconception by parents who felt if their daughters were empowered to make more choices about their future, they would somehow be seen as **'out of control'**.

Many young women felt that they were treated worse than men. In the words of one young woman: **'I would rather be a boy because they get treated better than girls.... Is there any point in studying or working, as it will only end in an arranged marriage. Can I reach the goals I set myself? Can I do anything I want to...'**

Some young women also spoke of feeling safe in their own communities but less safe if they were ever away from home. Other young women described how drug use was a major problem in areas where they lived, which often made them feel unsafe in their own neighbourhoods. Experiences of racism, fear of rape or attack and sexual harassment by men from Asian and white communities, were other areas that young women highlighted as concerns for their own safety.

### **Experiences of racism and using race equality services**

Only two of the young women had heard of the REC but had not used the service directly. One young woman obtained some information from the REC for a school project and found the service useful.

The vast majority of young women felt that race and sex discrimination were big issues for Asian women. Only one young woman felt that things were better because there was more tolerance between white people and Asian. The general feeling was that white people had a stereotypical view of their lifestyles and tended to make racist assumptions.

This was particularly prevalent in schools and colleges where at least half of the young women had experienced some form of racism from teachers or students. They described a range of ways in which they were racially abused, were bullied when they wore traditional dress and told they **'smelled of curry'**. Asian young women felt that they were not encouraged to go on and consider furthering their education because teachers assumed they would leave and get married. A number of women felt that some teachers gave white students more attention and that Asian students were treated differently and sometimes with suspicion. When asked about complaints procedures in school, a small handful of young women said they would speak to a teacher, however the vast majority said they did not know who to turn to.

A handful of the young women spoke about a close family member who had been subjected to some form of racial abuse or violence. These young women felt that authorities such as the police and the local council did not listen to individuals and that their families had received little support.

There were mixed views as to whether local councils were aware of the needs of their communities. Some young women felt they were helpful but did not always take immediate action, whilst others felt that they were only interested in servicing the needs of the white community. A small number of young women in particular felt that the police had poor relations with the community and appeared unhelpful and often vague in their actions.

### **Ways forward to meet the needs of young women**

There was a degree of similarity in some of the themes raised by both young and women over 25. These included:

- Provision of women-only services, since they felt inhibited if men were present and also felt more comfortable discussing issues with women.
- The need for a confidential service to provide them with advice and guidance on a range of problems, such as exam pressure, family issues, health awareness and drugs/alcohol awareness.
- The provision of helplines and drop-in centres for young women to discuss issues and gain counselling.
- Recreational facilities and meeting places which were provided in safe venues and allowed them access to organised trips.
- Access to women only sports facilities.

### **Findings of consultation with young men**

A common thread running through the consultation with young men was initial distrust and apprehension of the process, however in most cases men did open up and discuss wide ranging issues about their lives.

### **Barriers young men face when accessing services**

For young men, there was a marked emphasis on spending time with friends, alongside activities such as attending the mosque, playing sports, doing homework and watching television. This was in marked contrast to the home-based activities described by young women. However, there was still an overwhelming feeling that there was very little service provision for young men and that what existed was totally inadequate.

The most popular facilities were those offering sports activities, with youth centres and homework clubs being used to a lesser degree. The quality of these services varied widely. For example, whilst some of the newer sports facilities were spoken of favourably, they were generally felt to be expensive and beyond many people's financial means. Whilst some youth centres were spoken of favourably, there appeared to be little issue-based work being delivered and respondents raised issues about the skills of some workers to deliver this. Youth facilities were generally described as being very cramped

and inadequate. Outdoor facilities were felt to be particularly poorly maintained and hence un-usable. Whilst some individual workers were highlighted for their commitment, there was a general dissatisfaction with the level of interest and support demonstrated by workers.

The majority of young men had no knowledge of advice agencies. The Careers Service was the only service that had been accessed, however it was generally not felt to be useful. A number of men commented that one advice agency was avoided because it was known to distribute contraception and they could not risk being associated with this. Most respondents said that they would go to family or friends if they needed advice, however it was acknowledged that there was nowhere to go for confidential advice. Whilst a minority of young men would approach Asian youth workers or tutors for advice, issues were raised about confidentiality: **"If I went to a place like that (an Asian project) they'd say 'Right, your dad's going to have to know.....I don't think there'd be any confidentiality'"**. There was also a consensus, however, that problems should be kept within their own communities and that disclosing their problems to a white worker would be futile anyway as they wouldn't understand the issues.

A common theme ran through the feedback of not being listened to or even having their needs acknowledged. One 12 year old boy was **'shocked'** that someone wanted to know what he thought, although he said it **' was a good shock'**.

### **Issues affecting young men**

Young men talked about a wide range of issues which affected their lives, however strong themes were of pressure related to studying, alcohol, drugs, discrimination and safety matters.

There was agreement that pressure about studying came from within families as it was generally felt that teachers were not interested in them. Many examples were given of lack of support from teachers regarding racism, of teachers having low aspirations of Asian students and of young Asian men being perceived as a threat. One young man explained: **'Because we're Asian, they (teachers) think we're not going to get anywhere. Because we mix with people from our own area, we tend to walk round in groups. They see it as a bad thing and think we're going around for trouble.'**

There was consensus among older respondents that use of alcohol and drugs (mainly cannabis) was widespread and caused major problems. It was felt that there were no appropriate agencies to offer advice and support on these. One young man, who described having problems with alcohol and depression after his relationship ended, explained: **'I'm trying to quit at the moment, I haven't drunk for a month so basically, I've done it all on my own will. There was nowhere to go, no-one to give me advice'**. Young men appeared to be very conscious of how their actions would reflect on their families: **' I know it's wrong to drink, it's against my religion to drink, and**

**if my dad found out he'd kill me. I'm always scared for my parents because what are other people going to think?'**

A strong theme regarding safety ran through the individual and group responses, which amounted to young men feeling safe in their locality with their friends but were very apprehensive about venturing outside their community boundaries, especially in the evenings. There was a consensus that they '**hang about**' in groups, because they felt safe.

Many young men spoke of acting as interpreters for their mothers and other female relatives, which they explained was necessary since they had little opportunities to go outside to improve their English.

Young men were specifically asked about issues related to child abuse and domestic violence and they generally felt that one would only know of such things if they were happening in their own home. However the groups particularly stated that they thought domestic violence was occurring in large numbers of families.

### **Experiences of racism and using race equality services**

A small minority of respondents had heard of RECs, but had not used them and had little information about their purpose. There was overwhelming agreement that they would not go outside their communities to get advice on racism and very few respondents would consider going to the police.

Young men described experiences of racial discrimination and harassment covering a multitude of areas. Many examples were given of discrimination and racism in the schools young men had attended. Throughout their lives their experience was that nothing was done about racism and they commented that some of the racist abuse and 'jokes' were from teachers. A significant number of men commented on the lack of facilities for praying at school and the lack of recognition and respect given to Islam.

Respondents spoke of being followed round by store detectives, of being targeted by police officers, of being subjected to racist abuse and violence on the streets. Three men spoke of racist attacks on them. One man spoke of attending a conference in which a white man complained "**What really bugs me is every shop I go into theres's a woman who can only say 'yes', and 'no' and 'thank you'". There were about four or five Asians in the room and a hundred whites and everyone started laughing. No one said anything and all we could do was sit there, we couldn't say anything back**'.

When discussing services or agencies, the respondents felt discrimination was a regular occurrence. There was a general suspicion of complaints procedures, which one young man summed up: '**You've just got to forget about it, what else can you do? You've no idea where the complaint's going to go. The person investigating the complaint is someone from the agency**'.

Many young men felt that there was no point seeking advice as it would not change anything - racism was an inescapable fact of life. A comment made by a twelve year old boy demonstrated this clearly: **' My friends are not that racist. I just ignore them'**.

### **Ways forward to meet the needs of young men**

Young men raised a range of issues regarding ways in which existing services could be improved, alongside calling for new services which were appropriate to young people:

- Whilst it was felt that it would be constructive to have some mixed facilities so that young men and women could share views, it was generally agreed that young women might not feel at ease and that elders would not agree to this.
- It was felt that service providers had no idea of communities' issues, young people's issues and how to offer services appropriately, but this could easily be remedied by involving young people in planning service provision.
- Affordable sports facilities were called for and a wide range of advice, information and issue-based activities in adequately sized and resourced venues.
- Asian staff were called for who understand the issues, understand confidentiality and are adequately trained.

One young man summed it up: **'If the Council want to improve the area, they need to show or provide facilities that broaden the minds and horizons of people here'**.

### **Section 6**

#### **What happens next?**

- A full report has been submitted to the steering committee, which contains a summary of the consultation feedback as above and a number of proposals on possible ways forward.
- An executive summary of this report is currently being prepared for translation into Urdu and Bengali for dissemination.
- The steering committee have stated that they hope to make a decision about how they intend to proceed as soon as possible.

## APPENDIX 1

### East Lancashire Development Unit Steering Committee Members

<b>Name</b>	<b>Organisation</b>
Ian Monteith	Burnley Borough Council
Cllr Peter Kenyon (Vice-Chair)	Burnley Borough Council
Bhavna Patel	Commission for Racial Equality
George Garlick (Treasurer)	Hyndburn Borough Council
Cllr Russ Davies	Hyndburn Borough Council
Clive Giddings	Lancashire County Council
Cllr Ken Spence (Chair)	Lancashire County Council
Phillip Mousdale	Pendle Borough Council
Cllr Mohammed Latif	Pendle Borough Council
Steven Hartley	Rossendale Borough Council
Cllr Margaret Talukdar (replaced Cllr Holt Jan 2001)	Rossendale Borough Council



## APPENDIX 2

### Breakdown of participants in community consultation (work carried out by DRC & T)

#### Local workers

In depth interviews with 12 female and 5 male workers across the four areas.

#### Women over 25

Individual questionnaires were completed with 12 women over 25, as follows:

<b>Ethnicity</b>	<b>Number of women</b>
Pakistani	10
Bangladeshi	1
Pathan – hinko	1
	12

Group sessions consisted of 78 women, as follows:

<b>Ethnicity</b>	<b>Number of women</b>
Pakistani	67
Bangladeshi	8
British Muslim	1
Iranian	1
Indian	1
	78

#### Young Women

Individual questionnaires were completed with 31 young women, as follows:

<b>Age</b>	<b>Number of women</b>
11 – 16	18
17 – 25	13
	31

<b>Ethnicity</b>	<b>Number of women</b>
Pakistani	26
Bangladeshi	4
British Muslim	1
	31

Group sessions consisted of 18 young women, as follows:

<b>Ethnicity</b>	<b>Number of women</b>
Pakistani	5
Bangladeshi	8
British Muslim	5
	18

## Young Men

Individual questionnaires were completed with 21 young men as follows:

<b>Age</b>	<b>Number of men</b>
12 - 16	13
17 - 25	8
	21

<b>Ethnicity</b>	<b>Number of men</b>
Pakistani	14
Bangladeshi	4
British Muslim	1
British Asian	1
Black African	1
	21

Group sessions consisted of 40 young men as follows:

<b>Ethnicity</b>	<b>Number of men</b>
Pakistani	33
Bangladeshi	7
	40

## APPENDIX 3

### List of Participants

#### ORGANISATION

Accrington and Rossendale College  
Accrington, Church & Great Harwood Partnership  
Age Concern Hyndburn  
Age Concern Lancashire  
Age Concern Ribble Valley  
Ashiana Housing Association  
Asian Community Forum  
Asian Sports Association  
AWAAZ Group  
Bangladesh Welfare Association  
Blackburn with Darwen Primary Care Trust  
Blackburn with Darwen Racial Equality Council  
Blackburn, Hyndburn & Ribble Valley Healthcare NHS Trust  
Brierfield Arts & Culture Project c/o Mid Pennine Arts  
Building Bridges  
Burnley & Padiham Community Housing  
Burnley & Pendle Asian Youth Council  
Burnley & Pendle TUC  
Burnley Borough Council  
Burnley College  
Burnley Community Advice Centre  
Burnley Health Care NHS Trust  
Burnley, Pendle & Rossendale Community Health Council  
Burnley, Pendle & Rossendale CVS  
Churches Together in Central Burnley  
Citizens Advice Bureau Accrington  
Citizens Advice Bureau in Colne  
Colne Primet High School  
Commission for Racial Equality  
Communicare NHS Trust – Accrington  
Community Advice Centre  
Community Council of Lancashire  
Co-ordinated Service for Learning Support  
Daneshouse Road Advice Centre  
East Lancashire Advocacy Service  
East Lancashire Careers Services Ltd  
East Lancashire Deaf Society  
East Lancashire Drug Services  
East Lancashire Health Authority  
East Lancashire Partnership  
Edge End High School  
Eltec Ltd  
Faculty of Health, University of Central Lancashire

Faisalabad Welfare Association  
Federation 2000  
Gannow Community Association  
Hamdard Centre  
Haslingden Community Forum  
Heasandford Primary School  
Hillside Nursery School  
Hussainia Young Muslims Association  
Hyndburn & Ribble Valley CVS  
Hyndburn & Rossendale TUC  
Hyndburn Bangladesh Welfare Association  
Hyndburn Borough Council  
Hyndburn Domestic Violence  
Hyndburn First  
Hyndburn Leisure Services  
ITHAAD Advisory Service  
Lancashire Constabulary  
Lancashire County Council  
Lancashire Fire & Rescue  
Lancashire Parent Partnership  
Lancashire Probation Service  
Lancashire Wide Network for Minority Ethnic Women  
Lancashire Youth Association  
Lancashire Youth Clubs Association  
LCC Welfare Rights Service  
LCC Youth & Community Service ( East Lancashire)  
LCC Youth & Community Service (Burnley)  
LCC Youth & Community Service (Hyndburn)  
Lifeline East Lancashire  
Maa Aur Bachay  
Making Space  
Masjid-E-Bilal and Islamic Centre  
Maundy Relief Trust  
Moorhead County High School  
NE Lancs MIND  
Nelson & Colne College  
New Era Enterprises Ltd  
North West Arts  
Outreach Services Education  
Pakistan Islamic Centre  
Pakistan Welfare Association  
Pakistan Women's Association  
Pendle Borough Council  
Pendle Disability Forum  
Pendle Pakistan Welfare Association  
Pendle Partnership  
Pendle Womens Forum  
Preston & Western Lancashire Racial Equality Council  
Racial Equality & Community Participation Project  
Raza Jamia Masjid

Ribble Valley Borough Council  
Ribblesdale High School  
Rossendale Borough Council  
Rossendale Domestic Violence Forum  
Rossendale Islamic Heritage Society  
Rossendale Taxi Drivers Association  
Sacred Heart Primary School  
South West Burnley Community Development Trust  
Spring Hill County Primary School  
SS J Fisher & T Moore RC High School  
St Philips C of E School  
Staying Put  
Stoneyholme Nursery School  
Sustainability Action Partnership  
The Salvation Army  
Townhouse School  
Voluntary Sector North West, St Thomas St, Manchester  
Walton High School  
West Craven Technology College

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- ◆ Amanda Embley and Asiya Riyazuddin (East Lancashire Partnership) for helping to organise the consultation events and undertaking administration for the project as a whole.
- ◆ East Lancashire Partnership for hosting the project

## **Appendix 7a**

### **MEDIA ANALYSIS PRIOR TO THE DISTURBANCES**

#### **Introduction**

Prophecy Public Relations was asked by Burnley Task Force to undertake an independent evaluation of the print media coverage in the 10 weeks prior to the public disturbances in June 2001. The objective of the report was to analyse the content of media and make suggestions as to whether or not local newspapers may have had an influence on local public perceptions. It is hoped that the report will help Burnley Task Force to assess trigger points in the past, formulate future communications strategy and identify perception gaps that may currently exist.

The report was based on over 100 cuttings provided by Burnley Borough Council. However, despite having been approached on a confidential basis, the local media declined to make any comment for the purposes of the report. They press however have stated their willingness to cover positive news stories.

#### **CONCLUSIONS OF MEDIA ANALYSIS BY PROHECY**

Prophecy Public Relations noted that the local newspapers appear for the most part to have provided a balanced view on the issues they reported. Although reporting was fair there were a number of issues which attracted a great deal of media exposure that could be considered as likely to add to tension between local communities.

Only the most controversial issues were selected for consideration in this report and the quantity of coverage showed a marked increase as the weeks passed, peaking in mid May and remaining high throughout June. The increase also drew attention to several difficult issues\* and Prophecy Public Relations suggest that this could have contributed to escalating tensions.

**Issues\*:** Asylum seekers, Regeneration and Investment Issues, Interracial abuse, Anti-social Behaviour, Crime, Election Issues, Borough Council Performance, Candidates Behaviour, BNP, Anti Nazi League, Pro multiculturalism / Positive Discrimination and Taxis

## Summary of Press Coverage

- Crime appeared to be concentrated in particular geographical areas. Although it was not the function of the report to draw conclusions from this, Prophecy Public Relations surmised that anyone basing their opinion of Burnley on local coverage - the pattern of crime mentioned was consistent with deprivation in particular areas.
- Of great concern were the perceptions drawn from coverage of financial investment. During the time period examined the projects featured in newspapers showed a great emphasis towards positive discrimination.
- There was a very low level of apparently racially motivated crimes reported. There was no great disparity between crimes against any particular racial or ethnic group. The majority of crime reported was related to other motivations such as drugs, theft and vandalism.
- Arson was an issue that was hotly debated in the local press. The quantity of derelict housing stock in Burnley is seen to encourage acts of vandalism among youths.
- Taxis and Private Hire vehicles appear to be an emotive issue and has attracted a lot of coverage in local press. Tensions are evident both from taxi drivers, who face danger and 'unfair' council rulings and also from residents inconvenienced by strike action and unsafe private hire cars.

## **Conclusions**

Prophecy Public Relations conclude that the extent and increase in the quantity of coverage of difficult issues - towards the time of the public disturbances could indeed have contributed to tensions between communities in Burnley. This is not to say that the local media have not reported events fairly and in an even handed manner.



**Recommendations**

Burnley Task Force must seek out misconceptions and corresponding gaps in media coverage and seek to address them proactively by communicating with the local population and media.

## **Appendix 7b**

### **SUMMARY OF ANALYSIS OF POST MEDIA COVERAGE**

#### **Introduction**

Prophecy Public Relations were asked by Lancashire Constabulary and Burnley Task Force to complete an independent analysis of media exposure relevant to police activity which took place during and after the public disturbances in Burnley in June 2001. The analysis only relates to the communications objectives of Burnley Borough Council and provides an overview of the key messages, makes general observations and makes recommendations for areas of future improvement. Prophecy examined over two hours of broadcast material and over 350 press cuttings and this was based on analysis of media coverage gathered by Burnley Borough Council. It should be noted that as Prophecy Public Relations were not present at the media briefings they could not make observations on information disregarded by the media.

#### **Communication Strategy**

Prophecy Public Relations noted that the close co-operation between the police and council was a common sense approach in view of the priority to restore public order. The joint activity which took place was on the whole, successful in delivering messages of reassurance to the general public. The main communications objective of Burnley Borough Council was to reassure residents that the causes of the disturbances would be investigated and acted upon. The overall communications strategy was successful and the outcome for the most part provided effective communication with the residents of Burnley. However, despite a solid strategy, however, some objectives were undermined by a few individuals following their own agenda.

## **CONCLUSION OF POST MEDIA COVERAGE REPORT**

### **Analysis of Print Media**

The take-up of the joint key messages in the print media was successful. Individual councillors acted as readily available spokespersons for the media and although they were discouraged from doing so gave interviews to the press. While not damaging in the overall context, Prophecy Public Relations felt that it did lead to a lack of cohesion in messages – many of the councillors might not even have been aware of the preferred messages. This could have led to personal opinions being seen as official lines, consequently weakening the main effort.

### **Analysis of Other Media**

On analysis Prophecy Public Relations noted that Councillor Stuart Caddy in particular and a number of other spokespersons were successful in emphasising the message that there would be action in the wake of the disturbances. There were numerous mentions of the Task Force as well as calls from various parts of the community for peace and harmony. Despite Councillor Caddy's best efforts, other spokespersons, including fellow Councillors, had the unfortunate effect of distracting from the most important messages to the community by taking the discussion off at tangents.

Although it is in the nature of local councils to be political and a spectrum of opinion is essential it was, however, unhelpful during times of public disorder for individuals to make inflammatory remarks. E.g. the 'Newsnight' debate and on several occasions the BNP. Prophecy Public Relations concluded that public safety could have been placed at risk, by some individuals who added personal views to the debate before order was assured. Calls for public order had to compete with political opinions and wide ranging speculation regarding the causes of the disturbances.

Prophecy also noted that many spokespersons added to the debate – as a result later messages became confused and lacked cohesion. Misinformation and rumours also added to confusion. Burnley Borough Council would have been a far more effective communicator if simple, clear messages could be agreed across all representatives and a small number of key spokespersons nominated (preferably media trained). The unfortunate debate on 'Newsnight' particularly highlights this need.

The analysis states that the frequent references to the role of the BNP by many (if not all) spokespersons had the effect of actually creating a platform for them. The BNP had numerous opportunities to put their point across, and although no media representatives gave them a sympathetic hearing, well meaning condemnation can have the undesired effect of actually raising their profile.

## **Communications Resources**

Despite the best efforts of small and hard working communications team it is evident that misconceptions and confusion are highly evident within the communities of Burnley. There appear to be particular concerns with regard to placement of investment within the town.

This is plainly a resource issue. It is the recommendation of this report that a communications audit or assessment be undertaken. This would ensure that adequate resources are in place to communicate clearly and effectively the full range of activities undertaken by the Council to all sections of the local community. This resource might also perform the function of providing a 'Corporate Voice' for Burnley Borough Council, something it currently appears to lack. This non-political voice could communicate the work of the council that has been agreed by members and will be implemented.

Appendix 8

**LANCASHIRE COUNTY COUNCIL**

**ADVICE TO THE BURNLEY TASK FORCE**

**INFORMATION CONCERNING SCHOOL-RELATED EDUCATION  
SERVICE PROVISION IN BURNLEY**

The following information is supplied by the County Council to inform the Burnley Task Force of key issues relating to school-related education services in the District.

**A. CONTEXTUAL INFORMATION**

1. Lancashire has a very sophisticated data analysis system - the "Value Added Project" which enables the progress of every individual pupil in the Authority to be monitored and for analysis to be undertaken including reference to pupils' gender and ethnic origin. This leads to **key school improvement foci** being determined for each District and in Burnley these have been identified as follows:-

**Key Stage 1**

- Improve standards in reading and writing for girls.
- Raise the attainment of Pakistani and Bangladeshi heritage pupils in reading\*, writing\* and mathematics\*.

**Key Stage 2**

- Improve standards in English for girls.
- Improve standards in mathematics for boys and girls.
- Raise the attainment of Pakistani and Bangladeshi heritage pupils in English\* and mathematics\*.

**Key Stage 3**

- Improve standards for boys\* in English\* and mathematics.
- Improve standards for girls in English and mathematics.
- Narrow the gap in performance between boys and girls in English.
- Raise the attainment of Bangladeshi\* heritage pupils in English.
- Raise the attainment of Pakistani\* and Bangladeshi\* pupils in mathematics.

**Key Stage 4**

- Increase the percentage of boys\* and girls achieving 5 or more GCSEs at Grade C or above.
- Narrow the gap between the percentage of boys and girls achieving 5 or more GCSEs at Grade C or above\*.
- Narrow the gap between the percentage of boys and girls achieving 1 or more GCSEs at grade G or above.
- Improve the average GCSE point score achieved by boys\* and girls.

- Increase the percentage of Bangladeshi\* pupils achieving 5 or more GCSEs at Grade C or above.
- Increase the percentage of Bangladeshi\* pupils achieving 5 or more GCSEs at Grade G or above.

\* represents LEA wide foci for improvement

2. The **performance of Burnley** schools is monitored overall and the position of these schools compared to all schools in Lancashire is as follows:-

	As at 9 Oct 2001		12 months ago	
	Burnley	Lancashire	Burnley	Lancashire
<b>Schools in OFSTED Special Measures</b>				
Primary	0	2 (0.4%)	2 (0.4%)	6 (1.2%)
Secondary	0	0	0	0
Special	0	0	0	0
PRU	0	0	0	0
<b>Total</b>	<b>0</b>	<b>2 (0.3%)</b>	<b>2 (0.3%)</b>	<b>6 (0.9%)</b>
<b>Schools with OFSTED Serious Weaknesses</b>				
Primary	*4 (0.8%)	12 (2.4%)	4 (0.8%)	20 (4.0%)
Secondary	1 (1.1%)	4 (4.5%)	0	3 (3.4%)
Special	0	0	0	1 (3.2%)
PRU	0	0	0	0
<b>Total</b>	<b>5 (0.8%)</b>	<b>16 (2.5%)</b>	<b>4 (0.6%)</b>	<b>24 (3.7%)</b>

\* Two of these schools are scheduled to close as part of the reorganisation proposals referred to in Section A4 overleaf.

Information from OFSTED Inspection Reports since 1 January 2000 has shown the following to be areas for school improvement in Burnley schools:-

- Attainment of EAL pupils
- Teaching in general
- Management by the Headteacher and co-ordination
- Professional Development of staff
- Use of ICT
- Assessment
- Curriculum planning
- Attendance
- Accommodation
- Links with parents

### 3. Pupil Numbers In Burnley

#### (a) Primary Schools: Pupil Forecasts

District	Assessed Capacity	Total Nor January 2001	Unfilled Places*	Unfilled Places As % Of Capacity	Estimated Pupil Nor January 2005
Burnley	9,430	8,595	835	8.85	7,703
<b>Lancashire Totals</b>	<b>108,689</b>	<b>99,096</b>	<b>9,593</b>	<b>8.83</b>	<b>90,830</b>

The level of unfilled places in Burnley (District 12) primary schools in January 2001 was 835, approximately 9% of the total capacity. Pupil forecasts indicate that the level of unfilled places could double by January 2005. In both cases, these figures are broadly in line with the County average.

The review of primary (including nursery) provision which has been completed in Burnley has been followed by proposals (including statutory proposals) which should remove about 1000 unfilled places, and should also improve the building stock.

#### (b) Secondary Schools: Pupil Forecasts

District	Assessed Capacity	Total Nor January 2001	Unfilled Places (Excess Pupils*)	Unfilled Places As % Of Capacity	Estimated Pupil Nor January 2005
Burnley	7,436	6,406	1,030	13.85	6,497
<b>TOTALS</b>	<b>77,506</b>	<b>74,974</b>	<b>2,532</b>	<b>3.27</b>	<b>77,224</b>

The level of unfilled places in Burnley (District 12) in secondary schools was 1030, almost 14% of the assessed capacity in January 2001. This is the highest level in the County and four times the average. Estimates suggest that although the level of unfilled places in all Districts will reduce to some extent in the period to 2005, the impact in Burnley is likely to be marginal, and pupil numbers may decline below current levels in the period 2005 - 2008.

Approval has been given by DfES to the development of a City Learning Centre, to be based in a secondary school within the Burnley Excellence in Cities cluster.

#### 4. New Buildings Development

Name of Initiative	Brief Description
Provision of new 420 place Primary School with 26 (FTE) Nursery Class (Burnley Central)	Amalgamation of Hargher Clough Primary, Coal Clough Primary, Myrtle Bank Infants and Myrtle Bank Nursery Schools.
Proposed Neighbourhood Learning Centre	Proposed incorporation of NLC provision. Possible re-use of some existing buildings by community education, health etc.
Provision of new 420 place Primary School and 26 (FTE) Nursery class (Rosehill).	Amalgamation of Rose Hill Nursery, Infants and Junior Schools and Healey Wood Infant in a new building on the Rosehill site.
Amalgamation Burnley Wood/Todmorden Road Primary Schools to create a 350 place school.	Provision of extension/remodelling at Burnley Wood. Incorporating Special Education Resource Facility (SERF).
Proposed Neighbourhood Learning Centre	Proposed incorporation of NLC provision.
City Learning Centre	Provision of new build on site to be determined (feasibility study to be undertaken at Towneley High School) plus ICT equipment etc

#### 5. Admissions To Secondary Schools Community and Controlled Schools

School	Admission No.	1st Preference Received For August 2001 (Yr 7)	Final Allocation August 2001*
Barden	175	47	83
Gawthorpe	149	120	150
Habergham	173	217	176
Ivy Bank	182	262	208
Towneley	155	151	164
Walshaw	188	156	181
<b>Total</b>	<b>1022</b>	<b>953</b>	<b>962</b>

#### Aided Schools

St Hilda's Rc	150	170	155
St Theodore's Rc	134	140	132
Sub Total:	284	310	287
<b>Total</b>	<b>1306</b>	<b>1263</b>	<b>1249</b>

\* after appeal

Admission arrangements to Burnley Community Schools are kept under regular review and were the subject of a major public consultation in the mid-1990s. The County Council has not yet been able to identify a more satisfactory method of allocating places than that which currently applies, but it remains the case that the first preference



allocation rate is high. Difficulties emerge primarily from not being able to meet second or third preferences for pupils whose first preference is not successful. The County Council will continue to work with interested parties with a view to improving the overall position. This will be particularly important as the secondary school intake increases up to at least 2005.

## 6. Exclusions

Exclusions from Burnley Secondary Schools 1999/2000 and 2000/2001.

Academic Year	No of Permanent Exclusions	Rate per/1000 pupils	No of Fixed Period Exclusions	Rate per/1000 pupils	Total days lost
<b>1999/2000</b>	23	3.6	386	60	1238
<b>2000/2001</b>	30	4.6	540	84.3	2307

## 7. Attendance for the last available school year is as follows:

	Lancashire	Burnley
<b>Primary Schools</b>		
% Authorised absence	5.1	5.1
% Unauthorised absence	0.3	0.5
<b>Secondary Schools</b>		
% Authorised absence	7.8	8.5
% Unauthorised absence	0.8	1.0
<b>Special Schools</b>		
% Authorised absence	9.3	11.0
% Unauthorised absence	2.8	0.9

## 8. The Lancashire Agreed Syllabus (LAS) For Religious Education

The Syllabus is designed to provide a good basis for pupils to 'live in an integrated and multi-cultural society' in that

- it is based on a "shared human experience" approach
- the six principal religions form the basis of the syllabus, but there is facility for schools to choose combinations of units and depth of study to reflect local circumstances
- it promotes learning from Religion not just about Religion
- through an enquiry approach, it enables pupils to reflect on or affirm faith
- it encourages the development of insight into the 'lived experience' of faith groups
- underpinning the Syllabus is the intention that it will (i) enhance understanding of the religious and cultural traditions of local communities and (ii) recognise and value cultural and religious diversity in a multi-faith society (thereby promoting community, religious and racial harmony).

- Clearly, the extent to which the Agreed Syllabus achieves these intended outcomes is dependent upon the management and quality of delivery within the school setting (and also the quality of support, training and materials available to schools).
- In terms of the Burnley context, OFSTED reports and examination results indicate a 'mixed bag' in that there are schools where the teaching of RE / provision of Collective Worship is excellent – in others it is identified as unsatisfactory or a key issue for action.
- The Lancashire Agreed Syllabus does not apply to Aided schools (although the Blackburn CE Syllabus draws upon the LAS).

## 9. County In-Service Training Programme

The County Council is a major regional supplier of continuous professional development opportunities for teachers.

- The County provides courses on all six of the principal religions. Details are provided of the faith specific courses that have been run over the last couple of years (plus those that were undersubscribed so were cancelled). Also detailed are the numbers of schools attending, listed by district. The courses listed are almost entirely primary phase.
- It would be unwise to read too much into the course data provided, but in terms of the Burnley context, the pattern of attendance at courses is broadly similar to most of the districts, and is better than many. Overall, the balance of faith-specific courses that are put on tend to reflect the religious diversity of the County. Courses on Islam, Hinduism and Judaism are the best attended – with demand and attendance for Islam being slightly greater than the other two. This data gives us some information but it needs closer scrutiny to draw any definitive conclusions from it.
- There has been some involvement of faith group representatives in the planning and delivery of courses.

## B. DEVELOPMENT OF THE SERVICE

The information below refers to projects which are being undertaken in Burnley often in partnership with statutory and voluntary agencies to develop educational provision over and above the resources which have been delegated to nursery, primary, special and high schools.

1. **The Excellence Cluster in East Lancashire** involves 5 secondary and 10 primary schools the majority of which are in Burnley (the remainder serving adjacent areas of Pendle). This 3 year programme provides £950,000 to the primary schools and virtually £1,400,000 to the secondary sector. All participating schools are expected to use the resources to raise attainment and achievement for their pupils by undertaking school improvement and development working including learning mentoring, learning support units, programmes for gifted and talented young people and partnership focus of transfer and transition from Key Stage 2 to Key Stage 3. This Excellence Cluster made a very promising start and discussions with members of the DfES Standards and Effectiveness Unit shows that this is recognised nationally.
2. From Standards Fund, the County Council have been able to allocate revenue and some capital funds to both Towneley and Barden High Schools (within the Excellence Cluster) to provide a **Learning Support Unit** within each school.

The County Council is funding from centrally retained school improvement resources a specific project to raise overall levels of attainment and achievement at 7 primary schools the majority of which do not fall within the Excellence Cluster. Specialist advisers are attached to the schools with a view to improving the quality of leadership and management, raising overall levels of attainment and achievement, improving the quality of governance and raising parents self esteem. The main focus of research is linked to how schools prepare pupils to live in a culturally diverse society and how schools combat racist behaviour.

3. A number of initiatives have been determined or are being under consideration in respect of Sports and Arts.
  - (a) A £500,000 DfES allocation to provide space for sports and arts to enhance opportunities for participation in sports and arts by pupils and the local community is planned at Marsden Community Primary School (a school within the Excellence Cluster).
  - (b) Other schools within the Excellence Cluster have received £100,000 in Standards Fund money to fund Playing for Success, a scheme to raise attainment in literacy, numeracy, ICT particularly amongst disaffected pupils.
  - (c) A sports co-ordinators scheme is also operating within schools within the Excellence Cluster using a grant of approximately £150,000 from Sports England (Lottery). This is to improve sporting provision with a particular emphasis upon extra curricular activities for primary and secondary pupils.

(d) 2 secondary schools within the cluster are under consideration for a Sports College initiative.

4. The County Council is currently **reorganising both nursery and primary school provision** within Burnley as outlined at A4 above. The £2.093m capital grant bid for primary provision was allocated from April 2001 over 3 financial years. We are seeking to implement proposals which will improve standards, remove surplus places and add value to the community and provide revenue savings

Burnley is extremely well provided with nursery school provision and indeed the County Council has recently taken a small number of places out of use as part of the overall rationalisation of primary provision. However, we are looking to enhance present nursery school provision by extending the range and scope of services to meet the needs of children and families.

5. The **Sure Start** programme is now operating in the Danehouse and Stoneyholme wards providing the usual revenue expenditure and in addition approximately £750,000 capital expenditure. The over-reaching aim of the Burnley Sure Start project is to bring together a diverse community and support families to understand each other's cultures. The delivery plan was approved in August 2000 and the project launched by the appointment of a Manager in October of that year. The lead partner and accountable body for the project is Burnley Health Care Trust but the County Council has sought to play a full role in the work. You may have from others information about the work being undertaken within this project but our understanding is that the major work is being undertaken in respect of the adaptation of a post natal depression scale to ensure that it is suitable for use with Asian women, attempting to increase the rate of breast feeding within the area for health and psychological reasons, training local women as mother to mother supporters particularly within mixed communities and the introduction of parent and toddler groups linked with local schools.

6. The County Council is involved in a number of **health related initiatives** funded either through Standard Funds monies, SRB 6 or Health Authority resources. An indication of the programmes in which we are involved is given below.

(a) **The Burnley and Pendle Drugs Consortium** operates within all Burnley High Schools with a view to developing effective drugs education policies and procedures and provides training materials for drugs education co-ordinators.

(b) **An early intervention project (Drugs) with Lifeline** is available to all Burnley schools to guide them in the effective management of drugs related incidence. It is hoped that as a result there will be a reduction in the number of permanent exclusions for drugs related matters and that pupils and parents will have greater access to voluntary sector drugs workers.

(c) **Linked to the Community Safety Partnership**, the Burnley Drugs Task Group is a multi-agency task group which addresses local drugs issues through devising community-based strategies to reduce drug taking activity at a local level.

- (d) **The National Health Schools Standard** is a project undertaken with the Health Authority to assist all Burnley schools as part of the 2-year rolling programme. The intention is that all schools will be involved in the Lancashire NHSS programme in line with LEA and national targets.
- (e) **The Burnley Primary Care Group** is seeking to support all Burnley schools and their communities and the Education Service seeks to be represented consistently upon the Primary Care Group. Obvious priorities include drugs education, teenage pregnancies, mental health and physical fitness.
- (f) **The Burnley and Pendle Teenage Pregnancy Group** offers access to all high schools as required. Targets include a reduction in the number of teenage pregnancies and a more effective reintegration to education of young mothers.
- (g) **Innovation School Nursing (East Lancashire)**. This project is seeking to train nurses to work more effectively within schools particularly in relation to the Lancashire National Health School Standard.

## 7. **Work with Parents and Adults**

- (a) **Parental Education**. There is a large number of projects which seek to develop the self confidence and esteem of parents to be more effective supporters of their children's education. These involve providing previous FEFC funding to each school participating in the Parents as Educators project of £65 per person. Some parents have gone on to gain accreditation and are moving into paid employment within schools.

The Authority has funded through SRB a 7-year project which came to a conclusion in 1999 to raise achievement through parental involvement. This took place in 20 primary schools and details are available of the number of parents who took part in this activity.

- (b) A sum of £84,000 has been provided through Standards Fund to operate **family literacy** within 2 schools which are adjacent to the Excellence Cluster.
- (c) A sum of £10,000 has been provided from Adult Education resources to run **Dads and Lads reading programmes** within 8 nursery and primary schools within Burnley. As a result fathers have become more involved in their children's education.
- (d) Through the Basic Skills Agency a sum of £650 per school has been made available to 3 schools for a programme called "**Keeping Up with the Children**" to give parents a better understanding in how they can support their children in literacy and numeracy.
- (e) The County Council has given considerable support to Burnley Football Club to enable new opportunities funding to be gained in order to **promote girls' football** within the Burnley area.

- (f) The County Council has offered a very substantial programme of **non-vocational adult education** in the area usually in partnership with Burnley College. Outreach provision has been provided at over 15 separate outposts within the area offering training and education to those in the 19+ age-group. In addition to the family learning already referred to the Adult Education Service has offered apprenticeship training and hospital education, taster sessions, parental education in sen, partnership work with Lancaster University, specific provision for the deaf and also loaned lap tops to carers through Social Services' establishments.

## 8. **Neighbourhood Renewal and Education**

The County Council is fully involved with Burnley Borough Council in the **Neighbourhood Renewal Fund** work. A second tier education officer and the Youth and Community District Manager have been intimately involved with this work and the theme has been chosen Children and Young People in a Family Context and recently an adviser has been partially seconded to this work. Detailed consultations have taken place within the community and with statutory agencies and project ideas are currently being worked up within the community.

J K Wales  
Head of Pupil Services Division  
Education and Cultural Services Directorate

## SUBMISSION ON BURNLEY'S ECONOMY

### Employment Structure

***The 'top ten' employment sectors in Burnley may be split into two broad areas: public service and administration type activities and manufacturing. The health and social care sector is the largest employer in the Borough, employing nearly 5,000 people. The next four biggest employers are retail, public administration, business activity and education. Manufacturing also employs a significant number – 4,113 in the 'top ten' from a combination of textile, metal product and motor vehicle manufacturing. If the net is thrown wider to examine the twenty key employment sectors in the Borough, it becomes even more apparent that Burnley is dependent on manufacturing industry, with textile industries, and machinery and equipment being particularly notable.***

Underlying this picture of the top twenty sectors in Burnley are economic and employment trends of the past twenty years. Whilst manufacturing remains a key sector in the Burnley economy, it has declined since 1981, when the sector employed 45.5%. By 1998, it was 35.2%. On the other hand, service sector employment has increased in size dramatically, from 24% in 1981 to 61.8% in 1998. This is arguably reflected in the dominance of occupations such as health, retail and public administration at the top of Burnley's employment structure.

### Employment Concentrations

If Burnley's workforce is examined in the context of the workforce of Great Britain as a whole, it can be seen that Burnley is home to a significant percentage of the textile workers. 3.56% of textile weaving jobs in the UK are based in Burnley, closely followed by high concentrations of those working in the made-up textile articles and knitted fabric sectors.

If all textile jobs are counted together, Burnley employs 11.3% of the Great Britain workforce in various textile sectors such as weaving and manufacture of textiles, textile finishing, and the production of knitted and crocheted articles.

According to the 1998 figures, Burnley also has significant concentrations of those employed in the rubber product sector, which consists of one firm, Michelin, and also those employed in paper and paper board activities, and also in sectors concerned with the manufacture of motor vehicles and fabricated metal products. (Note: Michelin however announced the planned closure of its Burnley factory with effect from 31<sup>st</sup> March 2002)

### Job Vacancies

In 1999, the sectors with most vacancies were distribution, hotels and restaurants, and the banking and finance sector. These sectors represented over half of all jobs vacant. In the sectors which had a lot of vacancies to fill, manufacturing did not appear to experience a significant problem filling vacant posts. In distribution, hotels and restaurants, and banking and finance, however, recruitment was more of an issue. In the distribution sector, 21.6% of posts were not filled. In the banking and finance sector, 38.76% of posts advertised were not filled (Employment Service, 1999).

In 2000 (figures available for three quarters only), the picture was similar. Banking and finance provided 31.76% of job vacancies, 33.4% of which were not filled. Distribution was not as significant, forming 12.3% of vacancies, 24.5% of which were not filled (Employment Service, 2000).

This evidence of a high level of vacancies in the service sector may strengthen anecdotal evidence from the Employment Service that turnover in the service sector is high, and that it is often difficult to fill what are often low paid or part-time vacancies.

## **VAT Registrations**

VAT registrations broadly reflect the employment trends outlined above. Registrations for manufacturing businesses have declined over time, with 315 businesses registered at the start of 1994, and 285 at the beginning of 1999.

Business services is the only sector to have grown significantly over the period, with registrations increasing from 195 to 285 over the period 1994-1999. Again, this can be linked to our examination of employment figures, which have shown a similarly dramatic growth in service industries over the same period.

The stock of public administration and service industries has remained stable, as has the stock of education and health industries.

## **Manufacturing Industry**

It has been noted above that the manufacturing sector remains significant in Burnley's economic structure, despite the fact that it has declined in recent years. The reasons for this decline, and perhaps a continued cause for concern in this sector can be seen in two key measurements of manufacturing productivity – gross value added and net capital expenditure. Both reveal that Burnley is performing well below the national average.

In addition, most of Burnley's larger manufacturing companies are owned from outside the area, often from abroad, and these jobs have been more at risk of being relocated to low labour cost areas such as the Far East and Eastern Europe (TRW recently shed 450 jobs in this way).

## **Wage Levels**

Average weekly earnings in Burnley in 1999 were £351.70. This is 94.4% of the figure for North West weekly earnings, and 87.9% of the figure for earnings in Britain as a whole. Furthermore, average weekly hours worked in Burnley are above the national average of 40.0, at 40.8, with average overtime worked being 3 hours, compared to an average of 2.1 hours for the rest of the UK. This suggests that the Burnley workforce work longer hours for lower pay.

## **Unemployment**

Over the last two years, unemployment in Burnley has fallen steadily. During the period of March to August 1999, the unemployment rate was around the 4.0% mark. This fell



gradually to October 2000, when it reached a low of 2.7%. It remained at this rate until January 2001, since when it has been around the 3% mark.

The gradual decline in the number of people unemployed in Burnley reflects national trends. Great Britain as a whole has witnessed a decline in unemployment from 4.6% in March 1999, to 3.1% in July 2001.

However, unofficial figures from ILO/OECD belie the official figures and may give a more realistic picture of what 'true' unemployment rates are. The most recent (July 2001) unofficial rate sets unemployment at 5%.

The generally low level of unemployment in Burnley disguises the fact that there are in fact pockets of high unemployment in certain wards. The worst is the (former) Calder Ward area (now Bank Hall) whose official unemployment rate stands at 8.3% (July 2001), and the unofficial rate at 14% (July 2001).

Other wards with high (official) rates of unemployment are Daneshouse at 5.6% and Coal Clough at 4.7% (July 2001).

### **Long Term Unemployment**

As a percentage of the total number of unemployed people, long term unemployment in Burnley stood at around the 10% mark during the period January to September 2000, after which time it fell to 7%. Unemployment in the eight most deprived wards has followed a broadly similar pattern, beginning 2000 at 11.63% and falling to 7% by December 2000.

### **Official Deprivation**

The various facets of so-called 'multiple deprivation' are examined on an annual basis by the Multiple Index of Deprivation (DETR, 2000). The Index is based on the idea that deprivation is made up of separate dimensions, or 'domains' of deprivation, such as income, employment, health and education. Thus it is possible for Burnley to be examined at ward level and to discover both which are most deprived in terms of specific factors and also to establish an overall picture of the level of deprivation in the Borough as a whole.

The Multiple Deprivation Index provides a general figure referred to as 'extent', which describes the proportion of a district's population living in the wards which rank within the 10% most deprived in England. It is indicated by a score out of 158, of which Burnley scores 62 (DETR, 2000).

Other figures which rank at a district level are those referred to as scale, which are designed to give an indication of the sheer numbers of people experiencing income deprivation and employment deprivation. The income scale is a count of individuals experiencing income deprivation. These number 27,530 (30.7% of the population according to the DETR 2000 mid-year estimate). The employment scale is a count of individuals experiencing employment deprivation. In Burnley, the count is 7,243 (8.09% of population of 89,500).

At a ward level, the picture of deprivation in the Borough can be examined at a more detailed level. Burnley have four wards which rank amongst the 10% most deprived and a further six wards which are in the most deprived 20%.

The most deprived ward in the Borough is Daneshouse, which is in the top 1% of most deprived wards in England. Particularly of note is the fact that it ranks sixth in the country (out of a possible 8,414 wards) for child poverty. This is due to the fact that 85.16% of 0-16 year olds in the Daneshouse area are living in families claiming means tested benefits. Directly related to this is the fact that it also ranks eighth in the country for income deprivation, reflecting the high level of people on means tested benefits in the ward.

Also, in the top 10% most deprived wards in the UK are Bank Hall and Barclay. Both are most notable for their poor health score, which identifies the fact that both wards rank in the top 50 for the country for residents whose quality of life is impaired by poor health and/or disability.

In all other wards, the most notable deprivation occurs in the health ranking and in the income ranking. All wards in Burnley are in the worst 35% in the country in terms of health, and 14 out of 16 wards are in the worst 25% in terms of income in the country. On the more positive side, Burnley ranks well in relation to the 'Access' score, which measures access to services such as post offices, food shops and doctors.

In conclusion, Burnley has an economy in which manufacturing is in decline, with the service sector gradually replacing it in terms of significance. This is reflected both in Burnley's employment figures, and in VAT registration figures for the Borough. This restructuring of employment indicates that Burnley needs to strengthen the service sector by raising skill levels to meet future employment needs. If this fails to happen, service sector job opportunities will go elsewhere and unemployment will be higher as a consequence.

A recently commissioned study of the future of the local economy, by West Midlands Enterprise, predicted declining employment levels throughout the rest of the decade, particularly in manufacturing. Unemployment is predicted to rise unless the population of working age falls due to out-migration or the number of individuals working outside the Borough rises further.

**Hugh Simpson**  
**Head of Economic Development**  
**Burnley Borough Council**

**Statutory Sector And Other Agencies**

**Submissions**

- a) Lancashire County Council**
- b) Burnley and Padiham Community Housing**
- c) Government Office for the North West**
- d) Burnley Job Centre**
- e) Burnley and Pendle Primary Care Group**
- f) Lancashire Fire and Rescue Service**
- g) Lancashire Probation Service**
- h) Burnley, Pendle and Rossendale Magistrates Court**
- i) Lancashire Ambulance Service**
- j) Burnley College**
- k) Lancashire Constabulary Submission**

## Appendix 10a

### FINAL SUBMISSION BY LANCASHIRE COUNTY COUNCIL TO THE BURNLEY TASK FORCE

1. This final submission by Lancashire County Council is presented to the Task Force to indicate the County Council's willingness to work together with all partners in Burnley to ensure that the events of June 2001 are not repeated. It has been most valuable to the County Council to be a member of the Task Force and to listen to the substantial amount of evidence which has been presented. The County Council has been pleased to offer support to the Task Force in a variety of ways and particularly in support of the young people who have contributed so much to the Task Force's work.
2. The County Council's detailed comments upon the events of June 2001 and their implications for County Council services have been separately reported as part of the submission by the Statutory and Other Agencies. This brief additional submission is not intended to duplicate that document by providing details of specific service developments but rather to indicate how the County Council's culture and organisation is changing in a fashion which will ensure that the recommendations of the Task Force can be delivered with the County Council as an equal and effective partner.
3. The County Council recognises the importance of providing with the Borough Council strong joint political leadership in the area, not only to ensure that community values are clearly and consistently expressed by elected representatives, but also so that public services are planned and delivery coherently. Whilst there are many challenges to be met in this respect, it is greatly encouraging that the leaders of Pendle, Burnley and Lancashire County Councils have signed a joint bid to establish an early Public Service Agreement for the area. Whilst this may prove not to be the immediate vehicle for joint working locally and with central government, it is a clear signal of the County Council's readiness to plan and deliver services co-operatively.
4. Since the County Council elections of June 2001, the leadership of Lancashire County Council has met with the leaders of the twelve district councils in the County to identify issues for priority action. As a result of these discussions~ methods are being identified to ensure that the County Council can play its part within Local Strategic Partnerships. Shortly a County Council District Partnership Officer will be appointed for the Burnley area and consideration is being given to how to ensure an effective working relationship at Chief Officer level.
5. The County Council is seeking to modernise its approach to the provision of local government services in a number of crucial areas. Building upon a proven record of providing efficient and cost-effective public services, either in response to but sometimes in advance of government policy, the County Council is at present considering how to reconfigure service delivery, so that local provision can more effectively contribute to the social inclusion agenda. There is already good partnership working in respect of Sure Start, the Community Safety Partnership, Building Better Communities, Housing Forums and Locality Planning. Others will follow.
6. Racial Equality work is of particular concern to the County Council. The County Council, the relevant Borough Councils (including Burnley) and the Commission for Racial Equality, were the main funders of the previous Burnley and Pendle Racial Equality Council. This voluntary body ceased to exist some years ago, after a period of turbulence, at approximately the same time as the neighbouring REC in Hyndburn and Rossendale also dissolved itself. This created a vacuum which was recognised by the respective funding Authorities who joined in a partnership group to start a process of local community consultation directed towards replacing the previous arrangements

with an effective structure. The results have now been published and copies sent to the Task Force. Partner Authorities are presently considering the potential for the establishment of a new strategic race relations structure on a wider East Lancashire basis. The implications of a Race Relations (Amendment) Act for public authorities are a focus for these considerations, although how such a body would be funded remains uncertain.

7. The County Council is also reviewing all its internal procedures in the light of the Race Relations (Amendment) Act to ensure that appropriate Race Equality Action Plans exist for all facets of the County Council's operation. A more dynamic approach to planning and staff awareness formulated in the Social Services Directorate will provide a good model for other services.
8. In summary, Lancashire County Council has been delighted to be so involved in the work of the Task Force. The County Council now stands ready to play its full part in responding to the Task Force's conclusion and recommendations.

County Councillor Hazel Harding  
Leader, Lancashire County Council

## LANCASHIRE COUNTY COUNCIL

### REPORT TO THE BURNLEY TASK FORCE UPON THE EVENTS OF 23/24 JUNE 2001

- A. **Individual services (including schools who felt themselves affected by the disturbances) were asked for information about how they were affected by the disturbances in Burnley for the period 23/24 June 2001.**

#### **EMERGENCY PLANNING**

The Emergency Planning Section received a telephone call late evening Sunday from Police HQ, Hutton informing the Section of the evening's on-going events at Burnley and that the Police HQ Strategic (Gold) Command had been activated. It was agreed that we should initially notify Burnley Borough Council to inform them of the situation. This was done through normal emergency channels. Arrangements were made for the Chief Executive of Burnley Borough Council to be informed and for a representative of the Council to be located at Burnley Police Station throughout the night to join the Police Tactical (Silver) Command. This arrangements worked well, enabling urgent actions to be taken during the early hours of Monday to bring some normality back to the streets of the affected areas as quickly as possible.

The immediate problems were in the main for the emergency services and Burnley Borough Council, it was agreed with the Police that no immediate presence from LCC at the Strategic Command would be necessary but the Police would be holding a Strategy Meeting the following day which the Section was invited to attend along with representatives from the Fire & Rescue Services and the Ambulance Service.

During Monday, 25 June, various departments of the County Council were notified and reports submitted to senior officials of the County Council. The Head of Paid Service was contacted by telephone prior to the Strategy Meeting at Police HQ. His first thoughts were that LCC could help in the medium/long term with assistance from, for example, Welfare Rights, Social Services and possibly Lancashire Enterprises to help alleviate some of the underlying causes of the disturbances. This was reported to the Strategy Meeting.

The possibility of similar disturbances in other districts of Lancashire which had been reported to the meeting by the Police intelligence officers was discussed and the following specific requests were made of LCC Emergency Planning at the meeting:

1. Arrange for named emergency contacts for overnight Monday in West Lancashire, Blackpool, Preston, Hyndburn, Blackburn with Darwen, Pendle and Wyre districts.
2. Arrange for similar attendance at Burnley Police Tactical Command for Monday night by a Burnley Borough Council representative.

3. Ensure that LCC, Blackpool and Blackburn-with-Darwen's Social Services Departments were aware of the potential situation.
4. In view of the possibility of evacuations being required, ensure that emergency transport contacts were verified and available.

All of these tasks were carried out before 10.00 pm on Monday evening.

During the following days, routine contact was maintained between the Police and LCC Emergency Planning but no significant requests for assistance from the Police were made.

### **LANCASHIRE COUNTY ENGINEERING SERVICES (LCES)**

LCES worked as requested by Burnley Borough Council to:

- (a) Remove racist graffiti from various locations
- (b) Remove racist posters
- (c) Remove/clean up of diesel, oil, etc from burnt out vehicles following their removal from the highway and general support including transportation of material, etc

This additional work was funded by Burnley Borough Council.

### **SCHOOLS (Eleven schools have contributed to this response)**

Eight of the eleven schools responding had found themselves affected, with the reasons for this being as follows:-

<b>Impact</b>	<b>No of Schools</b>
Travelling time increased	1
Pupils had tales to relate	1
Pupil absence	5
Staff concerned about safety travelling through area	1
Children absent from other schools - nuisance on school site	2
School closed early	1
Staff absence	1
Some children asked to be walked home	1
Children very worried	1
Rumours of further disturbances caused school grounds to be locked	1
Taxis operated by Asians withdrawn	

### **EDUCATION & CULTURAL SERVICES DIRECTORATE**

A number of effects were felt by educational services in the area.

Out-of-School Learning Project sessions, run in partnership with Stoneyholme CP School were cancelled. These included computer, football and martial arts sessions.

Many of the pupils supported by the Pupil Referral Service, (providing services for pupils out of school) who reside in Burnley were involved in the disturbances. This meant that they were excitable during and after the two days, which was a challenge for the teachers and staff involved. A number of staff who attend Governing Body meetings found it necessary to use taxis rather than public transport.

**B. Services were asked to comment upon the impact, if any, from 25 June to the present day, including costs if possible.**

**SCHOOLS**

Seven schools reported disruption in the days following the disturbances although with the exception of one school which suffered damage to windows costing £2,000 the financial costs were negligible.

**EDUCATION & CULTURAL SERVICES DIRECTORATE**

Other education services were affected as follows:-

1. **ETHNIC MINORITY ACHIEVEMENT PROJECT**

- Attendance at EMA Homework Centre sessions based in the Bangladesh Welfare Association's offices went down immediately.
- Ethnic minority young peoples' focus changed from education to external events and performance deteriorated.
- The EMA Community Education Liaison Officer had to carry out extensive outreach work to regain parents' and young peoples' focus and confidence.

2. **YOUTH AND COMMUNITY SERVICE IN BURNLEY**

- Additional openings of the Stoneyholme and Daneshouse Young men's youth provision.
- Some Community Groups failed to meet during the week.
- Youth workers also made contact with Asian heritage young men during the early evening, telling them that the Centre would be open and encouraging them not to be on the streets during the evening.
- On the Monday and Tuesday two centres didn't open, Stoops and Gannow, due to rumours around the town that there was going to be 'Big Trouble'.
- During the whole week Burnley Boys' Club closed from 4.00 pm onwards due to fear of extreme damage.

3. **COURSES FOR PARENTS**

A parent's course held at St Peters Burnley had no Asian mothers present.



The culmination of the 'Howzat' Dads and Lads was held on Friday 29 June at Turf Moor. Although Dads and Lads attended the coaching session at 5.00 pm many Asian Dads did not return for the dinner at 7.00 pm. Expected numbers were 180. Actual numbers were approximately 40 people less than expected. The cost per head was £15 so the cost loss for the even was £600.

4. **LIBRARY SERVICES**

Colne Road Library clearly closed early at 5.00 pm instead of 7.00 pm. The Library was then double staffed during the following week at all times - approximately additional costs £500.

- C. **Services were asked for comments on the likely effects in the medium to long term (eg for the remainder of the financial year).**

### **SCHOOLS**

The most commonly expressed concern from schools related to the image of Burnley and the schools ability to attract and retain quality staff.

### **EDUCATION & CULTURAL SERVICES DIRECTORATE**

From within the Education and Cultural Services Directorate a number of concerns were expressed:

### **ETHNIC MINORITY ACHIEVEMENT PROJECT**

Parents may not be as willing to send their daughters, even to the Girls only sessions, at the Homework Centre as previously.

### **EDUCATION WELFARE SERVICE**

Increased awareness of possible violence and tension increase in bullying in/on way to and from schools. A number of children were too frightened to return to school Monday 25 for a period of up to two weeks. Efforts will be required to restore attendance levels.

### **ADVISORY SERVICE**

- Sensitivity and vulnerability felt by some Headteachers and staff may affect performance of schools.
- Continuing disaffection of male adolescents of all main ethnic groups (White, Pakistani, Bengali).
- Possible further polarisation of ethnic composition of schools.
- Opportunities will be taken to promote multicultural and anti-racist education.

### **SOCIAL SERVICES DIRECTORATE** **POLICY AND REVIEW**

- Rebuilding of relationship between Caucasian and minority ethnic communities.
- Disillusion of professionals as to whether racism issue can ever be addressed.
- A state of inertia and fear of backlash from majority communities if any positive action for minority ethnic communities were to be taken.

- D. **Services were asked what informed views they held as to why:**

### **SCHOOLS**

#### **(a) This happened in Burnley?**

A variety of views were expressed by schools and these are listed below:

Large ethnic community

Increasing Asian population

Resettlement of asylum seekers

Follow on from events in Oldham

In part, due to a number of minor incidents

Steady deterioration in infrastructure/environment exploited by 'troublemakers'

Items in press

Disaffected young Asian men asserting power

Build up of tension over long period/response to atmosphere in the area

Follow on from local elections

Knock-on from events in other parts of town

Area of racial tension

Poverty

Reaction of the white community in the area was based on the same 'desire for trouble' that leads to football hooliganism

Firmly held views of parts of the White community ('Deprived Whites') that the Asian community get the majority of extra funding/benefits and are treated differently by the Police

First hand experience of anti-social behaviour from groups of youths from the ethnic community (incidents of unprovoked aggression)

## **EDUCATION & CULTURAL SERVICES DIRECTORATE**

All services who responded commented upon the following themes:

- The levels of poverty and deprivation suffered by the populations in the Stoneyholme and Daneshouse areas.
- Misinformation regarding special funding going exclusively to the Asian community generated by the White population.
- Outside racist organisation actively looking for opportunities to start trouble.
- Loss of confidence in police by the general public.
- Lack of neutral constructive activity between communities.

- Opportunities and resources for Burnley Youth to release energy and aggression through acceptable means (sport/physical activities) are not as extensive or accessible as they might be.

## **SOCIAL SERVICES DIRECTORATE**

The Social Services Directorate listed a range of issues they perceived as having contributed to the disturbances:

- Perceptions of exclusion.
- Disadvantage and deprivation.
- Frustration.
- Ignorance.
- Living in blame culture.
- Exploitation of nationalism.

### **4. (b) This happened when it did.**

#### **SCHOOLS**

Again, the view of schools are listed below:

Followed local elections

Warm weather

Incident with taxi driver

Knock-on effect from events in similar areas

Orchestrated by outside agencies

Sparked by events in Oldham

The views of the White community were expressed more loudly but not sure why

'Young Islam is in a militant mood'

Incidents of a racist nature became a catalyst for disturbances

#### **EDUCATION & CULTURAL SERVICES DIRECTORATE**

All services who responded commented upon the following themes:-

- It occurred after the election campaign of certain parties which fuelled a lot of inter communal tension and which led to the outbreaks of violence.
- A particular combination of political, ideological and climatic conditions exacerbated by BNP and Asian heritage street activists.

- Bored youth lacking economic opportunity.
- Long, hot summer nights invariably seen to trigger violent demonstration - not in themselves but a contributing factor.

**E. Services were asked what views could be put in place to address the causes?**

**SCHOOLS**

Points which arose from the sometimes detailed responses from schools are shown below:-

School has a role in promoting understanding between people.

Parental influence important

Community events (eg PTFA Summertime Fair)

Better provision for boys 11-18

Help from schools with personal development skills

Peer Mentoring schemes

Inclusion at all levels in the town

Consultation with agencies and groups

Education of all parties concerned

In school - focus on how and why a (currently small) number of Islamic children who integrate really well and are respected for their faith

Perceptions of the 'deprived whites', who are in the vast majority, have to be addressed at 'their' level

More resources into 'deprived white' areas which are visible

All schools, including denominational schools, to address prejudice

The Government should not pursue proposals to increase the number of Faith schools - a disaster for race relations

School works closely with the community - discussion, visits and other initiatives to make school safe and valued in the community

## **EDUCATION & CULTURAL SERVICES DIRECTORATE**

All services who responded commented upon the following themes:-

- Schools need to be less segregated.
- Include Citizenship education as a core subject with particular emphasis on the history of multicultural Britain.
- Adequate funding is required to create opportunities for well resourced Out-of-School study facilities and Community/School partnerships which will work towards addressing the educational underachievement of the Bangladeshi and Pakistani communities in the area.
- Dealing with institutional racism.
  
- Fundamental regeneration of the area and challenge to social disadvantage.
- Counter and reverse cultural separatism.
- Greater community participation in schools.
- Community Leaders and Faith Leaders must meet together as much as possible to talk through problems and solutions.
- Canvass the views of local people of all ethnic backgrounds and address their grievances where possible.
- Continue to work to raise educational standards in all schools
- More summer sporting activities. It is essential that such activities are well-led by well qualified staff and targeted at both the talented and not so talented (and not necessarily confined to traditional team sports).
- Enhance awareness of the area at school/ward level (including wider community perceptions).
- More use of data and facts to counter stereotypical assumptions.
- Continue multi-agency work and build on that which is already in place to address disadvantage and its impact on young people's life-chances.
- Ongoing work with Faith groups for Agreed Syllabus eg Council of Mosques to improve quality of RE teaching in schools where it is weak (valuing multi-cultural and faith diversity).
- Develop awareness of religion as a 'lived experience' and attempt to reduce misconceptions and stereotypical views of religious groups (tolerance and respect)
- Drugs education strategies/work with DRGs, Lifeline etc
- Health schools strategy (sexual health, drugs education, emotional health)
- Develop further, consultations with young people (eg School Councils)
- Work with Community Safety Partnerships eg on bullying, drugs issues etc)
- Develop school welfare systems to address and reflect pupils' personal/emotional needs as well as academic needs eg mentoring/counselling support, effective PSHE programmes, heighten awareness of issues such as - young carers, mental health issues, domestic violence
- Ensure needs of all ethnic groups are identified
- Continue to support YOT/GRIP roll out programme and associated integrated assessment of needs.
- Recognise that wider issues such as housing, economy, health provision, policing strategies, community facilities etc are important factors.
- Targeted literacy projects for teenagers. The library service could also help with the educational needs of younger children for example we could build on the Surestart and Bookstart programmes already in place.

- Make libraries more accessible - the introduction of 10 PCs into the first floor of Colne Road library through The People's Network will improve education/information services in the area.
- Further develop educational and promotional events within libraries which are co-ordinated by our Ethnic Services Assistant to both the Asian and indigenous population.
- More constructive media cover of Asian heritage people in the Burnley Express and Lancashire Evening News.
- Funding streams which do not divert statutory funded time into obtaining it and more consistent finance to carry out planned programmes based on work that we know works through our experience.
- Increased capacity for delivering parenting skills, particularly, but not exclusively, with a Minority Ethnic perspective.
- Provision for parents which explores cultural issues (already piloted in Preston) being experienced by these children.
- Greater volume of locally produced first-rung post-16 learning opportunities, part-funded through NRF and keying in to evolving LSP strategies.

### **SOCIAL SERVICES DIRECTORATE**

Daneshouse is a ward in Burnley which features in the following service development areas:

- SRB Funding
- Surestart programmes
- Neighbourhood Regeneration fund proposals
- Children's Fund proposals.

All these initiatives are aimed at children in need within wards in Burnley and include serious attempts to engage with all families within the Community.

### **BUILDING BETTER COMMUNITIES**

The Building Better Communities Working Group in Burnley has been working on the Borough wide theme of better joined-up services for young people in a family context, for some months. Following the setting-up of the Task Force we have agreed that it is crucial that this work links into the aims/direction of the Task Force and emerging LSP. The results of phase one of the study currently underway (which looks at existing provision across eight key issues) are to be made available to the Task Force.

J K Wales  
 Head of Pupil Services Division  
 Education and Cultural Services Directorate



## Burnley and Padiham Community Housing

Burnley and Padiham Community Housing was borne out of the Council transferring its housing stock of 5,300 properties in March 2000.

As a Company we are investing £6 million per annum in our stock over the next 30 years of our business plan. We want this money to benefit the community as widely as possible by recycling that money many times over. One way to do this is to invest in local employment to undertake our Improvement Programmes.

We are using our spending power to work with other partners in the town to make Burnley a better place to live.

We presently have 413 empty properties, the majority of which are in S.W. Burnley. We are undertaking a number of initiatives to attract new tenants to our properties, including the London Boroughs' Initiative which aims to attract people who live in London to come and live in Burnley. It is early days but so far, since May 2001, 22 new tenancies have been set up, with many more in the pipeline.

These initiatives are set against a background of 4,000 empty private sector properties and a large number of unfit properties, all having social and economic effects on the town.

Very few of our existing tenants are from black or minority ethnic backgrounds, although this may change with the London Boroughs' Initiative.

### **IMPACT OF THE DISTURBANCES ON THE COMPANY**

#### a) DURING

We have stock in and around the two epi-centres of the disturbances in Colne Road and Yorkshire Street.

Near the public house on Colne Road we have sheltered accommodation on either side of the road. A property in Albion Street was petrol bombed (a sundry property) after youths thought an Asian family owned the property. Apart from this one incident, our tenants, many of them elderly, felt the sheer terror of the disturbances.

Although we received no reported damage to our properties close to Yorkshire Street, it was the sheer ferocity of the disturbances which upset our tenants, as well as the perceived threat of violence against them and their property.

#### b) SHORT-TERM TO PRESENT DAY

All 190 Company staff were on high alert on the days following the weekend of disturbances. Because of youths congregating and a tense atmosphere felt in the area of Colne Road, all Company vehicles were withdrawn from the area from mid-afternoon until the following morning. This happened for a few days after the disturbances on 23<sup>rd</sup>/24<sup>th</sup> June. Similarly we also closed our Neighbourhood Housing Office on Swinless Street early for a couple of days.

Following on from those few days, about two weeks after the disturbances we had a tense tenants' group meeting at Sedburgh Street which an Asian tenant attended and claimed he had been driven out of his home by youths calling him and his family names and pushing things through his letter box. This was of course racist, but had never been reported to the Company until this meeting. This tense meeting has driven the Company into reconsidering its lone-worker policy.

Of our London Boroughs' Initiative we had the London Borough of Tower Hamlets withdraw an invitation to an open day in London to promote the Company's voids and Burnley. Two other London Boroughs delayed their advertising campaign for one month, and one Asian family turned down an offer to move to Burnley. We have obviously been in touch with all our London Boroughs colleagues on a regular basis to keep them informed of the disturbances, but all have continued our relationship as normal.

We had to explain to our Funders, the Nat West Bank and the Nationwide what had happened and give them our views on the effects on the Company.

We also wrote to all our tenants to make it clear that anyone charged of offences relating to the disturbances would be taken to court as a breach of their Tenancy Agreement.

c) LONGER TERM EFFECTS

We think the longer-term effects will be linked to whether or not businesses now relocate and invest in the town in future years. The disturbances may also have caused a reduction in house prices, and a consequence of this is the potential for more homeowners falling into the equity trap. Apart from this the long-term effects of poor housing, education and employment opportunities continue unless these issues are dealt with and tackled head-on.

Many neighbourhoods in Burnley are stuck in a spiral of decline. Areas with high crime and unemployment rates acquire poor reputations, so people, shops and employers leave. As people move out, high turnover and empty homes create more opportunities for crime, vandalism and drug dealing.

The Government's commitment to neighbourhood renewal needs investment in the poorest neighbourhoods now to lower worklessness and crime, and improve health, skills, housing and the physical environment.

The work of the task force need to feed into the Local Strategic partnership.

The Government should specifically make Housing Corporation and/or Local Authority funding available for large scale clearance and rebuilding at lower densities, and ensuring new property is suitable for ethnic families.

WHY DID IT HAPPEN?

Our view is that a whole host of factors caused the disturbances, including poor housing, poor education, lack of employment, the drugs culture, the mixing of different cultures and many other inter-linked social and economic problems.

If we knew the answers and therefore the solutions, this may never have happened but we don't pretend to know the answers, but set out below are some of the issues that probably contributed to the disturbances.

1. The poor quality of housing, particularly in the private sector. There are 4,000 empty and a substantial number are unfit. Many of these are pre-1919, two up two down terraces which are in need of demolition or substantial refurbishment. The biggest problem here is that Burnley has urban type problems with district budgets given by DLTR. These empty and unfit properties are also affecting house prices in some areas of the town. Poor quality housing breeds more crime, vandalism and misery for those who have to continue living in these properties.
2. The drugs culture – again, Burnley features high up in the league tables for drug use and abuse. It has again been compared to urban city areas. Feeding drug habits increases crime and the fear of crime.
3. We understand the Muslim faith does not allow Muslims to borrow money from financial institutions. They are therefore unlikely to be affluent enough to move outside the area of poor housing into more affluent areas of the town. Are they caught in the poverty trap by their cultural and religious beliefs?
4. There needs to be a mechanism which allows the Asian community to integrate into the wider community like other ethnic minorities. This need for integration is especially so in employment. Do they not or are they not allowed to integrate because they are seen as different, i.e. they dress differently etc.? Is there a fear from Asian elders that their culture is being eroded by integration into Western ways of doing things? There is a view that Asians tend to dip into and out of being Asian and English when it suits them. This undoubtedly causes tensions in the white community. In Asian areas within the town there is poor quality housing, education and employment prospects. Do these things add to stopping integration? Integration at an educational level is essential.
5. There is still a perception that Asian areas in Burnley are constantly receiving all the resources from the Council via the Government. Deprivation indexes but this means nothing to other members of Burnley's community who are also caught in the poverty trap by poor housing, education and employment prospects. Can the task force confirm or deny this and explain why? Can the task force recommend funding for all deprived areas in Burnley?
6. Is there a critical mass, in terms of black and minority ethnic numbers that ensures that they are integrated into the community? Leicester has a high BME population and is well integrated, so we believe.
7. Education generally is a problem for many Asian families, particularly women. Language is sometimes the biggest barrier to integration and particularly for women who don't have the same educational opportunities because of their religious beliefs and culture. Polarising yourself by not learning English in itself stops communication and integration with the wider community. As staff drive and walk around our estates there seems to be a large number of school age children not at school. This suggests that truancy is a problem.

8. In Burnley there is a significant number of the indigenous population who are extremely inward looking to the point of being racist. Some of the Borough's Councillors passively or positively support the indigenous populations views of non-integration.  
  
Perpetrators' racist attitudes are often reinforced by tacit support from their families and friends. Effective prevention may require work with parents as well as the young perpetrators, since parents may be sheltering or even encouraging their children.
9. Again many of the indigenous population caught in poverty often claim that BME people receive greater benefits than they receive or can claim for. This is possibly a myth that could be removed from the armoury of those who believe it, or are fed stories to believe it.
10. The Asian population does not seem to have grown above 6% for some years. If this is the case, where is everyone going? Are we loosing the young, well educated Asian youth?
11. We believe that economic affluence is important in integrating communities, i.e. consider how the Jews came to Britain during and after the second World War and integrated into communities across the Country.
12. Should integration begin by all public bodies having clear BME Strategies in place?
13. Should restrictions be placed on the media? We, like many others in the town were personally appalled by the media circus that either directly or indirectly incited further under currents in the town for weeks after the disturbances had happened.

**PAUL BUCKLEY**  
**DIRECTOR OF HOUSING AND REGENERATION**

## **GOVERNMENT OFFICE FOR THE NORTH WEST**

The Burnley disturbances only had a limited impact on the operations of Government Office for the North West both at the time and to an extent even now.

At the time, the impact was essentially confined to preparing briefing for Ministers and others, plus organising visits.

Members of our Ministerial Business Unit spent time preparing briefing for Ministers and senior officials, especially on funding going into Burnley, as well as handling specific queries from No10 and the Deputy Prime Ministers' office. There is currently work in hand for future ministerial and official visits which are also a direct consequence of the disturbances.

In addition, there has also been increased input on Burnley as part of the wider Local Strategic Partnership/Neighbourhood renewal agenda. In essence this "extra" input has been at the expense of GONW's Neighbourhood Renewal Fund activity in other NW areas.

In all I would expect all of this to equate to say two week FTE @ Team Leader level across the whole of the office. With on-costs this would be about c £ 3000.

There will of course be other "costs" associated with the disturbances which will be being incurred in other parts of government, especially across Whitehall. This would include from within the Neighbourhood Renewal Unit, the Home Office including the activities of Community Cohesion Review Team as well as Ministers' time. All of this is however outside of GONW.

The likely medium term effect is that in the context of the above activities Burnley will remain a priority for GONW.

**CHRIS FRANCE**  
**TEAM LEADER**

## BURNLEY JOB CENTRE

Whilst the New Deal Programme in Burnley has many proven successes, we have always experienced relatively low participation rates among ethnic minority communities and some groups of people who exist outside the margins of the official system. Following the Disturbances in June, we accelerated the outreach work already under way in Burnley. Some key features include:

- Nominating members of my team to work within the disaffected communities of Burnley Wood and Stoneyholme/Daneshouse. Members of staff nominated actually live within the affected Communities and had strong commitments to help the recovery process.
- My 'outreach' teams are becoming well known in the local community and use a very flexible approach to meeting individual clients in community-based venues. We often work alongside partner Agencies to offer a seamless service. By working within the local Community, we have helped clients overcome the multiple barriers to New Deal such as dealing with "officialdom"; lack of confidence or general mistrust of Government initiatives. My team has also helped participants appreciate the benefits to be gained from training; overcoming barriers and generally participating in New Deal.
- Mentoring, guidance and advice is offered to those interested in work opportunities as well as help compiling CVs; completing application forms and practising interview techniques. We have systems in place via our outreach team to cascade details of all new appropriate vacancies to people in the disaffected Communities.
- Positive marketing to local employers has increased the number of jobs on offer and ring-fenced for New Deal participants. Burnley Jobcentre recently organized a very successful Jobsfair. Burnley Football Club provided the venue; 45 employers manned separate Stands; over 1600 people attended and over 40 were offered immediate starts with local firms. We registered 552 people for work – many of whom are from areas caught up in the Disturbances and have never used Jobcentre Services before. The event was widely publicised in local Mosques; Asian shopkeepers handed out publicity leaflets and all outreach outlets carried details. Very favourable comments were received from all sections of the Burnley communities who visited the event. Many commented with pleasure on how inclusive and positive the Jobsfair was – a view confirmed by local Press Reports.
- We have worked closely with the Pensions Service in their recruitment of up to 300/400 people for their new site at Simonstone. We encouraged Pension Service to become involved in New Deal and got their agreement to the ring fencing of over 15 vacancies for New Deal clients. We ran a campaign within local communities – specifically targeting Burnley Wood and Daneshouse/Stoneyholme to encourage and support applicants. We organised local, tailored short training and awareness sessions to help applicants complete forms and gain a basic knowledge of Call Centre work.
- We are pro-actively marketing the New Deal employer subsidy to help our New Deal clients into work.
- We have put in place local referral systems from the Police to a named contact within Burnley Jobcentre for any offender not given a custodial sentence. We have particularly targeted those involved in the Disturbances.

- Close working relationships have been established between New Deal Advisers and other local community workers – particularly in areas affected by the Disturbances. These local partnerships are producing positive results for both organisations involved and the communities themselves. Once relationships are established, community groups and partnerships continue to use New Deal Advisers.

Whilst there are undoubtedly issues around English as a second language, literacy, numeracy and low self –esteem still to be addressed, Burnley Jobcentre is confident that the measures we have already put in place are making a real difference in Burnley. The unemployment rate is currently 3% compared to the regional average of 3.8% and Burnley Jobcentre is significantly above the regional average for helping long-term unemployed people back into work.

**DOREEN EASTWOOD  
BUSINESS MANAGER**

## **BURNLEY AND PENDLE PRIMARY CARE GROUP**

### **ORGANISATIONAL IMPACT OF THE DISTURBANCES 23<sup>RD</sup>/24<sup>TH</sup> JUNE**

On the days of the disturbances the Accident and Emergency Department at Burnley General Hospital reported a moderately increased workload and increased numbers of glass injuries. Work is being done to collate the exact numbers and any costs sustained as a result.

In the immediate aftermath of the disturbances on Monday, 25<sup>th</sup> June, GP practices were advised that if they judged the safety of patients and/or staff to be at risk in any way, then they could close early. Two surgeries on Colne Road closed at about 3.00 p.m. that afternoon. The Sure Start scheme in Stoneyholme/Daneshouse also, for a short period, reduced normal activities being particularly mindful of home visits and the exposure of staff to risk.

In the longer term there are concerns about the impact the disturbances will have on the image of Burnley as a place for potential doctors or nurses to choose to work. One anaesthetist working in Saudi Arabia apparently saw the disturbances on CNN and e-mailed Burnley Health Care Trust to check that it was safe for him to attend an interview in Burnley. The town also carries a number of GP vacancies and the Primary Care Group is concerned that the image of the town portrayed since June will not facilitate recruitment to scarcer specialties. This includes the media reporting immediately after the disturbances, dramas such as BBC2 programme, "A Girl Aged 12" shown in September and reported linkages between the town and the Taliban following the dreadful events of 11<sup>th</sup> September, 2001.

### **CAUSES OF THE DISTURBANCES**

Sadly the events of 23<sup>rd</sup>/24<sup>th</sup> June did not come as a complete surprise. The PCG has, over the last two years, invested considerable time and resources in working with community groups, voluntary sector and other statutory organisations in a number of regeneration projects. This has included two bids to the New Opportunities Fund for Healthy Living Centres, SRB 6 proposals, Neighbourhood Renewal Fund Proposals, Sure Start, and latterly Urban 2. As the figures below indicate, Burnley in health terms, does less well than the rest of East Lancashire against most indicators, which does less well than most of the rest of the North West of England and this does worse than most of the rest of the UK.



***With few exceptions, ill health is greatest in wards with the highest deprivation, see table below:***

**Table 1: Standardised Mortality Ratios 1997-99: All causes, all persons aged 0-74**

<b>Area</b>	<b>SMR</b> ( national average is 100)	<b>SMR Rank*</b>
Barclay	181	24
Briercliffe	108	462
Brunshaw	146	148
Burnley Wood	168	52
Calder	172	46
Cliviger	92	634
Coal Clough	200	11
Daneshouse	145	157
Deerplay	75	792
Fulledge	144	162
Gawthorpe	150	111
Hapton	141	180
Heasandford	134	234
Lanehead	107	466
Lowerhouse	105	496
Park	123	332
Queensgate	142	171
Rosehill	129	271
Trinity	145	150
Whittlefield	105	494
Worsthorne	65	865
Burnley Borough	133	

*Source: Small area database, NW NHS executive*

**NOTE : RANK IS OUT OF A TOTAL OF 909 WARDS IN THE NORTH WEST WITH THE LOWEST BEING THE BEST, EG. BARCLAY HAS THE 24<sup>TH</sup> WORST ALL CAUSE SMR IN THE NORTH WEST.**

TABLE 2: CONCEPTIONS UNDER 16 FOR 1992-97 BY ELECTORAL WARD

Population denominator based on mid-1996 GP Registration file, ages 13 to 15

Ward Name	13-15 years Population mid 1996	Number of Conceptions <16	Rate per 1000 girls <16 years
Bankhall	120	7	9.7
Barclay	105	7	11.1
Briercliffe	92	4	7.2
Brunshaw	83	5	10.0
Cliviger with Worsthorpe	104	5	8.0
Coal Clough	104	6	9.6
Daneshouse	195	9	7.7
Fulledge	119	4	5.6
Gawthorpe	124	5	6.7
Hapton with Park	123	6	8.1
Lanehead	99	6	10.1
Lowerhouse	93	Less than 3	Less than 3
Queensgate	94	11	19.5
Rosehill	134	11	13.7
Trinity	96	10	17.4
Whittlefield with Ightenhill	148	Less than 3	Less than 3

Source: Conceptions: ONS data

Note: Missing values where figures <3 to preserve Confidentiality

“Burnley was identified in the Social Exclusion Report (1999) as the Borough with the 10th highest rate in England of conceptions in girls aged 15-17,” with a rate of 72 per 1000 girls aged 15-17 years.

TABLE 3: HEALTH AUTHORITIES: USER RATES PER 1,000 POPULATION\* FOR ALL USERS AGED 15-44 YEARS AND MALES AGED 20-29 YEARS(1999)

Health Authority	All Users 15 – 44 years	Male Users 20-29 years
Bury & Rochdale	2.6	6.6
<b>East Lancs</b>	<b>4.2</b>	<b>11.4</b>
Liverpool	4.3	7.3
Manchester	3.9	7.2
Morecambe Bay	2.2	4.9
North Cheshire	1.6	4.9
NW Lancs	5.1	10.6
Salford & Trafford	2.8	5.1
Sefton	1.5	6.4
South Cheshire	1.8	1.8
South Lancs	2.4	9.9
St Helens & Knowsley	2.2	6.4
Stockport	1.4	3.5
West Pennine	2.3	6.8
Wigan & Bolton	4.1	10.9
Wirral	2.0	4.2

*Source: Drug Misuse in the North West of England 1999, University of Manchester & Liverpool John Moores University August 2000.*

\* Note, populations are based on the mid 1998 populations projections.

Table 3 shows rates per thousand population for reported users aged 15-44 years and also for reported male users aged 20-29 years. The rates indicate a wide range in population prevalence of known drug problems. It is important to consider that these data relate only to known problem drug users.

Burnley has many of the characteristics of an inner city area, albeit on a small scale – drug misuse, poverty, crime, teenage pregnancy, etc.

There is a concern that these problems are not recognised in the funding that has been made available to local health services. Examples are the application to become a Health Action Zone that East Lancashire Health Authority submitted in 1997. More recently the Healthy Living Centre proposal for South West Burnley was turned down and it was felt that, after having undertaken a lengthy and comprehensive public consultation which demonstrated the health needs of the area, that the reasons stated for turning down the application at stage one were spurious. Unfortunately there was no right of appeal or opportunity to challenge the decision.

There is a body of evidence, some of which is referenced below, that shows that the unequal health status of populations is inextricably linked to social and economic factors. In Burnley the preponderance of low paid, low skilled labour with the consequent low aspirations of school age children and teenagers, provide some of the causes of drug misuse, teenage pregnancy, alcohol misuse, smoking, lack of exercise and poor nutrition. These are significant risk factors in the development of coronary heart disease and cancers which together with respiratory disease, are the biggest causes of premature

death within the town. Levels of mental well being within the town are also lower than the average, as a result of the same social factors.

**TABLE 4: DATA FROM 1996 EAST LANCASHIRE LIFESTYLE SURVEY**

<u>Indicator</u>	<b>Burnley (%)</b> Male Female	<b>EL (%)</b> Male Female	<b>Comments</b>
General Health Questionnaire (GHQ) score >3	M 25.0% F 36.2%	M 25.0% F 31.8%	GHQ>3 is an indication of possible psychiatric morbidity. More women respondents in Burnley reported scores of >3 than women in other Boroughs in East Lancashire.(EL)
Smoking	M 31.6% F 29.0%	M 27.5% F 26.5%	Highest % reporting smoking in EL.
Reporting Limiting Long Term Illness	M 36.3% F 32.2%	M 32.3% F 28.0%	Highest % reporting Limiting Long Term Illness(LLTI) in EL.
Living sedentary Lifestyle	M 51.1% F 57.0%	M 45.6% F 54.7%	2nd highest male and highest female proportion in EL.
Unsafe drinking: (21units/week men, 14 units/week, women)	M 22.0% F 7.3%	M 20.8% F 5.9%	2nd highest male and highest female proportion in EL
Having 3 Coronary Heart Disease "risk behaviours" (Smoking, sedentary, overweight)	M 5.7% F 9.0%	M 5.6% F 6.7%	2nd highest male and highest female proportion in EL
Having 2 Lifestyle risk behaviours	M 24.7% F 19.0%	M 20.7% F 15.9%	Highest for both male and female for EL.

In her evidence to the South West Burnley Citizens' Jury (a copy of the report of which has already been sent to the Task Force) one GP covering the South West Burnley area said that more than half of the consultations that she makes, are the result of unhappiness.

Undoubtedly there were specific reasons why the disturbances happened when they did in Burnley. As has been said earlier, it is believed that the underlying causes are multi-factoral. However disturbances tend to take place in hot weather when there are more people, particularly young men, on the streets than normal. Although it was not experienced directly by the PCG, the suggestion of a cocktail of extremist organisations fomenting hatred and distrust and the response of another community to protect their families and material possessions, were factors in what happened.

In the longer term there is a need to more actively provide opportunities for the different communities in Burnley to work together and to develop common understanding. It is of concern that the method of allocating resources to regeneration projects through competitive bidding and the resulting media coverage, has encouraged feelings of preferential treatment being received by one area or another compared to the rest of the

town. This is a problem when significant parts of the Borough suffer from inner city problems, i.e. Burnley Wood is not within a ward within the worst 10% according to the indices of multiple deprivation, yet levels of housing abandonment, drug misuse and teenage pregnancies, would suggest that it is an area in severe decline.

At a macro level there is a need to co-ordinate government policy to allow active regeneration of areas through what became discredited industrial policy in the seventies and eighties. On a micro level the public sector organisations need to become more responsive to the needs of local people, community groups and the voluntary sector and need to work more closely together to ensure that the resources that are available within the town are used to their best effect. A start has been made to develop the Local Strategic Partnership, but there is still concern about the amount of resources that the partners will truly have to bring to the table for partnership work.

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**TIM MANSFIELD**  
**CHIEF EXECUTIVE**

## **LANCASHIRE FIRE AND RESCUE SERVICE**

### INTRODUCTION

Lancashire Fire and Rescue Service applaud the objectives of the Burnley Task Force and after having considered the information requested this is our response.

### The ORGANISATIONAL IMPACT OF THE DISTURBANCES WHICH TOOK PLACE IN BURNLEY

Initially the Fire Service was reactive to the events but by Monday 25 June 2001 detailed and particular operational command procedures were in place. The prime concern was to action operational contingency plans to protect the community in liaison with the Police. Officers were recalled to duty to cover the Gold and Silver Command Control Centre for the next 15 days. There was no need to recall additional operational staff to crew the fire engines as the normal crewing levels were sufficient.

Lancashire Fire and Rescue Service have no record of any injuries to employees or damage to equipment as a direct result of the disturbances.

The Service believe that the disturbances did not move on into other areas due to the continued high level of policing throughout areas of potential racial unrest.

The costs involved have been based on an assumption that half of all our efforts across the Service went into managing this situation over the 15 days. Therefore the estimated cost of 7.5 days at full activity costs amounts to £948,000. It must be noted that significant Home Fire Safety advice was given to the minority communities in the affected areas during the period of unrest over and above our usual activity.

Throughout this 15 day period there was excellent co-operation between all of the services and these foundations will be built on further. Although an extraordinary level of co-operation already exists between all the blue light services.

### ESTABLISHMENT OF MEDIUM TO LONG TERM EFFECTS ON THE FIRE SERVICE

To facilitate and consider appropriate strategy for the future a series of operational incident debriefs have taken place. The key issues highlighted at local station level will then be fed into the strategic planning for the Service as a whole.

Further investigation into provision of protection for operational appliances to provide additional protection for the crews when responding to events of this nature has been identified as a requirement. This will inevitably lead to in-depth research and financial implications.

### LANCASHIRE FIRE AND RESCUE SERVICE'S VIEW ON THE CAUSE OF THE DISTURBANCES

The Service believe that the political influence of the British Nationalist Party played a part in the cause and effect of the disturbances. It could have been foreseen that as Oldham and Rochdale are closely linked that the likelihood of Burnley or indeed any other area within Lancashire may be subject to such incidents.

### FUTURE PLANS TO ADDRESS THE CAUSES

The key issues that the Service will seek to address in the future to enable more effective and constructive community relations.

The Community Fire Safety programme objective will be to remove the opportunity to fuel fire-related incidents. This could be done by developing a dedicated team to work in areas of high incidents, on rubbish removal from streets, abandoned car removal, boarding up of empty domestic dwellings. This work would involve working closely with other organisations and the local authority. The concept of this strategy is to minimise the use of fire as a weapon of destruction in the community.

Increasing representation within the workforce to improve the diversity of the Service would enable improved Service delivery and greater partnerships can then be developed to sustain improvements in the relationships between all sections of the community.

Internal Community relations and greater understanding of the differing needs of the communities we serve is an area to be developed and information provided to support individual members of the Service in achieving the Strategic Objectives.

It is clear that support must be maintained on a continued basis within the areas of concern. The benefits from the pro-active work being undertaken will then initiate continual improvements for the community of Burnley and elsewhere in Lancashire. Lancashire Fire and Rescue Service is a committed partner to diversification issues and to getting Fire Safety messages across to the **whole** community, our primary role is “to protect and serve the people of Lancashire”.

**JERRY O'NEIL**  
**DEPUTY CHIEF FIRE OFFICER**

**PROBATION SERVICE, LANCASHIRE**

The organisational impact on the actual days of the disturbances were relatively minimal. The office remained open although was closed promptly at 5 pm. Advice was provided by a Senior Manager in regard to health and safety issues, in particular, home visiting in those areas where feelings were running particularly high or where disturbances were taking place. It is undoubtedly true that officers were also concerned about those we supervise in terms of their safety and indeed their ability to meet the requirements of the orders they were subject to and the appointments required of them. A wider concern was that offenders and other office users could express views that were prejudicial creating potential problems within the office itself.

The impact of the disturbances beyond that period are difficult to quantify. Consultation with local managers indicates that the workload did not significantly increase although we are well aware that work will still emanate from those disturbances in the form of court appearances, reports and, indeed, either prison sentences or community based orders. People within the office itself remain concerned that similar events will reoccur in Burnley and feel justifiably concerned that Burnley itself has been placed in a poor light as far as the rest of the country is concerned. One officer expressed the view that Burnley may become more divided and sectarian and reported she believed we may encounter more voicing of racist attitudes using the events as a justification.

The likely effect upon our own organisation in the medium to long term is not easy to predict. Clearly there are internal issues that can be dealt with in regard to additional training, improved knowledge of the areas where the troubles began and closer ties with local community groups in those given areas. However, there remains a view that there was nothing specific about Burnley to attract the level of problems that occurred on 23<sup>rd</sup> and 24<sup>th</sup> June.

In other words staff find it difficult to identify specific problems to Burnley that could not be encountered in many similar towns in the north of England. To that extent the lessons for our own Service in the area are no different from those lessons that could be learnt by adjacent areas in our own county and beyond.

I have already touched upon the issue of why the disturbances occurred in Burnley. The consultation process with staff has been interesting. An observation has been made that those involved in the disturbances (as far as we can tell at the moment) are not people altogether unknown to us. One officer made the comment that people on both sides "have much more in common with each other than they would care to admit". Issues of significant deprivation are also mentioned including unemployment, the drug subculture, entrenched racist views by a proportion of the population, urban deprivation more generally and a housing policy or pattern that has created quite distinct racial areas. Officers have also commented upon a disaffected youth across all ethnic groups who exist on the margins of society and feel they have little prospect of employment within the town. One officer comments that there is a view in Burnley that the Asian population has benefited disproportionately in terms of grants and housing. He also went on to suggest that there is something of a gang mentality across both Burnley and Nelson which undeniably has a racial element as well.

The disturbances themselves, of course, occurred in good weather, during a bank holiday and were undoubtedly fuelled by alcohol. Very often even prison riots within the country



have occurred during periods of particularly good weather in the summer months and disturbances are clearly more likely to occur when the majority of people are actually on the streets.

The National Probation Service Lancashire is keen to develop views with other community groups and statutory bodies that can provide a solution. However, we also recognise that the issues are extremely complex and will not be resolved overnight. Therefore we give our commitment to the work of the Taskforce and our willingness to work long-term on the issues that arise. One officer commented that any solution has to come from the community as a whole and I would personally endorse that. However, the Probation Service has a role to play within those communities and we are keen to target our efforts as carefully as possible. As a Service we can improve our training for staff in regard to working on a cross cultural basis. We can consider working even more actively than we do now with partners within the community. We are also determined to work with our colleagues in the police to identify with far greater accuracy racially motivated offenders and to be able to deal with them as effectively as possible. However, rather than to pretend that as a Service we have particular answers to the complex questions posed our first response is to work hard with the Burnley Taskforce and, indeed, the support team with a view to finding solutions across all our community and be an active part in the process of resolution.

**PHIL CROOKS**  
**ASSISTANT CHIEF OFFICER**

**BURNLEY, PENDLE & ROSSENDALE MAGISTRATES' COURT****INTRODUCTION**

This report deals with the organisational impact of the disturbances in so far as they relate to the Magistrates' Court for the Pennine area. The Courts involvement is not such to indicate a view on the causes of such, why they happened in Burnley, why they occurred when they did and any plans that might address the causes.

**FIRST NOTIFICATION**

Media reports alerted the Court that there had been disturbances in the Burnley area over the weekend of the 23<sup>rd</sup> & 24<sup>th</sup> June 2001. The Custody Officer contacted the Deputy Justices' Clerk (Legal) for the area at about 7.15 a.m. on the 25<sup>th</sup> June 2001 to indicate that in excess of 20 defendants were in custody at various locations in the County.

**COURTS ON THE 25<sup>TH</sup> JUNE 2001**

Given the number in custody, it was felt prudent to arrange an additional court at the Burnley Court House. Resources within both the Courts Service and the Crown Prosecution Service were limited and simply allowed for an additional morning court concluding at about midday. That court was convened and dealt with as much business as it could. Regrettably, because of delays transporting prisoners from Police Stations as far away as Skelmersdale, its impact was limited. Nevertheless it required the attendance of 2 additional Justices at court and the services of a Legal Adviser and Crown Prosecutor.

It soon became apparent that, in any event, the court had sufficient capacity to consider all the matters before it. Generally these prisoners had been detained for less serious offences, the defence were seeking adjournments for advance disclosure and in the majority of cases the Crown Prosecutor suggested the grant of conditional bail. As a result the time in court for each case was kept to a minimum.

Prisoners arrested for similar offences committed in the week or so following the main disturbances were dealt with in the same way.

Certain defence Solicitors have criticised the Lancashire Constabulary for what seemed to be a policy decision to decline bail to all those involved in the disturbances. If that criticism is justified, the effectiveness of the first hearing before the court becomes an issue. In particular had bail been granted in the first instance, the defendants would have been bailed to attend court at an early first or administrative hearing. Advance disclosure would have been available for that hearing and substantially more progress would have been possible. The savings that might have resulted from a reduction in the number of adjournments granted in these cases is impossible to quantify.

**SUBSEQUENT PROGRESS OF THESE CASES**

It was initially thought that these cases would have a significant call on the resources of the Courts Service. The less serious nature of these offences meant that, by and large, they would be dealt with in the Magistrates' Court and a large proportion of not guilty pleas were anticipated. Accordingly it was intended that those trials would be listed before the

District Judge for Lancashire and a Deputy District Judge would undertake his existing list. The need to seek the services of a Deputy District Judge would have been an additional cost to the Courts Service.

In fact the number of anticipated trials did not materialise. Only one involving a minor public order offence has been listed and the Justices will deal with that in the ordinary course of business.

It has therefore been possible to absorb these cases into the existing listing pattern.

#### **ARRESTS FOLLOWING VIEWING OF VIDEO RECORDINGS**

At the beginning of August 2001, and following the viewing of video recordings of the disturbances, a number of further arrests were made of those involved in more serious offending. The Deputy Justices' Clerk (Legal) was given advance warning of this intention and that it would involve a limited number of defendants, approximately 6 to 8, each day for about a week. In conversation the Police were reminded of the defence criticism relating to earlier refusal to grant bail in cases arising out of the disturbances and the merits of bailing appropriate defendants to early first or administrative hearings were outlined. Given the courts ability to absorb the earlier arrests no arrangements for additional courts were made.

Those arrests were made and the defendants brought before the court. The majority were in custody and the pattern of the Crown Prosecution suggesting bail tended to follow that established after the first arrests. Given the more serious nature of these offences however, some defendants were sent to the Crown Court for trial and the proceedings for others were adjourned for committal proceedings. Again this business has been absorbed into the existing listing pattern.

#### **IMPACT ON OTHER PROCEEDINGS**

There has been a recent deterioration in performance in certain areas of the courts business. Mindful of the need to deal with cases as soon after arrest as possible it has been disappointing to note that an increasing number of avoidable adjournments at Case Management Hearings. These adjournments are often for the Police to prepare full trial files for submission to the Crown Prosecution Service or complete some enquiry that has already been sought. The feeling is that Officers ordinarily undertaking this work are being deployed elsewhere and that this is having a detrimental effect on the existing caseload.

## COMMENT

The following areas of concern arise out of these disturbances:

- **Communication.** Throughout the Courts Service has received little formal communication from the Police. The initial contact on the 25<sup>th</sup> June 2001 was from the Custody Officer, Sgt. Simpson, working on his own initiative. His wife works in the Courts Service and he indicated that he appreciated how a large number in custody would affect the court. The advance warning of the second phase of arrests followed an initial enquiry from the CJS Department about the availability of video equipment for the remand court made with the suggestion that a telephone call be made to the Incident Room for more information about why it was required. It is understood that the Crown Prosecution Service was also concerned about the lack of information available to it.

Whilst appreciating that the Police dealt with a very demanding situation, the need for communication with other criminal justice agencies should not be overlooked. Situations like this may require the use of additional resources or a change to that already planned. Suitable and discrete channels of communication allow for that.

- **Criticisms of the defence.** If these criticisms are justified they raise fundamental questions about the decision to retain the defendants involved in the disturbances in custody. Apart from that any such decision also prevented the 'Narey' provisions allowing for effective and efficient consideration of cases to have effect.
- **Existing caseload.** It remains important to manage the existing caseload in an effective way. Any deterioration in performance should be avoided.

**J. HELEN MEANWELL**  
**DEPUTY JUSTICES CLERK (LEGAL)**

## **THE COURT SERVICE - BURNLEY COMBINED COURT CENTRE**

Having consulted Judge Bennett, the resident judge, I am sorry to report that I don't think I can contribute, despite being based at Burnley.

Partly because we come in towards the end of the criminal justice process and partly because of our necessarily impartial position.

The only effect on us will be when cases arising from the disturbances reach us in the near future. Whether any trials take place here, or elsewhere in the interests of justice, remains to be decided.

**STEVE TOZER**  
**COURT MANAGER**

## **Lancashire Ambulance Service**

### Burnley Task Force

I refer to our meeting of 9<sup>th</sup> October 2001 in respect of the public disorder of 23/24 June 2001.

I thought the meeting was helpful in establishing the key issues for Ambulance Services; details of which are set out below.

The Impact Assessment for this Service has been considered and has identified the following issues:

- Relationship between Lancashire Constabulary and this Trust,
- Constraints of resources, speed of response to incidents,
- Public safety,
- Staff safety,
- Dealing with the media.

Lancashire Ambulance Service Trust, Lancashire Fire and Rescue Service and Lancashire Constabulary enjoy excellent relationships at all levels across the organisations. These strong relationships placed each organisation in a position which added value to the overall command and control, and communication process. There is evidence of outstanding teamwork at Gold, Silver and Bronze Command. Feedback from my staff and Officers has been of a highly positive nature.

This Trust was able to maintain acceptable speed of response to 999 calls within the constraints of our existing resources, notwithstanding the duty of care for staff safety prior to committing ambulance crews to affected areas. This process included obtaining clearance by Police Silver Command; Gold Command also monitored numbers and types of 999 calls; in the affected and surrounding areas.

Public safety and staff safety is of highest importance and was protected by the arrangements in place to deal with such incidents. Furthermore, additional capability was introduced to strength this facilities, this included further telephone lines for verbal communication at Silver command and a landline for access to the Trust's (CAD) Computer Aided Dispatch system from Gold Command at Hutton.

The media was dealt with by Gold Command in conjunction with Police Gold. These arrangements provided consistent and coordinated information.

As a consequence of these disturbances, a number of mechanisms have been put in place to enhance the Trust's response and improve sustainability; for example more robust on-call arrangements for Officers have been introduced.

The disturbances of 23/24 June and the following week cost this organisation £3,000 which is a financial pressure to the Trust. Consideration should be given to funding such disturbances.

I would also wish to take this opportunity to place on record my very many thanks to Lancashire Constabulary for the support they gave to this Trust during the disturbances.

If I can assist further please let me know.

Very best wishes.

Yours sincerely

Anthony Marsh  
Director of Accident and Emergency Operations

## **Burnley College Submission**

### **Introduction**

- 1 We assume that other organisations will have provided a detailed analysis of the interlocking characteristics of Burnley which underlay the disturbances in June. We would wish only to briefly touch upon those which we believe to be particularly significant from our professional and service perspective.
- 2 First of all we would emphasise that the disturbances arise from key characteristics of Burnley and were not a matter of chance. Burnley has 'inner city' characteristics in terms of deprivation which are not always visible or recognised by national or regional agencies.
- 3 This deprivation, in turn, shapes local culture, aspirations and attainment levels but is also perpetuated by them. While this is true across a range of areas such as health, employment and education, the focus here is on education partly because that is our area of responsibility but also partly because we feel education is a key to a better future for the people of Burnley.
- 4 However, in focusing on education we would wish to emphasise that we do clearly see the interconnectivity of all areas of the social environment including housing, health, education, law and order and employment each one affects and is affected by the others. Consequently the way forward has to be, above all, comprehensive and holistic.
- 5 We would also wish to emphasise that disadvantage in Burnley applies both to the White and Asian communities, sometimes in different ways. For instance, we record no significant difference in achievement levels on College programmes of young people on an ethnic basis. Indeed, in terms of take up of full time education in the College, 25% of our 16-18 year old students are Asian which is notably higher than the proportion in the population. Consequently, the take up by white young people is proportionately low.

### **Educational Attainment**

- 6 Government policy clearly sees education as central equally to economic regeneration, social inclusion and individual life chances. This applies to Burnley and its people as much as elsewhere.
- 7 Given this role for education, it is a matter of concern that the various performance measures show Burnley as behind county and national averages, which themselves the Government feels are too low. This is illustrated by one or two key indicators. The key GCSE five A\* - C scores for school leavers at age 16 are some 10% below the national average. This level of attainment and the local low level of aspiration results in a staying on rate



post-16 in full time education which is some 10% below the national average. This, in turn, feeds into low percentage levels of progression to higher education.

### **Aggregation and Disaggregation**

- 8 This situation is not helped by the way statistics in a two-tier local government system are aggregated. So, when the MP for Burnley asked in Parliament in April 2001 for the staying on in education rates for Burnley post-16 and for the progression rates to higher education the Minister could not provide them. He could and did provide the statistics for Lancashire as a whole as a local education authority. These statistics were extremely unhelpful to Burnley as, grossed up to the Lancashire average, they hid the adverse situation in Burnley.
- 9 This is one example of Burnley's particular characteristics and needs being masked within a very large and diverse local education authority. Government practice is generally to operate at whole-LEA level and to see performance and need at the average for the Authority. In this situation areas such as Burnley with needs greater than the LEA average and performance below that average will miss out on access to key Government programmes and the resources they bring.
- 10 A specific, important example from the education sector is the widespread Government piloting of full Educational Maintenance Allowances (EMAs). These EMAs are targeted on 16-18 year olds in full time further education or school sixth forms. They are contingent upon means testing and provide some £30 per week in cash support to contribute to the cost of young people from the poorer homes continuing their education beyond the statutory leaving age of 16. In this way, the EMAs help to ensure that young people's access to education is not wholly determined by ability to afford the costs of maintenance.
- 11 These awards which are widely available extend to areas whose level of educational performance, judged by the Government's own stated criteria, is higher than that of Burnley. However, because Burnley is part of Lancashire as indicated above our young people miss out.
- 12 The Government has extended to Burnley a much less helpful EMA scheme with far lower resourcing which assists with travel costs only. This simply fails to address local need.

- 13 This type of omission is particularly important given the culture and characteristics of Burnley where genuine disadvantage interacts with limited aspirations. In these circumstances all possible support needs to be focused to improve the life chances of local young people through supporting maximum engagement with education and through that engagement more broadly with society.

### Integrated Services

- 14 Clearly it is an aspiration for all areas of the country to benefit from a seamless education service with the highest level of integration. It is obvious, however, that those areas with the greatest level of need require the most effective local services. Integration and cohesion of the services must be a key aspect of effectiveness, ie services must be “joined-up”. This applies horizontally across services so that, for instance, education, economic development and community development link together.
- 15 However, there is also a need to link together vertically a large, complex and diverse service such as education. All phases of education in Burnley by definition, work in the same environment and face the same challenges. For instance, it is inevitable that there is a clear link between the pre-school development of young children and the later levels of attainment of those children through to the proportion of Burnley people accessing higher education. Consequently, there is a need for far more integrated planning of education in the Borough. The current attempt to bring many of the education related services for Burnley together through the Burnley Learning and Skills Forum is at an early stage. This Forum has wide representation including the voluntary and community sectors. However, it has some way to go to gain general recognition and legitimacy and impinges little on the statutory sectors of education.
- 16 That said, there are generally good relationships to build upon among many of the key stakeholders in Burnley. Specifically, there are excellent examples of current co-operation. Some of which we are aware include joint work between the College and the two schools with sixth forms; work between the College and high schools and between the College and primary schools; and collaborative action between the College and the strong local voluntary and community sectors.
- 17 These relations and on-the-ground partnerships, however, are prospering despite the need for more effective joint planning and implementation structures. Such structures to be effective must operate at Borough level, although they will include bodies with a wider remit.

### The Way Forward

- 18 We propose the need for Government and other agencies consistently to recognise the Borough as an appropriate level of disaggregation for planning and action for services.

- 19 We propose the need to establish a strong overarching planning and monitoring body which is Burnley based and focused and links together all key services, It is assumed the on-coming Local Strategic Partnership will fulfil this role.
- 20 We propose that in respect of education and training - the Government would refer to learning and skills - a Burnley based and focused body and planning and monitoring process is established. This should be inclusive of all phases of education and training. This might build on the current Learning and Skills Forum, reformed and reshaped as appropriate.
- 21 We propose that the Government should take early action to introduce all special education initiatives which are available elsewhere to Burnley to ensure, as far as possible, equal outcomes for local people whose starting point is often not equal. From our own specialist perspective we would draw attention to the Education Maintenance Awards referred to above as one striking example of unequal treatment which needs to be corrected. No doubt other areas of the education service could give similar examples.
- 22 We strongly believe that the life chances of younger people and beyond that adults in Bumley need to be significantly improved and education is a key to this. Through our comprehensive service to young people (some 1500 attend Bumley College) and the wider community (some 11000 people in total attend• the College), we are playing a key role but within the right structures could contribute more.
- 23 We will be more than willing to provide further detailed comment from our experience if required.

**CRIME AND DISORDER BURNLEY**

Crime and Community safety has been identified as a major concern of Burnley residents since the inception of community studies and is the lynchpin of the Community Safety Strategy (Building Community Safety in Burnley, Burnley's Review of Crime and Disorder, December, 1998).

Burnley has a crime rate which is higher than the national average. Burglary rather than disorder has been identified as Burnley's biggest single crime issue and Burnley's burglary rate is significantly the highest in Lancashire accounting for 25% of Lancashire's dwelling house burglaries.

Although violent crime in Burnley is not greater than elsewhere, Duke Bar area has historically recorded higher levels of violent crime. (Building Community Safety in Burnley, Burnley's Review of Crime and Disorder, December, 1998).

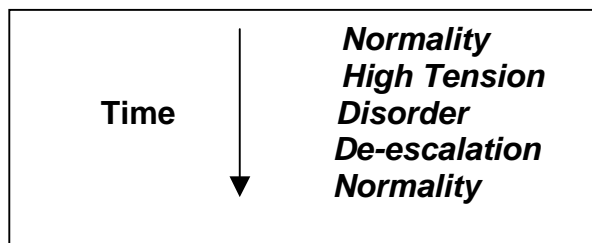
The North West of England has the second highest rate of known problem drug use per head of population within England. East Lancashire has the highest rate in the North West and Burnley has the highest rate within East Lancashire. (Building Community Safety in Burnley, Burnley's Review of Crime and Disorder, December, 1998).

Burnley has high levels of illegal drug use which is at the root of much of the town's acquisitive crime and up to 80% of burglaries could be attributed to heroin dependency. The buying and selling of drugs brings with it lower thresholds for violence. Suppliers seek to protect lucrative markets using high levels of violence as a norm and resort to crude methods of debt collection.

Burnley also has a high level of drink related problems, which naturally includes the category of violent crime. Historical evidence shows that Friday and Saturday nights always have the potential to be busy in terms of crime and disorder which can be related to alcohol consumption.

**NATURE OF DISORDER – CONCEPTUAL MODEL**

Different levels of community disorder can be described by the following model:-



**Normality** – The situation which requires no more than normal policing, which will itself vary from one area to another. Some areas by reference to levels of crime, illegal enterprise, for example, drug dealing , and a record of hostility to law enforcement, have a

much greater potential for urban disorder. Normal policing in these areas generally involves a degree of sensitivity, planning and resolve which would be considered abnormal elsewhere.

**High tension** – The situation in a community when feelings are running high and the potential for disorder is perceived to be considerably increased.

**Disorder** – The situation in a community when there are frequent outbreaks of disorder. There is a shift in emphasis from the general temper of the community to a specific incident or series of incidents.

**De-escalation** – a period which could be measured in hours, days or weeks during which there is a high risk of renewed disorder and an expectation of sporadic disorder.

**Normality** – this is when it is considered that normal policing (for the area) can be resumed.

We will use this model to look at the disorder which occurred in Burnley. The results are illuminating.

### **NORMALITY IN BURNLEY**

Normality is comparative. The level of crime and disorder experienced in Burnley may be considered the norm for Burnley, but could be seen to be excessive for other areas, for example, the aforementioned burglary rate, illegal drug supply and use, alcohol related violence and violence in specific areas of the Town.

Burnley police officers visited Oldham after their disturbances, where it was found that the communities were polarised and appeared to be segregated. However, in Burnley different communities live together, e.g. Bangladeshis and Pakistanis, white and Asian heritage, and when community leaders were contacted they intimated that Burnley was not like Oldham. The common view was that Burnley's communities were less polarised. Their comments included, "We are embarrassed by Oldham, we do not want that to happen here", "We are keeping our children away from Oldham, we don't want them to get involved", "Tension is not high in Burnley". With hindsight we perhaps had a false sense of security.

Taxi drivers in Burnley are a vulnerable group and can be considered repeat victims. They work until the early hours of the morning and are subjected to abuse and crime from customers, many of whom are the worse for drink. Many taxi drivers are from the ethnic minority communities. They have two well organised associations, the Hackney Carriage Association and the Private Hire Association who are very active in addressing their members' problems, for example, when they have been victims of crime in the past they have withdrawn their services and on occasions have besieged the police station and town hall. They have excellent lines of communication between themselves and word travels fast between them.

A past murder investigation in 2000, uncovered issues of drug dealing, bootlegging, racism, nationalism, football related violence, prostitution and opportunist criminality. With the exception of prostitution, these same issues have been highlighted in the Burnley disturbances and certain areas of the town and licensed premises are common to both.

### **HIGH TENSION IN BURNLEY**

Overnight, Friday 22 June and Saturday 23 June 2001, was very busy in terms of criminal events. In one incident two Asian heritage young men were attacked and stabbed outside a nightclub. One was quite seriously injured with a wound to the neck. Their assailants were Asian heritage too and the cause of the attack was in no way racial. The men responsible were quickly traced and processed.

The second incident was in fact a series of incidents which occurred in the Daneshouse and Colne Road areas, resulting in males being wounded from both the Asian heritage and white communities, wanton damage being caused to cars parked in these streets and some house windows. The incident involved owners of both Asian heritage and white ethnicity and what amounted to purely indiscriminate criminal acts.

Following, and in close proximity to this damage, a moving car on Colne Road, being driven by an Asian heritage man was also damaged. He stopped to inspect the damage and was then subjected to a totally unprovoked and vicious attack being beaten about the head with a hammer. There is no doubt that this man was simply in the wrong place at the wrong time and that he was attacked because of his ethnicity. His injuries included a fractured cheekbone and he required hospital treatment. He was in fact a taxi driver who had just finished work and was on his way home.

During Saturday, rumour and speculation escalated throughout the Asian communities in the Daneshouse and Duke Bar areas that the Asian heritage man had died. Misinformation about the stabbing incident outside of the nightclub also abounded. It was clear that tension within the Asian communities was increasing, firstly, due to these rumours and secondly, when the people arrested in connection with the assault on the taxi driver were released on bail without charge. This was because at that stage there was insufficient evidence to charge them and further lengthy enquiries needed to be made including the acquisition of forensic evidence. To counter the misinformation and to ease tension, the Police tried to publicise a true version of events regarding both incidents through the media, local community contacts, licensees and door staff of licensed premises.

However, this was not successful and during the evening of Saturday 23 June, a group of armed Asian heritage males attacked the Duke of York Public House on Colne Road. It was common knowledge that the Duke of York was frequented mainly by the white element and little doubt that those who attacked the pub believed some of them to be connected to the attack on the taxi driver.

In the attack on the Duke of York, windows were smashed, injuring several of the people inside, who in turn, spilled onto the road, but not before arming themselves with makeshift weapons from within the pub. The Police were called to the scene and had to drive both

groups away from the area to prevent a large-scale confrontation.

The tone had now been set for the next day; a tit for tat sequence had been started and it is not unreasonable to conclude that the attack on the Duke of York was an act of revenge for the earlier attack on the Asian heritage taxi driver.

This period of high tension lasted for some twelve to fourteen hours (from about 5 am on the Saturday to early evening of the same day) which could be said to be a short period of time in comparative terms, and with hindsight gave the police little or no opportunity to defuse the situation.

### **DISORDER IN BURNLEY**

During the afternoon of the following day, Sunday 24 June, there were clear indications that tension was continuing to rise between the Asian and white communities. The licensee of the Duke of York, having received information that there was going to be further trouble, closed the pub in the early evening. This resulted in most of the regular customers moving to a nearby public house, with a similar clientele to the Duke of York. During the course of the previously mentioned murder investigation, it became evident that a minority of these people have nationalist views and travel to Northern Ireland at the time of Loyalist parades.

Here, where customers drink outside on warm days such as that Sunday, something of a siege mentality developed, with groups drinking and singing football and nationalist songs such as, "No surrender to the IRA". Substantial fireworks were also set off at the back of the pub and racial abuse was directed at passing Asian heritage motorists, followed by actual damage to some of their cars, mainly taxis.

There is no doubt that any incident involving taxis is instantaneously fed back into the Asian communities via radios and mobile phones, and that the communities in general were well aware of events around the public house as they were developing. Equally, there can be little doubt that some people in the Asian communities were being 'mobilised' as the situation was developing, evidenced by the fact that huge numbers of Asian heritage males very quickly gathered, many armed with weapons such as swords, machetes and clubs.

The next significant move, however, was made by the white group from the public house near to the Duke of York, in that about thirty males decided to walk the relatively short distance from the pub into to the Daneshouse area, which is populated in the main by Asian heritage people. Other white males moved off in the opposite direction, presenting problems for the Police trying to deal with the situation. Both white groups were fuelled by drink, singing songs and hurling racial abuse, but the group who were heading towards Daneshouse were prevented from doing so by Police officers who were now increasing in numbers.

This group was marshalled along Colne Road towards Burnley town centre. This took them past a number of side streets leading into Daneshouse, in which significant numbers of males from the Asian communities, possibly 300 strong, had gathered. The Police very quickly found themselves in the middle of opposing factions and were heavily

outnumbered. They were faced on both sides by people who were quite literally 'spitting hatred' at each other, armed with weapons, throwing missiles and making every effort to fight each other and the Police. Whilst the white faction were on the move, the Asian heritage group remained in and around Daneshouse.

The tactic employed by the Police was to lead away the group of white males which, although extremely violent and aggressive, was significantly smaller in numbers than the Asian heritage group. This successfully prevented a confrontation that potentially could have been a blood bath.

It was from this point that the violence and disorder spread into other areas of the town, as both Asian and white males retreated, to a great extent, into their own areas and attacked properties owned or frequented by people of opposing ethnicity. By analysing the evidence and information gathered during the investigation, it is not difficult to plot the events as they developed.

The group of white males having been driven off along Colne Road, were running, singing and chanting, verbally abusing Asian heritage individuals, and in at least one case attacking an Asian heritage taxi driver. Where Colne Road naturally becomes Church Street, they attacked premises owned by those from the Asian communities, notably restaurants and taxi offices. There is no doubt that these attacks would have been communicated on the taxi network and the Asian communities would have been aware of the incidents as they unfolded. Members of the Asian communities already on the streets in the Duke Bar area would have very quickly become aware of the events in Church Street, which may have increased their outrage.

By now the number of Asian heritage males on the streets in the Duke Bar area was overwhelming the Police. Traffic was brought to a stand still and cars occupied by white people were attacked with a level of violence and aggression which endangered the lives of the occupants. Police officers and their vehicles were attacked, not just with weapons but also with petrol bombs, which clearly indicated elements of planning behind this part of the disorder.

Premises owned by people from the white communities were attacked, as groups of Asian heritage men and youths went on the rampage in the Duke Bar and Daneshouse areas, for example, the Dragoon public house, the Daneshouse Working Men's Club and numerous shops and vehicles. Street CCTV cameras were also attacked and disabled at this time.

The group of white males moved from Church Street into Yorkshire Street, close to Burnley town centre, where serious disorder then broke out. There were several more attacks on properties owned by those from Asian and other ethnic minority communities in that area.

The disorder was focused mainly in the area of public houses frequented, amongst others, by white men known to be involved in football related violence, which has on occasions involved racism. There is no doubt that numbers in this group were swelled by others who were using these pubs at that time. This white male mob hurled a barrage of missiles at



the lines of Police officers in the street. They also shouted racial taunts at the police, such as, 'Paki lovers' and the attack was sustained and vicious.

This group of white males then moved from Yorkshire Street towards the nearby Burnley Wood area of the town, where, unlike Daneshouse, the Asian communities are clearly in the minority. There is little doubt that this white group would have known what was happening in the Daneshouse area and the attacks being made on white owned premises. Certainly, people living in the Burnley Wood area, not involved in the violence and who had received telephone calls, were already out on the streets watching the Police helicopter and talking about the unfolding situation.

The white mob moved along Plumbe Street, into Oxford Road, attacking taxi offices and take-aways owned by members of the ethnic minority communities. They erected barriers between them and the Police as they progressed by overturning and setting alight cars.

Some of the residents of Burnley Wood subsequently said that they noticed white men, strangers to them, driving along Oxford Road, taking an interest in premises owned by members of the Asian communities. The identity of these strangers is not known, but it is certainly the case that what then followed was the selective targeting of premises over the next few hours in a manner which clearly indicated that the mob was being organised and led in what they were doing.

Arson attacks, in some cases through the use of petrol bombs, were mounted in Burnley Wood by this white mob against businesses, homes and vehicles owned by those from the Asian communities and in one case asylum seekers. Thankfully some of these attacks were ineffective, but others clearly threatened life and resulted in a serious injury to one Asian heritage lady. This group had attracted known criminals from the local area, who seized the opportunity to indulge in the looting of premises abandoned in fear by their occupants.

Again there can be no doubt that the Asian communities in Daneshouse found out immediately about what was happening in Burnley Wood, as the terrified residents of the attacked premises, made telephone calls to relatives and friends in other areas of the town. It is probably no coincidence that the attacks in Burnley Wood were followed by further attacks by Asian heritage males in the Duke Bar area. These involved petrol bomb attacks on Police officers, damage to shop premises and cars, and mobs of youths rampaging along streets occupied by white people, who were terrified, as their house windows and cars were damaged.

The Duke of York pub was again attacked by Asian heritage males throwing petrol bombs and it was completely gutted. What is significant, is that one eyewitness to this attack describes one of the petrol bombers as being a child of less than ten years of age.

In the early hours of Monday morning (26 June 2001) order was restored as the mobs in both areas tired and dispersed. There were still some opportunist acts of looting, which in some instances continued for a couple of days where premises were left vulnerable. The Fire and Rescue Service brought the fires under control and a clean-up operation began.

By 6.00 am that day the Police still had 155 calls for assistance from members of the public in connection with the disorder, which had not been answered.

### **DE-ESCALATION IN BURNLEY**

From Monday 25 June 2001 we were in a state of de-escalation, because the already high levels of Police resources moved into the area were increased significantly. There was early resolution of any incidents to ensure that there was no escalation to a disorder situation and the style of policing certainly during the daytime was of high visibility and community engagement.

However, during the course of Monday and into the evening, tension remained high. Significant numbers of white men gathered again at a public house near Duke Bar during the afternoon, which necessitated disruptive action by the Police and the eventual closure of the premises. Large numbers of Asian youths also gathered in the Abel Street area of Daneshouse, and when approached by Police Officers, attacked them with missiles, injuring one officer.

The following day, Tuesday 26 June, saw further serious but sporadic incidents. A white man was knocked down by a car driven by an Asian heritage youth and received serious injuries. Later that evening serious disorder broke out in Yorkshire Street, in the same location as on Sunday 24 June 2001. Police officers were again the target for attacks by a group of white men, but the numbers of officers present enabled the disorder to be dealt with speedily.

Other serious, racially aggravated criminal offences were committed throughout the week, including arson attacks on an Indian restaurant on the outskirts of Burnley and on shops within the town, owned by members of the Asian communities. Substantial 'caches' of petrol bombs (70 in one find) were also recovered from different locations in Burnley and Nelson.

### **NORMALITY IN BURNLEY**

Normal Policing resumed on or about Monday 23 July 2001 when the Police reduced patrols in the previously hot spot areas to the levels experienced before the disorder. However, although a state of normality had arrived it was still recognised that a critical incident could move the community to one of high tension. A more accurate description of the situation would be 'nervous normality'.

As a result of the disorder the police are now even more conscious of the need to spot critical incidents quickly, deal with them effectively, engage in community liaison with key contacts to stifle rumour and speculation and thus prevent the outbreak of disorder.

The Chelsea v Burnley football match on 24 August 2001, a pre-season friendly, was dealt with as a critical incident, because of intelligence received that a small group of white males may travel from Chelsea to Burnley with the intention of causing disorder amongst the Asian communities. The police mounted a large operation involving the Metropolitan

and British Transport Police, to protect any vulnerable communities. Whilst fifty alleged Chelsea supporters with right wing views attempted to travel to Burnley, their progress was hindered by the police in Preston, and in frustration the group caught the 4.30pm train back to London. All trouble was averted.

The Anti- Nazi League (ANL) published that they would be active within Burnley on 1 September 2001. This again was dealt with as a critical incident and a large scale police operation was mounted to prevent members and supporters of ANL assembling or marching in the Burnley area, thus preventing them from becoming a catalyst for others' reaction which could lead to serious disorder. The day went successfully and no section of the communities of Burnley were compromised. No arrests were necessary.

### **LINKED ISSUES**

It has become evident throughout the police post disorder investigation that there are linked issues to the disorder of 23 to 25 June 2001. They may in fact be short term causatory factors, sitting alongside longer term social issues. What part these links played in the disorder is a pertinent debate for the Task Force.

The linked issues are drug dealing, football violence, fanatical nationalism, alcohol abuse, racism and opportunist criminality. These same factors were evidenced as being present in the same communities during the murder investigation alluded to at page 4.

The victim, a white drugs dealer, was shot dead by an Asian drugs dealer, on the outskirts of Burnley on 30 September 2000. The Asian drugs dealer was convicted of the crime in May 2001, but it is believed that others were involved. The victim was also a convicted football hooligan and a regular drinker in the public houses around Duke Bar, which featured significantly throughout the disorder. He would also travel to Northern Ireland with friends at the time of Loyalist parades.

This killing came as a result of a dispute between drugs dealers. Although racism between the offender and victim was never satisfactorily evidenced, it certainly existed amongst the associates of them both.

### **STATISTICS**

These statistics concentrate on the relevant locations in Burnley and include offences, which can be attributed to the serious disorder (as at 28 September 2001).

#### **Location profile**

- 51 offences Yorkshire Street through to Burnley Wood incorporating Oxford Road
- 34 offences Duke Bar from Colne Road Library through to Briercliffe Road Business Park
- 32 offences Daneshouse
- 19 offences Town Centre

### **Offence profile**

There was a broad cross section of offences across all locations

- 61 offences of damage to dwellings, non dwellings and vehicles
- 26 of which were racially aggravated damage to vehicles
- 19 racially aggravated damage to non dwellings
- 7 racially aggravated damage to dwellings
- 4 non racial damage to buildings
- 2 non racial damage to dwellings
- 1 non racial damage to vehicles
- 20 offences of possession of offensive weapons
- 15 offences of burglary other than in a dwelling
- 15 offences of arson
- 9 offences of racial harassment
- 6 offences of non racial harassment
- 3 offences of wounding
- 3 offences of unlawful assembly

### **Arrest and Offender profiles**

- 157 separate offenders
- 20 remain unidentified but 18 of these will be released to the press for the first time (week commencing 1 October 2001)
- 139 identified
- 101 arrested
- 38 pending arrest
- White arrested offenders – 69
- Asian heritage arrested offenders 32
- Pending arrest – 19 white, 37 Asian heritage
- Of those arrested 15 were not from the area in which the trouble occurred
- Of those 15, 5 are Asian heritage, 10 are white
- Asian heritage out of area offenders were from Keighley, Blackburn and Halifax
- White out of area offenders were from Durham (1), Worsthorne (1), and the West End of Burnley (8)

Many of the white offenders when processed and some witnesses openly expressed racist opinions.

### **Charge profiles**

- Some offenders have faced more than one charge
- A small number of offenders (8) have been released no charge
- The Arson offences (4) were limited to one type of ethnicity (white)
- Likewise the wounding offence (Asian heritage)

- 31 Offensive Weapons
- 35 Violent Disorder
- 16 lesser Public Order Offences
- 10 Criminal Damage
- 4 Racially Aggravated Harassment
- 4 Arson offences
- 1 wounding

**Age and Ethnicity profile**

- |                        | Asian heritage | White |       |
|------------------------|----------------|-------|-------|
| • Under 16 years       | 1%             | 2%    | = 3%  |
| • 17-20 years          | 9%             | 18%   | = 27% |
| • 21-30(mostly pre 26) | 16%            | 26%   | = 42% |
| • Over 30 years        | 1%             | 27%   | = 28% |
- The single largest offender group were white males over 30 years of age
  - The 17 to 26 age group were the largest offending joint age group, being 19% Asian heritage and 40% white thereby totalling 59%

**Cost profile**

- 2 police officers injured (missiles)
- 3 members of the public assaulted
- Unknown at this stage whether any persons were injured indirectly (non assault injuries)
- Approximately 100 offences involving theft of property or damage to property—approximately £ 610,000
- Includes two arson offences of £440,000 and £66,000
- Three damage costs of between £10,000 and £20,000
- Most of the costs were in the low hundreds
- Direct policing costs approximately £1.3 million (which includes the post disorder investigation)
- Riot damage claims submitted so far £1.4 million

**CONCLUSION**

There is no doubt that the trigger for the disorder was the clash between two criminal groupings (one Asian heritage and the other white) in Daneshouse during the early hours of Saturday 23 June, and thereafter the indiscriminate attack by white men on the off duty Asian heritage taxi driver. Rumour and speculation about this attack then abounded for the next twelve hours, which greatly raised tension within the Asian communities, with key individuals planning revenge, that took the form of an attack on the Duke of York public house that evening.

The stage was then set for the white faction to seek their revenge, which they attempted to do on Sunday 24 June and this led to the widespread violence and disorder engaged upon by both factions thereafter.

Certain factors need to be considered individually:

**Racism** – It is true that the criminal groupings who clashed in Daneshouse during the early hours of Saturday 23 June were of different ethnicity, but the reason for their clash was probably more criminal than racial. However, it is likely that the white group held racist views and opinions. Their later attack on the taxi driver was certainly racially motivated. By Sunday 24 June, the factions involved in the disorder had divided on racial grounds, Asian versus white.

It is known that many of the white offenders held racist views and opinions. Premises selected for attack by the white faction were chosen for racist reasons and the same can be said for premises attacked by the Asian heritage faction. Racism was a key factor in the disturbances, but it formed only part of the trigger. It certainly motivated the white faction and enabled disorder to flourish.

**Politics** – It has been seen that some of the white faction held nationalist views and this complements the previously described racist views. This is against a backdrop of 4,150 people in Burnley voting for the British Nationalist Party (BNP) at the last general election. No evidence has been gathered to confirm that the disorder was planned or manipulated for political ends. What was apparent however, even from Sunday 24 June, was that the BNP spotted a media opportunity for themselves in Burnley and that they took advantage of it with Nick Griffin, their national organiser, visiting the town on Monday 25 June 2001.

It has to be said though that the Anti Nazi League (ANL) spotted similar opportunities and targeted the town on 1 September.

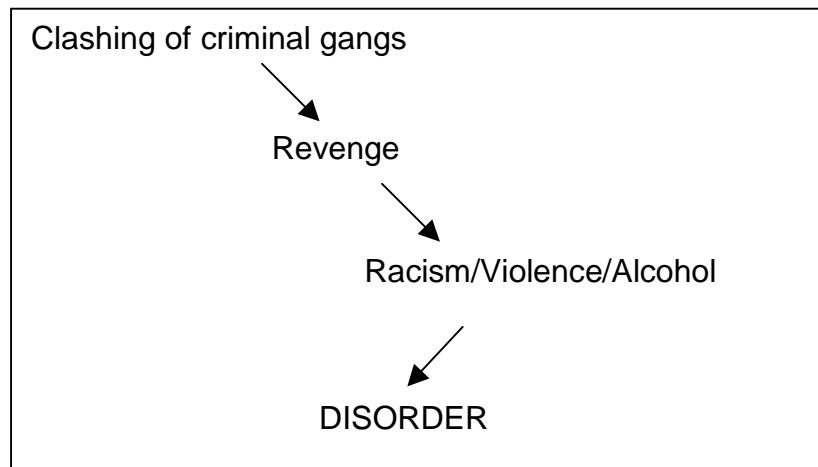
There is no evidence that political manipulation was a significant factor in the disorder.

**Criminality and Drug Dealing** – The two groups who clashed early on Saturday 23 June can be connected to drug dealing and other criminality. They have a mutual history in this respect and were known to each other. It is considered that this relationship was a significant factor in the clash.

Post disorder, a loud message certainly from the Asian communities, was that the police should enforce against the drug dealers more robustly and that drug dealing is a major concern for them. It is important to note that drug dealing and its attendant criminality affects both Asian and white communities equally. It was an important factor in the events which triggered the disorder.

**Alcohol and Violence** – In a white minority element within Burnley, there is a sub-culture of violence. This has manifested itself for years in the shape of Burnley's football hooligans, who have a national reputation. A number of these known football hooligans were key players in the white faction during the disorder. People like these and their associates frequent the public houses highlighted during the disorder and their activity is habitually fuelled by drink. Their alcohol consumption during the disorder increased because of the very good weather.

**Combined Factors** – The aforementioned factors appear to have combined in a sequence to produce the disorder. The sequence was:



Both factions, white and Asian, were affected by criminality and drug dealing and both at different stages sought revenge. The white faction, however, was additionally fuelled by racism and a propensity for violence exacerbated by alcohol.

## **THE FUTURE**

There are long term social issues which other agencies and organisations will report on.

For the police the messages from Burnley's communities have been heard and will be actioned. Drug dealers from all communities will be targeted. Community Beat Officers (CBO's) will be established to engage much more closely with communities to identify their needs and tackle the issues which are important to them. To assist in this, for 2002/2003, the Force will have an additional 'reassurance' objective which will naturally take us closer to communities and require robust channels of dialogue with them.

But it would be a mistake to think that Burnley's problems only require engagement with minority ethnic communities. In Burnley there exists a minority white element who are racist, have a propensity for violence and have criminal connections. Its members must be engaged with and the threat that they pose managed, whether it be by way of enforcement or otherwise.

Whilst normality has been restored once again in Burnley, the threats to peace, both short and long term, still exist and current international events pose a palpable threat. All agencies and especially the people of Burnley must work hard together to establish long lasting peace and harmony.

**Burnley Borough Council**

- a)** Council's Response (1)
- b)** Council's Response (2)
- c)** Financial Background
- d)** Housing Needs and Strategy Unit



**BURNLEY BOROUGH COUNCIL'S RESPONSE**  
**TO THE TASK FORCE**

**Context**

1. Burnley Borough Council has been invited by the Task Force, along with other key statutory public agencies, to put forward its views on the causes of the disturbances in the Borough and the impact they have had on the Council, and to make suggestions that would lessen the chances of any recurrence in the future.
2. This response is structured to set out the organisational impact on the Council and to put forward some concrete suggestions that the Council believes would help address the serious issues confronting, and indeed causing division amongst, Burnley's communities. It is not felt appropriate to comment on the causes of the disturbances as the Council believes it is the role of the Task Force itself to come to such conclusions.
3. The disturbances had a significant immediate impact on the Council and it is increasingly clear that they will also have a longer-term impact. The Council and its various Partnerships has put a considerable effort into listening to, and working with, Burnley's communities. In particular in recent years much work has gone into community capacity support, into local Action Planning and into improving how the Council consults with communities. This is in line with central government policy and Burnley Borough Council has embraced this change of emphasis with enthusiasm.
4. Finally it should be noted that the impact on the authority has been organisational as well as financial and has been felt at both Officer and Member level.

*Immediate Impact*

5. The disturbances took place over the weekend of June 23<sup>rd</sup>/24<sup>th</sup> and into the following week. Peacetime emergency planning procedures were effected on the evening of June 24<sup>th</sup> involving the Support Services Manager. Subsequently on the 25<sup>th</sup> the Chief Executive and the Director of Development became involved and were both at Silver Command with the Police through the night. Staff from the Support and Member Services, Urban Regeneration, Environmental Health and Legal Services Units were also immediately involved at this stage.

6. On the afternoon of Monday, June 25<sup>th</sup>, the Council hosted a community gathering to consider the weekend's events and what needed to happen in the short term. That meeting agreed the need to convene speedily a community conference and that it should consider the setting up of a Task Force.
7. Staff from a number of Council Service Units, along with officers from Lancashire Constabulary, formed a Member/Officer Planning Group. At Member level this Group included the Leader of the Council and the Executive Member for Community Safety. This group was responsible for co-ordinating Burnley's immediate response to the disturbances and staff included the Chief Executive, Head of Legal Services and the Urban Regeneration Co-ordinator. This group took responsibility for the planning and delivery of the Community Conference held at Turf Moor on July 5<sup>th</sup>. Setting up this conference involved many staff from different Units working very intensively. All their other work was, as a consequence, sidelined.
8. During this period the Legal Services Unit had to prioritise work with Lancashire Constabulary to deal with legal orders, banning assemblies and marches. It is estimated that each request from the Chief Constable resulted in two senior staff being tied up for two days. In addition the Legal Services Unit were also called on to advise on detailed matters related to the intense publicity generated by the disturbances. The Chief Executive had to be consulted on this work, and she was the signatory of the Orders.
9. The other Council Unit most affected during this immediate phase was the Urban Regeneration Unit, including the Community Safety Team, along with the Equality and Access Team. In these areas the following changes were necessary to cope with the aftermath of the disturbances.
  - The level of media interest was overwhelming. Even though this workload was shared with the PR staff from the Police, for the first fortnight after the disturbances all the Council's PR staff worked full time (and very long hours) on this issue. Essential additional support was given by Lancashire County Council, who released an officer on a full-time basis to assist. Within the Council, staff from other Units, such as the Economic Development Unit, were also drafted in to help cope with the media interest and deal with the many urgent requests for information generated.
  - The Equalities and Access Team have continued to work full time on Task Force work as a consequence of the disturbances.
  - The work of the Council's Community Safety Team has also been significantly affected, with the work to start the Best Value

review of Community Safety being deferred until next January. The Community Safety Officer has been working full-time on the Task Force.

10. In the immediate aftermath site visits by staff within our Planning Services and Housing Needs and Strategy Units were curtailed in the areas affected by the disturbances.
11. The Training and Employment Access Point in Daneshouse experienced a marked drop in customers.
12. The Thompson Centre also suffered a drop in attendance in the immediate aftermath.
13. Play work sessions in Burnley Wood and Stoneyholme were cancelled.
14. Importantly some staff have admitted a loss of confidence in their work following the disturbances, questioning the relevance of their work and for some the assumptions behind policy. The disturbances have come as a real shock to these staff who believed the Council and its partners were making good progress in addressing communities' concerns.
15. The Council agreed with the County Council and Government Office for the North West (GONW) to utilise up to £70k of the current year's Neighbourhood Renewal Fund to fund immediate "target hardening" (i.e. security improvements) measures to commercial properties at risk in the areas of the disturbances.

*Impact of Task Force on Burnley Borough Council*

16. The main impact of the Task Force on Burnley Borough Council has been one of the enormous amount of time and resources it has absorbed. The Leader and the Chief Executive in particular are both members of the Task Force in their own right, and work on the Task Force has involved a very considerable time commitment, over and above their "usual" leadership roles.
17. By establishing a Task Force officer support team, the Council has also committed a number of officers to full-time work on the Task Force. This includes the Community Safety officer, the Public Relations Officer and the Equalities officer.
18. Other staff have undertaken part-time support to the Task Force. A Director's Secretary has been working part-time for Lord Clarke, the Head of the Regeneration and Development Unit has been heavily committed on this work, and officers from the Support and Member Services Unit have been working on an overtime basis to service Task Force meetings. Other staff have been heavily involved in specific activities, e.g.

organising/facilitating the visit from the Community Cohesion Review Team, work which was led by the Community Development Officer.

### **Financial Impact**

19. The estimated cost of the disturbances and of setting up the Task Force is approximately £95,500 (to the end of November 2001). Of this figure, approximately £25,000 is actual additional expenditure that has been incurred by Burnley Borough Council; the other £70,000 relates to staff time for staff who should have been working on other duties. These figures do not include the cost of printing the final report, which could be considerable. Burnley Borough Council has allocated an initial sum of £10,000 to the Task Force, matched by Lancashire County Council. We hope that the Task Force will support us in our request to government to recover our costs.

### **Areas Identified for Future Action**

#### **Information/Communications/Marketing**

20. The Council recognises the need to improve the promotion and marketing of the Borough itself as a place to invest, to work, and to live. Various budgets and resources are available for such activity across Borough Council Service Units and there are also other agencies that contribute to this, e.g. Initiative Burnley, the Marketing Partnership and tourism activities. These resources should be reviewed so that they work together in a co-ordinated way to maximise value and so that they are targeted more effectively.
21. The Council's own internal and external communications must be improved. The Council fully recognises that in the past it has sometimes not presented the reasons behind its decision-making clearly and consistently. This has consequently led to confusion amongst the public and Council staff, and very arguably to less effective policy implementation. The lack of effective communication by Burnley Borough Council has been raised consistently in feedback to the Task Force. As a very large organisation, the authority is only funding 25% of the cost of its PR team, consisting of just 2.5 full-time staff. The majority of these costs is met by SRB funding. When SRB1 funding ceases in April 2002 the PR team will reduce to one full-time equivalent post. We are not proactive enough and, as a result, residents and businesses in Burnley are increasingly unclear on the role of the Council, its policy decisions and particularly the services for which it is responsible. The Council proposes to introduce a training programme for staff and Members to review its communications operations.

#### **Cultural Awareness and Training**

22. As a major employer in the Borough the Council recognises its responsibilities to monitor and review its employment practices as they impact on all of Burnley's communities. Over the years the Council has taken the lead on a number of initiatives to promote cultural diversity e.g. European Year Against Racism, Celebration of Achievements and other events. However, these have been largely on an ad hoc basis and not part of an overall strategy to promote cultural diversity. Within the Council some training has been offered to Elected Members and Council Officers to promote understanding of the different cultures within the Borough. Again, this has largely been on an ad hoc basis with no requirement to attend. Although the Council committed itself to achieving the Commission for Racial Equality Standard for Local Government in 1995 and considerable work has taken place towards achieving this standard, the relevant auditing and monitoring procedures have not been introduced to enable the Council to assess itself against this Standard. The introduction of the Generic Equality Standard for Local Government in October 2001 is a tool which will enable the Council to meet all the requirements of all the relevant legislation and Best Value Performance Indicators. As part of progress towards meeting this Standard a programme of training, awareness raising and opportunities for honest discussion internally amongst Members and Officers is recommended. The Council's Executive and Scrutiny Committees should monitor Service Units' progress closely on achieving Level One of the Equalities Standard.

### **Civic Leadership**

23. The Council is committed to acting as a civic leader and our experience of the recent disturbances demonstrates that local people do look to the Borough Council to provide such leadership and to bring other partners and agencies together in a co-ordinated way to tackle problems. Certainly the recent experiences of civic leadership with people internally and externally rallying round was a positive one. The relationship with Lancashire County Council, however, needs to continue to be improved – there is more comment on this later.
24. The formation of the new Local Strategic Partnership (LSP) will further build on this community leadership responsibility. The Council's Executive will need to take active leadership of the formation of the LSP to ensure it has the best chance of working most effectively, and that the objectives of the LSP and the Council complement each other.
25. The Council recognises that it must lead the development of a clear strategic "vision" for the Borough under the LSP, which will set out clear priorities to address the challenges facing the whole of the Borough. It further recognises that the lack of such

a clear vision to date has contributed to the social division now evident in the Borough.

## Resources

26. Burnley Borough Council has real and significant funding problems, which need to be acknowledged and addressed by central government. Of the 238 Shire District Councils in England, Burnley Council is **the only one** whose Standard Spending Assessment (SSA) is lower this year than it was nine years ago. This is an extremely important point. The SSA directly affects the amount of government grant aid that the Council receives. Just to keep pace with inflation the SSA should have increased by 26% over the last nine years and yet it has declined to £11.505m. The methodology related to the SSA must be reviewed by central government as it has unfairly penalised Burnley, which has major deprivation.

In summary, since 1992/93 the following has happened:

- inflation has **increased** by 26%
  - Council spending has **increased** by 16%
  - the Council's Standard Spending Assessment has **decreased** by 2%
27. The Borough has the problems and the needs of an inner city but it is not given the resources to tackle these. Burnley has some of the worst problems of deprivation and social exclusion in the country, including the sixth worst ward nationally for child poverty. This is reflected in the fact that we have received recently from government additional monies through the Neighbourhood Renewal Fund, which is targeted at the most deprived areas in the country. However this is only £2.8m over the next three years. Following this, if current government policy remains, we will be dependent on main stream allocations to tackle the Borough's many problems. Unless these allocations to the Council increase markedly the Council does not believe, especially in the key area of housing, that any meaningful progress will actually be deliverable.
  28. The Borough and its MP, Peter Pike, has, for three years, been unsuccessful in urging central government to review the SSA methodology and the financial position of Burnley Borough Council. To date, this problem has not been addressed by government.
  29. Because of the budget problems of the Borough Council there have been significant cuts in main programme resources, which have had an impact on the services which we know local people

value. Any new Council monies for expenditure are mainly via external funding programmes, managed by partnerships such as Burnley Regeneration Forum which have a very strong area or target focus. This has tended to exacerbate the view that many people/areas are being ignored by Burnley Borough Council (Burnley Regeneration Forum will never be publicly recognised in the way the Council is) and only a few favoured areas get all the money.

30. The Borough Council is the sixth highest spending District per head of population in the country. Different political groups in the authority have different views on how the Council's budgets have been spent in the past, on the effectiveness of budgetary control in certain areas and on relative priorities for expenditure. Nevertheless, the overall position of Burnley, with respect to the level of grant it receives from government, is incontrovertible.

### **Lancashire County Council and "Two-Tier" Local Government**

31. Burnley is unique amongst the areas which experienced serious civil disturbances last summer in that it has a Borough Council and a County Council, rather than a single unitary (or metropolitan) authority. This means that many of the service areas with a major contribution to the quality of life of people in Burnley are controlled by Lancashire County Council, at Preston, rather than from Burnley. All the other areas have unitary councils which run and co-ordinate all services in one authority, with one set of Elected Members and officers.
32. The Council believes this two-tier structure of local government has added to the problems of the Borough. It is far more difficult to co-ordinate vital services for local people, such as education, social services, and youth and community services between two Councils. Two tiers of local government is also more expensive and more confusing for the public.
33. Burnley Borough Council believes that the County Council has not in the past had a sufficiently clear focus on Burnley as a Borough and on the effects of its services within the Borough. Local people (including Councillors) feel it is difficult to communicate effectively with the County Council on local issues. The County has been run in the past with a strong departmental focus, making it ever more difficult to ensure "joined-up" solutions.
34. Although we are very heartened by the recent genuine moves to better communication and joint working between our two authorities, we feel that the two tier system could have served Burnley communities better than it has.

35. In the light of the disturbances, Burnley Borough Council wants to enter into an urgent review with the County Council over the provision and level of County-run services in the Borough. The County Council receives approximately £1m of Revenue Support Grant redistributed to it from Burnley and it is questionable whether this is being used fully, let alone effectively, within the Borough.
36. Some vital County services have a very low profile in Burnley, such as Welfare Rights advice, which is notable given the Borough is one of the most deprived in the County. There are other similar examples which require examination as part of the review.
37. Given the degree of deprivation, and the complexity of the social and economic problems in the Borough, this Council urges the Government to use the forthcoming White Paper on Regional Government to re-address the question of single-tier local government in this area, albeit on a larger geographical basis. Unitary local government would provide the local community in Burnley and the surrounding area with a stronger and more integrated political infrastructure to address these problems in the most effective way possible. We hope the Task Force supports this position.

### **Private Sector Housing**

38. A separate response to the Task Force from the Housing Needs and Strategy Manager outlines the fundamental collapse of the private sector housing market in the Borough, particularly in inner Burnley and the huge problems of unfitness, dereliction and decline in the private sector housing stock. This undermines confidence in neighbourhoods, along with putting people in the situation of having declining equity in their properties and, on occasion, actual negative equity. It is inextricably linked to problems of community safety and crime, poor health, and poor educational attainment.
39. Support for private sector housing renewal activity has effectively been frozen out of all main regeneration programmes as the Government has focused its efforts on public sector housing. The Council firmly believes this issue should be explicitly recognised in the Government's Public Service Agreement (PSA) targets. The Leader and Chief Executive have been to Whitehall to make this point to Nick Raynsford, MP, the Local Government Minister.
40. In addition, the Council would like to see the Task Force clearly recommend that regeneration support through Regional Development Agencies can be directed to housing renewal and



that the recent policy shift to a far more restricted, economic, focus is reviewed fundamentally, openly and quickly.

41. The Task Force must also make representations to government that areas such as Burnley, with major private sector housing problems, must not continue to be penalised precisely because we have transferred our public sector housing stock to a Housing Company. There must be a full review nationally of government policy towards private sector housing.

### **Race Relations Work**

42. The Council needs urgently to consider how it promotes race equality work across the Borough. For the last four years there has been very little sustained active race relations work in the community due to the closure of Burnley and Pendle Race Equality Council. During this period, reported racial incidents have doubled. Burnley Borough Council has been actively involved in work to formulate an alternative race equality service for the whole of East Lancashire. This has culminated in a 12-month project undertaken by the East Lancs. Development Unit (ELDU). This was a jointly funded initiative by the CRE, Lancashire County Council, and the four district authorities of Burnley, Hyndburn, Pendle and Rossendale. The recent disturbances make it imperative that some kind of structure that promotes racial equality across the Borough is established. The recent decision of the CRE to reduce its support for any future such structure should be reversed.

### **Regeneration**

43. We accept that a full review of our future strategies towards regeneration is required within the authority. Many people have responded to the Task Force and criticised the area-based regeneration programmes, which are dictated by central government policy frameworks. We understand that authorities in other areas affected by the disturbances have made similar comments about this element of central government policy. The area-based approach, which targets a particular area with problems, has its advantages in certain areas, but is problematic in areas such as Burnley because some of the most deprived wards have high concentrations of minority ethnic communities. This leads to the perception that minority ethnic groups get favourable treatment from the Council. The Council needs to review within the national policy framework its flexibility to look more thematically at issues as well as its ability to determine geographical boundaries that minimise the notion of “us and them.”
44. Within its own areas of responsibility the Council recognises the need to particularly review the support it gives to youth support

initiatives, given the importance of young people's issues to the emerging work of the Task Force. This, of course, needs to take account of other support for youth activities and services, particularly those of the County Council.

45. The Council also needs to undertake a fundamental review of how it implements its regeneration activities. There may be too much emphasis on the Council itself undertaking regeneration activities, rather than in facilitating other groups, organisations and partners to take the lead role. Many voluntary and community sector organisations have an unusually high dependency upon the Council for professional services and advice, e.g. personnel, accountancy and accessing external funding. A review is needed to ascertain whether the voluntary/community sector itself should have more support and resources to provide such professional services for that sector to decrease this dependency relationship with Burnley Borough Council. This review needs to include a detailed assessment of the current capability and capacity of these sectors to take on such greater roles. The Council is heartened that the Government is starting to recognise these very important needs through initiatives such as the Community Empowerment Fund. It will be extremely important that the various resources currently available to support the development and engagement of community and voluntary groups are effectively utilised and their impact monitored.
46. At the moment, the authority is required to draw-up a six or seven year regeneration programme (e.g. SRB) and to deliver that according to outputs agreed at the beginning. Government must be lobbied to allow such funding programmes to be far more flexible in the future. Regular reviews must take place to check that the priorities originally agreed at the beginning of the programme continue to be the most relevant and continue to fit in with the priorities of the Local Strategic Partnership, which represents all key agencies and sectors within the Borough.
47. Finally the Council recognises that it is important to ensure that available programmes are not just delivered well, but are effectively in co-ordination with programmes and initiatives. There needs to be far more co-ordination of funding streams and programmes by government. The Council fully recognises its responsibility in leading the development of a Neighbourhood Renewal Strategy, under the LSP, that should ensure a better integration of effort. To date the Council acknowledges that Regeneration Programmes have not adequately embraced cross cultural initiatives. However the Council believes that there is now a great opportunity under new Programmes such as Neighbourhood Renewal Fund and Urban II to start rectifying the situation.

## **Funding of Voluntary and Community Groups**

48. There have been a number of representations to the Task Force, which have said that the criteria for the funding of the voluntary and external groups, particularly from mainstream Council resources, needs to be far more transparent. It is felt that the criteria are not sufficiently clear and this leads to perceptions of patronage and favouritism. There have been questions and criticisms, not only about the accountability of some of these groups, but also about their ability to achieve real results, in accordance with their agreed objectives. It is recommended that the Council builds on the emerging compact process and works more closely with the voluntary and the community sector to agree a transparent set of criteria and a process for following these to ensure that people see that the process is fair and transparent and in line with the Council's core objectives.

## **Local Strategic Partnership**

49. The Council, with other partners, is setting up the new Local Strategic Partnership for Burnley to agree a strategic vision to address Burnley's needs for the next 20 years and there is a concern that, if this is not resourced sufficiently, its objectives will not be met. The Council strongly recommends that all agencies, along with government, need to look seriously at providing direct resourcing to support the LSP so that it can become an effective voice for Burnley and can ensure greater co-ordination of work across all sectors in support of Burnley's future. The Council is, however, realistic and recognises that the LSP should not be seen as the solution to all of the long-standing, intractable problems that the Borough faces. Without national policy changes, particularly in relation to housing matters and allocations, the Borough's core problems will remain.

## **Conclusion**

50. In conclusion the disturbances have encouraged the authority fundamentally to reconsider how it operates, its style and culture – at both Member and officer level. The Council gives a clear commitment to the Task Force that it will give detailed consideration to the Task Force's final report, and particularly to all recommendations identified as relevant to the Council within it.

## **Summary of Recommendations for Action by Burnley Borough Council**

1. Improve the marketing and promotion of the Borough as a place in which to invest, work and live, and review the resources available across the Borough to maximise co-ordination and added value.

2. Improve the Council's own internal and external communications and review the resources devoted to this function.
3. Implement a programme of awareness raising, training and discussion for officers and Members of Burnley Borough Council on equal opportunities and race relations.
4. Monitor progress on achieving Level 1 of the Integrated Equalities Standard.
5. Improve the working relationship with Lancashire County Council and ensure both Councils work together effectively in the new Local Strategic Partnership.
6. Instigate, jointly with Lancashire County Council, a full review of Council expenditure within the Borough.
7. Request the Government to bring forward the review of local government structures in the North West through the forthcoming White Paper on Regional Government, with a view to ending the two-tier local government system.
8. Develop a clear strategic vision for the Borough.
9. Continue to press central government to review the local government funding methodology to address the unfair treatment of the Borough.
10. Lobby the Government to recognise the importance of the collapse of the inner area private sector housing market, to review private sector housing policy, and seek the inclusion of private sector "baseline" targets in the Government's Public Services Agreements (PSA) initiative.
11. Press the North West Regional Development Agency to support local regeneration through private sector housing renewal; reversing the recent policy change.
12. Continue to work with partners towards the development of a race equality service that promotes good race relations across the Borough and press the CRE to change its recent decision to reduce the level of support for this.
13. Review regeneration strategies. In particular, consider what flexibility the authority has, within national policy guidelines, to look at targeting themes across the Borough as well as its flexibility to determine geographical boundaries (not just based on ward boundaries) that minimise the notion of "us and them."
14. Review the support both Councils give to young people and youth issues.

15. Consider the implementation of Council regeneration programmes, in particular the relationship with the voluntary and community sectors.
16. Urge the government to co-ordinate funding streams and programmes more efficiently.
17. Provide a more open and transparent mechanism for funding voluntary and community groups, building on the emerging Compact process to agree a clear and fair set of criteria for funding, in line with the core objectives.
18. Press government to provide additional direct support for the new Local Strategic Partnership.
19. Both Councillors and officers will be willing to change the existing culture and adopt a customer focus to improve the relationship with residents of the Borough.
20. The Council will be open-minded and equitable and listen to all views and opinions of people in the Borough.

## Burnley Borough Council's Response to the Task Force

47. Consideration was given to Burnley Borough Council's proposed response to the Task Force.

It was moved by Councillor Peter Doyle and seconded by Councillor David Heginbotham;

That paragraph 30 of the response be amended by the removal of the words 'of the highest' in the first paragraph and substitution of the words 'the sixth highest'

on being put to the vote the amendment was declared to be carried.

It was proposed by Councillor Peter Doyle and seconded by Councillor David Heginbotham:

That at the end of submission an additional summary point 19 be inserted to read "Both Councillors and Officers should be willing to change the existing culture and adopt a customer focus to improve the relationship with residents of the Borough".

On being put to the vote, the amendment was declared to be carried.

It was moved by Councillor Peter Doyle and seconded by Councillor David Heginbotham:

That an additional paragraph 20 be inserted to read. "That we should be willing to listen to those with different views to ourselves".

The mover and seconder of the amendment accepted a change to the wording proposed by Councillor Stuart Caddy: "That we should be open minded and equitable and listen to all the views of the residents in the Borough".

On being put to the vote, the amendment was declared to be carried.

RESOLVED - That the Burnley Borough Council response to the Task Force as amended be approved.

**BURNLEY BOROUGH COUNCIL**

**Briefing Note re Financial Background**

**Introduction**

1. The causes of Burnley's continuing financial difficulties can be traced back to 1990, the year in which the Poll Tax and the Standard Spending Assessment (SSA) methodology was introduced.
2. Poll Tax had an immediate and devastating effect on Burnley. Overnight the amount that the domestic sector as a whole was expected to pay doubled. Although the Government introduced some support in following years, in 1992/93 the Council was only able to collect around 80% of the total amount due for the year. At 31<sup>st</sup> March 1993, when Poll Tax ended, the Council was left with arrears of around £4.2M.
3. By contrast, in the early years the SSA system worked reasonably well for the authority. By 1992/93 the Council's SSA stood at £11.744M when the net budget was £11.886M. There was therefore a close correlation between the two figures.

**Standard Spending Assessments**

4. The SSA is crucial because there is a direct link with the amount of External Grant Support that the Council receives. Since 1993, Burnley's SSA has been badly hit by two factors. First, the methodology was changed and some key deprivation factors were removed from the calculation. Secondly, one of the key determinants of the SSA figure is assumed population. This has shown a steady decline and has dropped by some 3,500 since the last census was carried out. The Council disputes that this drop is real. It should be remembered that similar assumptions were made throughout the 1980s with the Council losing millions of pounds of Government Grant. The 1991 census proved that the Government's figures had been wrong.
5. The combined effect has been that the SSA figure for 2001/02 is £11.505M. In other words it is a lower figure than it was nine years ago. **Of the 238 shire districts in England, Burnley is the only Council that is in this position.** Just to keep pace with inflation, the SSA would have had to increase by 26%. It is noticeable that no fewer than 67 shire districts (but none from Lancashire) have had above inflation increases in this period.

**Revenue Budget**

6. Burnley's budget was capped throughout the 1990s which forced a spending freeze for 5 years. In order to manage that situation and cope with the significant loss of grant resources to the town the Council has been forced to:
  - Make major reductions in revenue spending. Staff numbers have dropped significantly making delivery of services and Government initiatives much more difficult.
  - Utilise financial reserves. These are now all but exhausted
  - Eliminate capital investment financed from revenue and use scarce capital resources to support revenue spending
  - Increase Council Tax (for a reducing level of service)

7. Since 1999, the capping regime has been relaxed and the spending freeze removed. The Council has increased its budget while doing its best to remain within the Government's Council Tax guidelines. Much of the increased spending has been Government led (e.g. Best Value, Housing Benefit Verification Framework, Concessionary Travel for the Disabled). Even so, the Council's revenue budget has only increased by 16% over the last nine years.

8. It is true that Burnley's spending remains comparatively high. This is partly due to deprivation levels and the need to support local people. It is more than this however, Burnley has a network of assets (parks, museums and sports centres) donated by benefactors in previous generations. We know from public consultation that there is a very high level of support for spending in these areas.

### Council Tax

9. Council Tax was introduced in 1993. However, the Government's decision to fix the lowest band (A) at properties with a value of up to £40,000 meant that the majority of houses fell into that band. At present the proportion is 64%. However, these residents have a widely varying ability to pay. There is a very strong feeling locally that this system is no fairer than the one it replaced and the Council has been campaigning throughout this period for a new band to be introduced for houses with a value up to £25,000.

10. The continuing reduction in SSAs and consequently the external grant support that the Council receives, has meant that Burnley's share of the Council Tax has been forced up, from an initial level of £97.13 to the current figure of £180.35, an increase of 86%. It should be noted that recent increases have been more modest, only 20% in the last four years. However, a figure of £180.35 makes Burnley's Council Tax the 7<sup>th</sup> highest of the English Shire Districts. If the SSA had increased by inflation each year the Council Tax would only be £48, the second lowest in the country!

11. This situation is also apparent at county level where Lancashire has the 3<sup>rd</sup> highest Council Tax levels of any shire county. Overall, this means that the amount of Council Tax that people have to pay in Burnley is among the highest in the country. Obviously this combined with a continuing arrears problem, and the fact that Burnley is a low wage area, has an impact on our ability to collect.

12. The Council does what it can in this area. Several thousand individuals are taken through court each year. However, for many taxpayers there is little incentive to avoid this happening. In most cases the result is an attachment of earnings order and the amount they have to pay under an attachment is often no greater than they would have been paying anyway if the Council had not had to take them to court in the first place. In this context, statements from Ministers about Councils needing to improve their collection performance are not very helpful. Also, under Best Value, the Council has also been set the demanding target that by 2004/05, 98.2% of that year's total due must be collected during the year. Last year in Burnley, the total collected represented 99.2% of the total sum due, but of this 5.2% was for arrears.

### **Summary**

13. Since 1992/93, the following has happened:



Inflation has risen by 26%  
Council spending has increased by only 16%  
The Council's SSA has **decreased** by 2%  
Burnley's element of the Council Tax has increased by 86%

Nick Aves  
Director of Finance

Npa/est0203/FinancialHistory  
20<sup>th</sup> September 2001

11d

**Housing Needs and Strategy Unit  
Burnley Borough Council**

Submission to Task Force, October 2001

The Council's service managers have been asked to produce briefing notes for the Task Force, and we did so in September. This note has now been amended slightly in order to provide further requested information and to clarify some issues.

David Riley  
Housing Needs and Strategy Manager  
01282 477230  
[driley@burnley.gov.uk](mailto:driley@burnley.gov.uk)

**Background Issues**

**(a) Housing Conditions**

1. More than 80% of Burnley's housing is privately-owned. Most of the remainder is former Council housing that was transferred to a new housing company / housing association (Burnley & Padiham Community Housing) last year.
2. Overall, Burnley's housing conditions, along with adjacent East Lancashire authorities, are amongst the worst nationally, particularly in relation to the privately-owned stock: -
  - More than half consists of terraces built before 1919.
  - More than one quarter is classed as 'unfit for habitation' in accordance with the statutory definition. A similar proportion is in serious disrepair.
  - Almost 10% is empty - approximately 3,500 houses.
  - Burnley is fifth in the national index of low demand for private housing, and the housing market in parts of the Borough has effectively collapsed, with very low and decreasing values.<sup>1</sup>
3. Most of Burnley's privately-owned housing is owner-occupied, but approximately 10% is privately rented. Whilst there are some good landlords and satisfactory accommodation in this sector, conditions overall are amongst the worst in the Borough. In addition, the more transient

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<sup>1</sup> This picture is substantiated by (1) national research conducted by Heriot-Watt University (in which Burnley was a case study area) and (2) research conducted by DTZ Pinda into East Lancashire's housing markets. Further details can be provided if required.

population in this sector is often perceived by longer-standing residents to be a source of problems.

4. These housing conditions are at the heart of a spiral of decline in a number of neighbourhoods, with a direct role in lowering educational attainment, increasing ill health, and providing a haven for crime. It is therefore important to realise that moves towards solving the housing problems must go hand in hand with efforts to improve social inclusion and neighbourhood renewal. To put this another way, efforts to tackle exclusion and disadvantage will fail unless a concerted effort is also made to tackle the housing problems.

## **(b) Resources**

5. A conservative estimate of the cost of bringing Burnley's private sector housing stock up to standard (by a combination of demolition and improvement) is £ 150 million. The Council's resources to do this are less than £ 2 million per year.
6. Public sector resources for capital spending on housing have increased nationally, but this has largely consisted of the introduction of the Major Repairs Allowance (for Council housing).<sup>2</sup> This has had a disastrous effect on the funding of private sector housing renewal. Across East Lancashire, contrary to the rosy picture painted by the headline figures, it is estimated that private sector housing capital programmes are 33% less than last year's.
7. As indicated, the Council has transferred its own housing. This was a major 'step change' in policy that enabled substantial funding to be brought in to tackle the problems of that part of the housing stock. Unfortunately, there is no sign of an equivalent step change being available in relation to the private sector housing stock.
8. This concern is also highlighted by the fact that national housing targets linked to the 'Public Service Agreements' relate only to **social** housing. This inhibits access to other sources of funding, such as the Neighbourhood Renewal Fund.
9. The Single Regeneration Budget (SRB) and other special programmes have been something of a lifeline for private sector renewal in recent years. However, even this is to be removed with the re-prioritisation that the North West Development Agency has carried out in favour of more mainstream economic development. This appears to be as a result of Government guidance.

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<sup>2</sup> It should also be noted that by far the largest proportion of public spending on housing goes into Housing Benefit. In the financial year 1999/2000, it was estimated that approximately £150 million of public money was spent on housing in the six Districts of East Lancashire. *Two thirds* of this was spent on Housing Benefit. Less than 10% was spent on private sector housing.

10. Council officers are involved with colleagues regionally in lobbying the Government in relation to these issues, including making the case for a new form of designation and resource that would be of particular benefit to areas like Burnley - **'Market Renewal'** funding. This is a proposal that has the support of the National Housing Federation and of the three Northern Housing Forums, and it is felt that Government officials and Ministers are receptive to the possibility of setting up pilot schemes. Indeed, Lord Falconer, the Minister for Housing and Planning, was very positive about it on a visit to East Lancashire on 19<sup>th</sup> October. We are to press the case further on a visit to Burnley on 5<sup>th</sup> November of a House of Commons Select Committee that is conducting an enquiry into empty homes. However, ultimately the proposal has to find support in the Treasury, and this is not guaranteed of course. The support of the Task Force in pursuing the proposal would be very welcome.

### **(c) Housing Strategy / Targeting**

11. Despite the major problems and limited resources, the Council and its partners have a good track record in terms of delivering programmes of housing renewal and housing services generally. This year, for the first time, the Council's housing performance was assessed as "above average" by the Government Office (NW).

12. Before and since the disturbances, there has been much comment that certain areas are alleged to have received resources unfairly and/or at the expense of other areas. The fact of the matter is that the Council **must** target its housing resources, for three reasons: -

- to ensure that they are effectively spent rather than 'pepper-potted' ineffectively;
- to concentrate action on the worst problems and areas; and
- to take advantage of special funding programmes.

13. Against this background, the cornerstone of the Housing Strategy is a 'twin-targeting' approach: -

- Targeting of vulnerable households Borough-wide, including: -
  - grants for the elderly, disabled people, and the 'fuel poor';
  - action in relation to privately rented properties; and
  - meeting the needs of the homeless and people with special housing needs.
- Geographical targeting. Specified areas have been subject to focused spending for a number of years, as the **attached chart** shows. This includes spending both on the (former) Council estates and on private sector housing renewal. Much comment on the amount of such spending that has taken place in Daneshouse conveniently ignores the fact that the Central Renewal Area has benefited from prolonged

action, and that there is now also an emerging emphasis on the Burnley Wood and Accrington Road areas.

14. The problem is not that the resources are targeted but, rather, that there are insufficient resources to deal with the broad range of difficult issues and areas. The areas that need to be dealt with in a targeted way are not only those areas that are the subject of current or planned action, but also others where the problems are not necessarily so severe but where action is needed in order to prevent further decline.

#### **(d) The Housing Needs of Young People**

15. Despite the overall housing surplus, there is an increasing problem of homelessness in Burnley, with in excess of 800 approaches in the last year. Some 31% of the cases that are pursued relate to young single people (aged 16 to 24 years). A number of issues are apparent.
16. Young single people have difficulty in accessing accommodation because of the structure of the two rented sectors and the caps on Housing Benefit that affect young people looking to rent privately. In the private sector, there are very few one-bedroomed properties that are available at rents that would be fully covered by Housing Benefit. This is a direct result of Government policy. In the social rented sector, the majority of one-bedroomed properties are either sheltered housing for older people, or immediately above or adjacent to such properties.
17. Supply in the private sector is determined by a combination of the local market and central Housing Benefits regulation. The supply in the social rented sector could be increased by either dedicating more of the existing stock to meet this need or through new development. The main obstacles to increasing the supply from the existing stock are the perception that young tenants are difficult to manage, and the potential clash in lifestyles between older and younger tenants. Whilst some new developments have been progressed in the last two years, they have not increased supply in line with the dramatic rise in demand and, unless capital funding is increased (primarily through the Housing Corporation), this trend will continue in the future. One related matter has been the difficulty in identifying suitable sites for new developments and obtaining planning approval. Housing Corporation funding for a foyer for Burnley was recently lost because of this issue.

#### **(e) Asylum Seekers**

18. The indiscriminate dispersal of asylum seekers in Burnley, with the Council's potential role having been marginalised by the way in which the policy has operated, has contributed to tensions between and within communities. The only relationships that appeared to matter to the National Asylum Support Service (N.A.S.S.) were contractual ones; the community leadership role of local authorities was ignored.

19. Concerns were raised last year, with the Police, N.A.S.S. and the then Home Secretary, about the placement of asylum seekers in a ward in which the British National Party had just polled a significant minority of the votes in that year's Council elections. The issues that the Council raised were either ignored (by N.A.S.S.), minimised (by the Home Secretary), or dismissed (by a detective from Police headquarters).
20. Tensions were sometimes created by residents in some areas of serious housing stress seeing private landlords investing in refurbishing properties for asylum seekers when their own homes were suffering from under-investment. For some, this may have provided a practical link to stories in parts of the media about the exploitation of the asylum process by some asylum seekers and inflamed racist sentiments.
21. The coverage of this subject in some sections of the local media could have been more sensitive and less sensationalist. Members of the local voluntary sector support group have adversely compared the coverage in one local paper with that in sister papers in the neighbouring Borough of Pendle.

#### **(f) Black and Minority Ethnic Housing Needs**

22. Both the Government and the Housing Corporation regard it as good practice for local authorities to have specific housing strategies for the black and minority ethnic (BME) community. Burnley Borough Council does not have a separate strategy. There are arguments both for and against having such a strategy, which officers in this unit have been considering recently. The emerging conclusion was that there should not be a separate strategy document but that, instead, BME housing needs should be explicitly considered alongside the needs of other relevant groups and communities in the outcome of a proposed 'Housing Needs and Market Assessment.' These issues need to be put to Council Members for a decision.
23. No statistical record is available, but it is felt that BME households are under-represented in the social housing stock of the Borough, including Burnley & Padiham Community Housing's stock. It is known that BME applicants are under-represented on the joint Council / BPCH Housing Register (waiting list).
24. The ethnic monitoring carried out in relation to this unit's services is very limited. It is likely that there is a similar situation in other Council service units, and in our view this needs to be addressed.

#### **Organisational Impact and Implications**

25. There was a limited direct impact on this unit's services arising from the disturbances. For two weeks afterwards, the decision to suspend non-essential Council visits to the affected areas had a direct effect on some

customers. In addition, we received only two homelessness referrals as a result of the disturbances (one via the police witness protection scheme).

## **Recommendations and Suggestions**

26. Against the above background, we believe that a number of issues and proposals need to be pursued at national and local levels, though the Task Force may conclude that some of these are not within the scope of its deliberations. They are not listed in priority order.

### **(a) National Government Policy and Resource Issues**

27. Resources for private sector housing and neighbourhood renewal should be increased substantially by the Government in the next **Comprehensive Spending Review**.

28. There should be **more continuity in funding programmes**, thus allowing more sustained effort to deal with problem issues and areas away from an uncertain annual bidding approach.

29. **Existing funding mechanisms for housing** should not penalise those local authorities that have transferred their Council housing stock.

30. The **Public Service Agreement** national targets should be amended to include provision for private sector housing.

31. **Regional Development Agencies** should be advised to re-include provision for resourcing private sector housing renewal initiatives as one part of its comprehensive programmes for neighbourhood renewal.

32. There should be a new designation and resources for **Market Renewal** in order to help tackle the particularly severe issues of housing market collapse and the associated neighbourhood decline in Burnley and elsewhere.

33. The Government should repeal the regulations that place additional restrictions on the amount of **Housing Benefit** that young single people can claim for private tenancies.

34. The Government should review its **dispersal programme for asylum seekers**. Whilst it is considered to be too late to have an impact on Burnley there are lessons that need to be learned about developing effective partnerships between central and local government. The government should also consider whether local authorities have the capacity and resources to properly support the dispersal programme.

### **(b) Local Issues**

35. The **targeting of resources** (both geographical and non-geographical) should be retained, in accordance with agreed priorities, in order to ensure effective, focused programmes.
36. Consideration should be given to how to deal with **black and minority ethnic housing needs**, and how this is presented in Council strategy documents.
37. **Housing associations, including Burnley & Padiham Community Housing**, should consider whether and how they can increase the attractiveness of their properties for black and minority ethnic households.
38. There should be a thorough appraisal of the existing scope and usefulness of the **ethnic monitoring** of the Council's services, in order to devise a renewed, focused and manageable system.
39. The Council, Burnley & Padiham Community Housing and other providers should work together in a more concerted way to consider and meet the **housing and related support needs of young people**.
40. The Council should strengthen its support for **new social housing development** that meets identified needs through its housing, asset management and planning functions. This should become a strategic priority.
41. The **Housing Corporation** should review the scope for increasing its grant allocations for Burnley in future years for **new social housing development** aimed at meeting identified needs.
42. The **local media** should review their coverage of **the asylum issue**.



