

CONFIDENTIAL

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FROM: D J WATKINS CC Mr Canavan
D/Cent Sec Mr Lavery - B
DATE: 5 September 1996 Mr Maccabe - B

ASST/
SEC
-6 SEP 1996
C.C.R.U.

Mr McCusker
MBW

Mr. Garsos 9/9

Der. ... p.a.

w. in earlier papers.

Mr. Conboy 5: 9/9.

MBW: APPLICATION FROM THE ORANGE ORDER 9/9.

(Did we get previous page?)

1. Thank you for your minute of 20 August enclosing an application for MBW support from representatives of the Orange Order, supported by Mr Smith in his minute of 21 June. I have consulted a number of colleagues, including Mr Canavan and Mr Maccabe and I hope that this reply adequately reflects their views.
2. This is certainly a very delicate and difficult application to handle. Not only does it come from an organisation which has played a very controversial role in public affairs in recent months but it also arises at a time when the majority community, for which many would take the Orange Order as an important and cherished representative, is increasingly resentful at what it sees as undue focus on minority interests and culture at their expense. Nor is it made any easier, as I will seek to develop, by the very vagueness of the proposal itself.
3. But before coming to the proposal, our first concern relates to the question of providing significant support to the Orange Order itself (and I take support of not far from £100,000 at a rate in excess of 80% of the project costs to be significant and, some would argue, indeed excessive). There are many throughout this community who, as you know, regard the role played by the Orange Order in various parts of Northern Ireland as at best controversial and, some would doubtless argue, destructive and irresponsible. Few would take the view that it seeks to represent other than a very specific, though doubtless large section of the population or that its actions

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as demonstrated in recent months have been in the wider public interest. To say this is itself of course controversial and perhaps polemical. But I am fairly confident that there would be widespread puzzlement, if not dismay, at HMG providing substantial help to the Orange Order after the events in which it was deeply involved over recent months. In summary, therefore, and subject to the views of Ministers, I do not believe that the time is right (and some would argue that nor is the principle) for us to be offering financial inducement to the Orange Order for development of its particular activities. This, as I say, is difficult and controversial territory: and therefore I ask that none of this argumentation be relied upon or even referred to in discussion with the project-sponsors or others associated in any way with the Order.

4. In any case, we believe here that the project itself is so deficient that it can be rejected on its merits, without reliance on or reference to the wider arguments. We are not at all clear what the purpose of the project is, nor what arrangements would be put in place to achieve the very vague objectives described in the papers submitted. Although the application refers to the "update" of Orange Halls (para 2.4), the project itself does not seem to be about refurbishment of Orange Halls - so I doubt if the project could be sustained on what one might call "urban development" grounds. Likewise, the project does not seem to be about "neutralising of Orange Halls" (para 10 of Mr Smith's minute): I can see that, properly targeted and managed, a project could have this effect, but I could not be confident that the present proposal would meet that criterion. So I doubt if we can rely on the support of the CTG or CRC (though I say this without consulting them). Nor are the participants in the project entirely clear: on page 2 of the attachment to the project proposal there is a mysterious reference to groups within loyalism which might be involved as beneficiaries from the project. It does not take enormous cynicism to want to seek greater clarity as

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to who these groups would be. Lastly, but importantly, there is no clarity in the papers I have seen as to what is meant by the promotion of loyalist culture. I remain open to the argument that better cultural understanding may lead to greater tolerance (though I have to say that my confidence in this is much less than it used to be). But before we commit ourselves to assisting such a vague promotional activity, I would want to be absolutely certain, if only to defend ourselves against inevitable subsequent criticism, that the sort of loyalist culture being promoted was one of understanding and tolerance open to the other community and perhaps used as a basis upon which more confident approaches could be made to the other community. (As I am sure you will appreciate, this restriction is not to restrict the healthy development of loyalist or Protestant culture, nor does it reflect a preference for Nationalist or Catholic culture: it merely reflects the need for both our main cultures to develop in ways which enable them to come together or at least learn to live harmoniously and constructively with each other.)

5. It is therefore on the grounds of the vagueness and imprecision of the project that I believe that it should be rejected. This of course runs a risk that with greater clarity and precision it may then become eligible for assistance and so run up against the difficulty outlined in paragraph 3. But we might hope that by such a time those difficulties will have sufficiently reduced to enable us to proceed. I therefore suggest that you revert to the Order with a clear explanation as to the imprecision and vagueness of the current proposals, both as to aims and to modalities for achieving those aims, and encourage them to think along clearer lines.
6. But before you do this I suggest that, just as you were minded to put the proposal to Ministers in the event of our supporting it, so you should go to Ministers (including Michael Ancram and the Secretary of State) if you agree that the project should be rejected. I recommend this because rejection of a proposal which is supported by the likes of Councillors Cobain and

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McCausland is likely to prove publicly controversial and to play into wider debates. In approaching Ministers you might want to ensure that you could show pretty clearly your awareness of the need for balance between the main communities and instances where applications of as similar a sort as possible from the minority have also been rejected; and ideally instances when we have supported significant applications from the majority community.

7. I am grateful to you for consulting us on this case and should be grateful if you would continue to keep us in the picture.

DJW

D J WATKINS
SC X28151

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~~Mr. Casson~~ 4/9
Don J. E.
Mr. Casson
File head name of this
2/9

FROM: T McCUSKER
AS MBW
DATE: 20 AUGUST 1996

cc Mr Maccabe
Mr Capavan

Mr. Casson
I totally agree. For this very reason we have refused
to fund church & GAA facilities. We would only consider
funding a facility with a single
focus or theme if it demonstrated
that it could meet our required
criteria in terms of
management and programmes and engage substantial
numbers of people. Hardly likely in the case of
Orange Halls!

MR D J WATKINS
DIRECTOR
CENTRAL SECRETARIAT

ASST./
SEC 163/8
21 AUG 1996
C.C.R.U.

THE ORANGE ORDER

1. Attached are details of an application we received recently from representatives of the Orange Order requesting support from MBW to promote greater use of Orange Halls. The lead in the issue has been taken by Fred Cobain and Jackie Hewitt.
2. I should be grateful for your thoughts on this approach. Our own view is that the proposal itself is fairly weak but is probably being used as a major test of MBW's cultural credentials. I am disposed to agree with Raymond Smith's recommendation though I would want to have Ministerial blessing before agreeing support. If you think a discussion would help, please let me know.

K. Stranaghan

pp: T McCUSKER
DIRECTOR
MAKING BELFAST WORK

S. 29
Mr Casson 8/12
I had a preliminary discussion at a recent meeting with Mr Woods and the NIO. My view is that expenditure for Capital facilities in all instances should be reserved in use to one side of the community could not be so. Any views of your own? Note the Order has advised that 'certain' open walls.

AK
23/8.

DR96G.113.MBW
ES

To: T McCusker
MBW Central Unit

From: R Smith
MBW South & East Team

cc M.T. McGivern
R McDonough
P Sloan
B Murphy

Date: 15 August 1996

**BELFAST COUNTY GRAND ORANGE LODGE:- CULTURAL AMENITIES
DEVELOPMENT PROGRAMME (CADP)**

Purpose

1. The purpose of this submission is to provide a background to this proposal and to suggest what action should be taken in view of its contentious nature.

Background

2. An application has been received from the Belfast County Grand Orange Lodge which requests funding for the salary and running costs of a development officer post. The primary aims of the post will be to develop the cultural and community utilisation of Orange Halls in the Greater Belfast Region.
3. While the application and its accompanying material specifically refer to the 'cultural' development aspect of this proposal, it was clear from a meeting I had with Tommy Doyle and Jack Hewitt of the Orange Order that the Order also intends using its halls to a greater extent than here-to-fore for community usage (see Tab A)

It is this latter aspect which I would suspect is of the greater interest to MBW.

4. I know from my own Team Area that in the past 12 months or so there have been rumblings about the need for repairs etc to halls, in particular the Sandy Row and the Albertbridge Road Halls.

I suspect it is only a matter of time before an application is received in respect of at least one of these. It is open to speculation in what guise such an application can be made - "heritage" will probably be the most likely.

Cultural Aspect

5. In the context of this application the term 'loyalist' is used to identify both the tradition and the community represented as being served by way of the Halls development proposal.

6. In South Belfast and I understand in North Belfast groups now exist with the express purpose of promoting the Ulster/Loyalist heritage, this in South Belfast is a relatively recent development, but nevertheless one which is being rapidly advanced. The North Belfast group has been in existence for some time and is represented, forcefully, by Cllr Nelson McCausland.

Ulster Scots
Case.

7. I would suggest that the move towards greater identification by loyalists of their culture will in the medium term increase rather than diminish. Indeed it is likely that the loyalists will mimic the somewhat more developed move on the nationalist side towards an ever increasing identification with a Celtic culture.

8. While not supporting either of these developments I feel that MBW is increasingly becoming more involved in taking its line from its community

constituency and has to accept that this is what the "people want", at least some of them. It is a diversion from what we are about but one which regrettably we appear not to be able to ignore.

Community Aspect

9. As already mentioned, it is clear from my discussion with Tommy Doyle and Jack Hewitt that they see the need for Orange Halls to become of more use in the wider community sense. This development is in my opinion to be welcomed and encouraged.

My own feeling is that in most areas there will be sufficient provision for community needs without having to utilise Orange Halls however, I feel there is merit in the alleged need being examined.

Consultation

10. I spoke to Maurna Crozier and Will Glendinning of the Community Relations Council both of whom, while not having the detail of the application, felt that any neutralising of Orange Halls should be welcomed. Their views appeared, to me, to have been moulded by work they had been involved with in rural areas.

*Not really about
the same thing*

11. Obviously, it is likely that only one community will be using such facilities. location alone will dictate this. never mind the apparent ethos of the organisation.

Pitfalls

12. The most likely pitfall, apart from political flack, will be a rash of requests to refurbish Orange Halls, in my opinion these are likely to come in regardless of whether we run with this project or not. In any event such requests should be examined in the normal way and I would surmise will, as in the plethora of applications from Churches, fall at the first hurdle - need.

Cllr Fred Cobain, who has taken a keen interest in the proposal, has indicated that this application is the stepping stone to sourcing more significant funding from funders other than MBW.

Financial Detail of Application

13. The Belfast Orange Halls Development Group has requested funding from MBW of £87k out of a 3 year project cost totalling £96k.

£9k will come from the Orange Order and this represents £4k for the refurbishment of an office in the House of Orange and £5k for equipment.

The request for £87k, from MBW, is made up as follows:-

Rent	£9k	(£3k p.a.)
Salaries	£66k	(£22k incl NIC p.a.)
Overheads	£12k	(£4k p.a.)

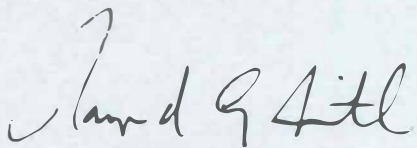
Recommendation

14. I would propose that MBW fund the post of a development officer at a salary of say 80% of the figure requested. (The figure requested is high by our normal standards and it should also reflect the MBW area rather than Greater Belfast).

As the post will be based in the House of Orange I would not recommend the payment of Rent and I would only propose running with 50% of the overheads.

Any offer, I would suggest, will need to be subject to firm preconditions that the community development aspect be given as much, if not more, emphasis than the cultural aspect and that the project should be reviewed after one year of operation.

15. For your consideration please.



**RAYMOND G SMITH
ACTING TEAM LEADER
MBW SOUTH AND EAST TEAM**

ATTACHMENT FOR PROJECT PROPOSAL FORM FOR BELFAST COUNTY
GRAND LODGE

BELFAST ORANGE HALLS DEVELOPMENT GROUP

CULTURAL AND AMENITIES DEVELOPMENT PROGRAMME

POINT 2.3

The aim of the project is to identify, articulate, promote and co-ordinate the cultural diversity as existing within the Loyalist community in the Greater Belfast area. While there have been and indeed are commendable efforts through various programmes to preserve aspects of this latent culture, there is no definitive point of contact where all the diversity of Loyalist identity and tradition can be accessed. Over recent years there have been many academic studies and conferences to identify and quantify, historically and politically a distinct Loyalist cultural identity. However none have gone so far as attempting to formulate a framework within the community that can address problems and promote this distinct expression of identity, not as a mere conference topic, but as a living, vibrant and recognised expression of culture by a significant section of the population of Belfast.

This project aims to concentrate on the cultural aspects of Loyalism, addressing the diversity that the term Loyalism embraces and the symbolism involved, without aligning the project with or discriminating against any particular manifestation. The project would be aimed at celebrating and promoting also expressions of Loyalist heritage as expressed through music, art and language. This would include aspects of culture that have evolved from north/south as well as west/east orientation.

The lack of understanding of what culture entails and its articulation within the Loyalist community, has led to this community being culturally disadvantaged in a wide variety of ways. This project would address this situation both at a policy level and also on the ground. This would partially be achieved through the appointment of a Project Co-ordinator. Their initial task being to identify specific areas of culture within Loyalism and implement development plans for the preservation and promotion of same.

This may take the form of educating those within Loyalism to understand the diversity and history of their own cultural expression. It will include assisting groups to organise, identify and access areas of funding and introduce groups to other organisations which may be of assistance. Many such funding groups and ancillary organisations have been viewed with suspicion by the Loyalist community for a variety of reasons. This project will ensure the widest possible uptake of all assistance available from recognised sources.

POINT 4.1

This project has been devised from within the Loyalist community and specifically the Orange tradition to address the issues raised from within. It is felt that the initiative emanating from the Orange family would have the widest possible support, because of the diversity of membership of the Loyal Orders. The Orders transcend all gender, age, social, economic, sporting, political and reformed religious divisions. The project strength being that it is not an outside initiative or one instigated at the behest of a special interest group. Its dynamic and terms of reference come from the community itself. There have been a growth of community development officers working within Loyalist areas, but a distinct shortage of those promoting culture within those very same areas. This project aims to redress that balance, as it is only through a strong and self assured community, that development work will flourish and prosper.

The project is single identity work in its purest form, with the overall aim not being to promote cultural identity as a means of division, but rather as part of a rich cultural diversity of expression that exists in the City of Belfast. The true nature of this rich diversity of heritage can only be achieved through ensuring a neglected Loyalist culture is recognised, respected and represented within Belfast.

A |

FILE NOTE

SE/P/23/96

HOUSE OF ORANGE

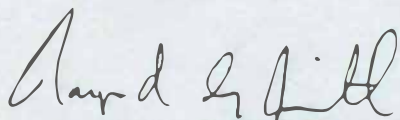
BELFAST ORANGE HALLS DEVELOPMENT GROUP

MEETING WITH TOMMY DOYLE AND JACKIE HEWITT

MBW COYLES HOUSE AT 15.00 21 JUNE 1996

I asked Mr Doyle and Mr Hewitt to come in and give me some background to the proposal.

- * Belfast Wide Project
- * 3 main activity areas
 - (a) Halls getting increasingly older & need work undertaken
 - (b) There is a community demand to use the Halls
 - (c) The Orange Order feel that Halls are not used to full extent
- * Mr Doyle & Mr Hewitt both felt that there was a real need to develop
 - (a) the cultural side of Orangism; and
 - (b) to become more fully involved in community work citing the social (drugs, single parents) problems and Economic ones.
- * The role of a Development Officer is seen very much as a dual one:-
 - (a) Hall/Programme management
 - (b) Outreach worker
- * Cited examples of how the Orange Order was trying to develop a better understanding of the organisation for its members and non members.
 - (a) Somme Association - (work with young people from Shankill and from Tallaght Dublin)
 - (b) George Patten, (Grand Master), School visits.



RAYMOND G SMITH

21 JUNE 1996

hoofnote



MAKING BELFAST WORK

NORTH EAST TEAM

Project Proposal Form

14 AUG 1995

PART 1 DETAILS OF THE ORGANISATION

Belfast County Grand Orange Lodge
 1.1 Name of Group/Applicant (Belfast Orange Halls Development Group)
 Address House of Orange
 65 Dublin Road
 Postcode Belfast BT2 7HE
 Contact Name Mr Tommy Doyle/Mr Jack Hewitt Tel No. 715620/246575
 Position Chairman Secretary Fax No.

1.2 How long has the group been in existence 6 Months

PART 2 PROJECT DETAILS

2.1 Project Name Cultural and Amenities Development Programme (CADP)

2.2 Project Address (if different from above)

Telephone

2.3 Please give a description of the background to and main aim of the project.

PLEASE SEE ATTACHED

Aim

2.4 What objectives (i.e. goals) have you set for the proposed project?

The update and more effective use of Hall and Resources within local communities from which members of Hall users are drawn.

The use of halls for study workshops, seminars and cultural activities.

The breaking down of fears, prejudices, parochialism and insularity.

2.5 Please describe how the proposed project will benefit the local community.

The external benefits of the project, will include assisting those carrying out research into Loyalist culture. However the major benefit will be the opportunity for a better understanding of Loyalism through cultural expression by those from a different cultural tradition. This may have implications for mediation work with regard to disputes.

2.6 If this project is approved, when do you expect it to begin

IMMEDIATELY

199 6

PART 3: FINANCIAL DETAILS

3.1 Please state the estimated **total cost** of the project £ 96,000.00

3.2 Please complete the following table, giving details of proposed sources of funding for this project (private sector / other public sector bodies / voluntary groups / trusts / loans / own income generated / other). Please indicate all funding that has been sought and whether it was granted or rejected (or if you are still awaiting a decision).

Funder	Contribution	Secured/Rejected/ Awaiting Reply
Orange Institution	9,000.00	Secured

* Proof of the above may be requested.

3.3 Please state the **total** contribution requested from the Team £ 87,000.00

3.4 Has your organisation / group received assistance from Making Belfast Work (or any of the nine former Belfast Action Teams) in the past? *Yes* / No

3.5 Making Belfast Work only funds projects for a limited period of time.

(a) How long does this project require MBW funding for? 3 Years

(b) How do you propose to fund the project after this time? Self funding

3.6 Please give full details of the costs of the project:

CAPITAL COSTS

Description	Amount	Comments
Land Purchase		
Buildings		
Refurbishment	* 4,000.00	Office - Dublin Road
Equipment	* 5,000.00	Computer, desk, filing cabinet etc etc
Other (please specify)		

* Costs borne by Orange Institution

REVENUE COSTS

Description	Amount	Comments
Rent	9,000.00	Represents £3,000 per annum
Salaries	66,000.00	Represents £22,000 (including NIC)
Overheads	12,000.00	Represents £4,000 per annum - telephone, heat, light, power etc etc
Other (please specify)		

NB The following conditions apply when seeking funding from the MBW Teams.

- 1 Any items over £200 excluding VAT you must provide 2 Written Quotations.
- 2 Any items over £1,500 you must provide 3 Written Quotations.
- 3 For major capital expenditure, the organisation must provide detailed plans and costings (help to obtain these may be provided if necessary).

PART 4 OTHER INFORMATION

4.1 Please include any other information that may support your proposal;

PLEASE SEE ATTACHED

4.2 Please include copies of the following if available:

- Constitution
- Annual Report
- List of Office Bearers (with names and addresses)
- Up to date Statement of Accounts

PART 5 DECLARATION

5.1 I declare that the information supplied in this proposal is correct.

Signed:



Date: 23 MAY 1996

Position:

SECRETARY

When completed, this form should be returned to the Team at the address listed below.

Please note that all projects will be subject to a monitoring process. Original receipted invoices will be required for all items of expenditure and groups will be required to provide information on the project, if approved. If you have difficulty completing any part of this form, please contact the Team, who will be happy to advise.

MAKING BELFAST WORK

North East Team, North City Business Centre
2 Duncairn Gardens, Belfast BT15 2GG
Tel: 01232 744022 Fax: 01232 744042