

Report of Enniskillen Cultural Expression in Public Spaces Working Group



**“cultural celebration versus cultural aggression:
which way for ‘*good relations*’ in enniskillen?”**

Report compiled by:

Fermanagh Trust • Counteract • TIDES

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**EU Programme
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1.0 Acknowledgements

On behalf of the Fermanagh Trust and the Enniskillen Cultural Expression in Public Spaces Working Group, I wish to thank all those who took part in the consultation from the Business, Statutory, Education, Church, Political and Community sectors. The input from these sectors has been invaluable in allowing the development and completion of this unique and seminal report which is hugely significant and important as we all move forward in trying to address the issue of sectarian flags and emblems within our public housing estates and Enniskillen more generally.

Further, thanks are extended to the Community Relations Council PEACE II Programme and the International Fund for Ireland Community Bridges Programme for supporting this initiative through their respective funding programmes. This support has allowed the Fermanagh Trust and the Enniskillen Cultural Expression in Public Spaces Working Group to address the issue in an appropriate and timely fashion.

Co-authors to the report with the Fermanagh Trust were Counteract N.I. and TIDES (Training, Interdependence, Diversity, Equity and Sustainability). The Trust has greatly valued their input and commitment to ensuring the successful completion of this report.

I should like to thank all the members of the Enniskillen Cultural Expression in Public Spaces Working Group for giving of their time, energy and insight, and taking that necessary first step in establishing a collaborative and inclusive process that will move us all toward a position of positive cultural expression within our Estates and Enniskillen.

Finally, I wish to thank Mr Richard Buchanan for providing his Independent Chairmanship to the working Group.

Jason Donaghy
Secretary to ECEIPSWG

2.0 Foreword by Dr. Duncan Morrow

Flags and emblems continue to polarise communities and people across Northern Ireland. Who we are seems to depend on which flag pole or mural we gather around. Flags and emblems divide them from us and claim to define our history and confine our future.

The impact of aggressive emblems and flags is felt in so many aspects of life: investment is curtailed, mobility is restricted, community relations are poisoned and even visiting friends is tinged with anxiety. Yet no single public authority is willing to act, for fear of turning flags and emblems into totems of communal loyalty.

It is vital that we begin to acknowledge and address the issue. This research project is an excellent example of how such a difficult topic can be tackled with full participation from local communities and stakeholders. While many people want to celebrate events at particular times and in particular places, few support a policy of permanent intimidation or aggression against their neighbours. This report shows that people feel powerless to act against those who fly flags all year round for fear of violent consequences or for fear that their actions could be portrayed as disloyal.

The Community Relations Council believes that the issue of flags and emblems and the manner in which we display them to one another is a crucial quality of life issue in Northern Ireland. The key to progress is finding practical ways forward which command broad community support and are sustainable in the long run. This research suggests that in some areas at least, real and meaningful steps could be taken which might reduce tensions and fear without threatening our identity or belonging. On behalf of the Community Relations Council, I am delighted to commend this report and to encourage wider debate and consultation on this issue.

Dr. Duncan Morrow
Chief Executive Officer
Community Relations Council (N.I.)

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4.0 Rationale and Background to Initiative

4.1 How it all began

In 2001 the flying of sectarian flags and the presentation of sectarian emblems in parts of Enniskillen was raised as an issue within the Enniskillen Community Forum. This is a body that has representation from all the Enniskillen housing estates and development groups. In discussing the matter, the members of the Forum agreed that it did not provide an appropriate vehicle for properly exploring this issue. Consequently, a new Working Group named the Enniskillen Cultural Expression in Public Spaces Working Group was convened. Please see Appendix 1 for Membership of ECEPSWG.

4.2 Enniskillen Cultural Expression in Public Spaces Working Group

The Enniskillen Cultural Expression in Public Spaces Working Group was formed in late 2001. Its mission statement is:

“To put in place an inclusive process, which will involve all the key stakeholders, aimed at achieving a level of positive cultural expression within our public housing estates and Enniskillen Town generally that is honourable, non-intimidating and non-threatening and, which is acceptable to the broad community within the wider environment. This will contribute to an improved quality of life, enhanced ‘good relations’ and understanding within and between our estate communities and throughout Enniskillen”.

4.3 The Role of Fermanagh Trust

The Enniskillen Cultural Expression in Public Spaces Working Group (ECEPSWG) has been facilitated and co-ordinated since its inception by the *Fermanagh Trust*. At the outset, the Trust was approached by several representatives from the public housing estate based community organisations who were involved in the Enniskillen Community Forum, and who were directly experiencing the increasingly prominent and intimidating display of sectarian flags and emblems. The community representatives recognised the role the Trust could play in bringing together around the table from across the various sectors the key stakeholders to address the situation. Further, the Trust had established a strong relationship with the estate based organisations through its development support and charitable grant-making programmes and had therefore established credibility and trust with these organisations.

Another key enabling factor in supporting the Trust in taking on the facilitation role was its recognised expertise in supporting and facilitating community relations and cultural work in County Fermanagh. The Trust is supported by the International Fund for Ireland through the Community Bridges Programme, as well as been core funded by the Community Relations Council. The Trust had an established track record of relationships, expertise and resources that it could bring to bear on the sectarian flags and emblems issue in collaboration with all the necessary players.

From the outset, ECEPSWG was clear in that it sought to proactively foster and promote positive cultural expression that would build understanding, tolerance, respect and an appreciation of the value and diversity of cultural identity within Enniskillen. **The Working Group is “not” about the suppression of cultural expression and identity. The Working Group recognised the legitimacy and right of all communities to express their cultural tradition and identity.**

4.4 A Shared Future and the ‘Northern Ireland Act 1998’

All the discussion within the ECEPSWG was set in the context of the emerging consultative process that had been initiated by the Office of the First Minister and Deputy First Ministers’ Community Relations Unit and the subsequent launch of their consultative document on the future of community relations in Northern Ireland – ‘A Shared Future’.¹ Further, the Working Group was cognisant of the evolving policy and practice emerging from the ‘*Northern Ireland Act 1998*’ and the onus on statutory organisations to promote equality within and between ‘*Section 75 groupings*’ and also, the need to proactively promote ‘good relations’ between the traditions in Northern Ireland.

4.5 Enniskillen, the Peace Process and Sectarian Flags and Emblems

In spite of the developing peace process, the incidence of flag flying and other sectarian elements in some estates in Enniskillen has increased over recent years. The flags - Union Jacks, Ulster Flags and/or paramilitary flags in perceived Unionist areas and Tricolours in perceived Nationalist areas have in many instances become permanent displays, rather than temporary features to mark particular cultural or historical celebrations. These flags are most predominant in the Coleshill estate and the Kilmacormick 1 and 2, and Cornagrade estates.

1 ‘A Shared Future: A Consultation Paper on Improving Relations in Northern Ireland’ (January 2003), Office of the First and Deputy First Minister

The emergence of the permanent flags and emblems on the estates has given rise to a parallel phenomenon of the spilling of such expressions onto the main thoroughfares adjacent to the estates as has been evident, both from within the Coleshill, Kilmacormick and Cornagrade estates, as well as Derrychara and Chanterhill.

The flags, together with the emergence of sectarian murals, graffiti and symbols were seen by members of the ECEPSWG as hostile to the development of good community relations. The Working Group also recognised that those responsible for flying the flags and other sectarian features did not do so with the support of the majority of the people living on the estates. There was concern that it could increasingly provoke inter-community strife with adverse implications not only for local residents but for the wider Enniskillen economy.

It was noted within the Working Group that during the Summer of 2003 there had been a number of significant sectarian incidents within the targeted estates which had escalated into physical damage to property, injury and the intimidation of individuals and families. These incidents had further silenced the community, and deepened the sense of despair and lawlessness, as well as increasing the sense of actual and perceived fear, intimidation and harm that would come about as a result of trying to resolve the issue unilaterally.

All parties within the ECEPSWG felt that everyone had a role to play in the resolution of the flags and emblems issue. It was not the sole preserve of any one individual, organisation or sector. Additionally, it was recognised that the Working Group brought a ‘critical mass’ and a validity to the initiative that no one sector or organisation could achieve on its own. Indeed, the Working Group in its make-up provided a significant degree of anonymity, particularly for the community representatives who felt particularly vulnerable.

4.6 Counteract & TIDES

In Spring 2003, Counteract was invited by the Working Group to give an outline of some of the work that had been developed on the issue of flags within both the Ballymena and North Belfast areas. These programmes had been commissioned by Ballymena Borough Council and Belfast City Council respectively. In both locations Counteract operated in partnership with TIDES Training. Both these programmes were focused on developing contact with the broadest cross-section of the public, private and voluntary sectors operating within the relevant estates. Within the Ballymena context, this led to a constructive community consultation on a “single identity” basis, that led to the formation of an environmental group operating within the Harryville area of Ballymena. In the other estate the programme facilitated a mediation process within the local community. In both situations the process led to a significant decrease in the numbers and extent of permanent flag flying within these areas.

Counteract and TIDES in collaboration with the Fermanagh Trust were subsequently tasked to assist the Working Group in the following areas:

- ***To help build an overall picture and map the current nature and extent of the flags and emblems issue within Enniskillen and the targeted estates;***
- ***Ascertain how important flags and emblems are vis-à-vis community stakeholders wider neighbourhood regeneration and renewal concerns and aspirations [specifically within the Coleshill and Devenish areas of Enniskillen];***
- ***Identify and liaise with appropriate stakeholders who have a role and investment in neighbourhood regeneration in Enniskillen re how flags and emblems are viewed within the targeted estates and Enniskillen in general;***
- ***Explore with all stakeholders [community, voluntary, private, political, education, church and statutory] how this issue impacts on their wider individual vision and developmental priorities for these communities and Enniskillen in general;***
- ***Set out how best to move this issue forward, including proposals as to how best these issues can be addressed within the Coleshill, Kilmacormick 1 and 2 and Cornagrade areas and Enniskillen in general, particularly with a view to promoting positive cultural expression and good relations within and between all estates, areas and communities in Enniskillen;***
- ***Present findings to the Working Group***

Work on the project started in September 2003.

5.0 Regional Context: Putting the Initiative into Perspective

5.1 Permanent Flagging and Sectarian Emblems in Northern Ireland

Permanent flagging and placement of murals that relate to historical and political events or paramilitary activity is a feature across many communities within Northern Ireland. This is just one legacy of our historical community divisions and conflict. In comparison with some areas in Northern Ireland, the incidence of flagging within Enniskillen is not particularly high. However, in an area that is noted for its efforts to sustain harmonious community relations, that is not an excuse for complacency. At any level it is a practice that could prove corrosive to longer term community relations if left unchecked, not only in the areas most directly affected, but in the Town as a whole.

5.2 Compelling Reasons for Action in Enniskillen and the Public Housing Estates

There are compelling reasons for addressing this issue now in a proactive way. It could help:

- Support Fermanagh District Council through the active support of the ECEPSWG to fulfil its statutory obligations with regard to the promotion of equality of opportunity within and between Section 75 Groupings and the requirement were possible to promote enhanced community relationships and understanding within the two main traditions under the Northern Ireland Act 1998;
- Stem any further erosion of the sterling work that has been done in the area to foster good relations between communities;
- Build a sense of community cohesion and safety;
- Support Enniskillen’s status as a major tourist centre that offers a warm welcome to all visitors, and protect tourism as a mainstay of the local economy;
- Create an environment conducive to direct inward investment and indigenous enterprise development;
- Address labour mobility and labour market failure in terms of matching potential employee’s with potential employers more effectively;
- Demonstrate a commitment to cohesive civic leadership for the benefit of the community as a whole;
- Raise communities horizons in terms of hopes and aspirations and sense of pride and commitment to both their Town and neighbourhood;
- Help Enniskillen in particular and Fermanagh generally to be seen as breaking new ground with respect to promoting good relations, equality and a community marked by tolerance, diversity and a shared future based on a real sense of interdependence;
- Help Fermanagh promote cultural celebration as a positive aspect of a diverse community and so have the potential to be an economic asset for the prosperity of the County;
- Raise opportunities for enhanced cross community collaboration and working in the future on the basis of the foundations built and relationships developed through working on the flags and emblems issue across the sectors;
- ‘Remove’ any suggestion that tolerance of the current situation implies tacit approval of the practice by any or all of the parties involved.

It should be recognised that the problems underpinning the aggressive use of flags and emblems, etc are real and that in seeking to find constructive paths in taking action it should be remembered that:

- In some incidences locally in the past, individuals who have tried to take action have been intimidated, or have had their homes painted with sectarian and other offensive slogans. Indeed, it was brought to the attention of the Working Group that several families and individuals had to leave Enniskillen estates in which they had been resident for 20 to 30 years due to the level of actual and/or perceived sectarian intimidation they had experienced;
- While most people in the areas concerned do not approve of the permanent display of flags and emblems, many support short-term displays to mark cultural and historical events that are of significance to their communities. There needs to be a clear differentiation between the short-term celebration of specific cultural events and the destructive and aggressive use of flags and emblems to delineate a specific political position.

6.0 Flags and Emblems Baseline Position within Enniskillen Estates

6.1 Baselining

The first task the Fermanagh Trust-Counteract-TIDES Partnership [FTCTP] undertook was to map out the geographical range, numbers and types of flags that are currently present within the Kilmacormick 1 and 2, Cornagrade and Coleshill estates specifically and more generally throughout the Enniskillen Town area.

- When the project was started there were some 21 Tricolours on the Cornagrade Road from the hospital out to the junction with the Kilmacormick Road, and within the Kilmacormick and Cornagrade estates. Additionally, there was a mural relating to the H-Block on a cable wall of a house in Kilmacormick 2 Estate. Also, a placard depicting a masked gunman taking a gun salute over a roll of honour was positioned on a fence on the road up to Erne Drive. A republican monument erected in memory of the Hunger Strike is also located on the Paupers Famine Graveyard site along with 3 flag poles.







- At the time of writing there was a significant decrease in the actual number remaining. As far as can be ascertained this has been caused by weathering and not through any deliberate planned removal. The total number of flags in the area on the 12th of November was 7. Most of these remaining flags were in very poor condition and beginning to degrade due to weathering etc.
- On the Sligo Road, approaching the Coleshill estate, 4 Ulster Flags were being flown.



- Within Coleshill Estate there were around 10 flags that vary from Ulster, Union Jacks, LVF, UDA and UVF flags. There were basically two of each.





- Within the Chanterhill estate on Monday 22nd March 2004, 9 flags ranging from the Union Flag, UVF, Ulster and other Loyalist flags were being flown. Other sectarian graffiti was evident on walls, as well as a triangular sign relating to the Protestant Action Force. The Chanterhill Road is an increasingly important arterial route into Enniskillen for all kinds of traffic, and particularly for those individuals wishing to avoid gridlock in Enniskillen Town centre. Several of the flags present onto the Chanterhill route. The PAF sign is nailed to a tree opposite the Enniskillen Driving Centre and faces onto the main Coa Road.





- Derrychara estate playground, as well as the old Enniskillen Rangers Football field in close proximity to the Dublin Road, was heavily marked on Monday 22nd March 2004 with sectarian graffiti relating to the UDA, UVF, YCV, as well as kerb painting. 1 Ulster Flag, 1 Union Flag (in tatters) and one UVF placard was evident within the playground and adjacent to the football pitch.





- IRA lettering graffiti was present on a wall on the way into Windmill Heights estate on Monday 22nd March 2004, as well as UFF lettering painted onto the trunk of a tree on the entrance into the estate.





- The remaining estates showed no evidence of sectarian flags and emblems.

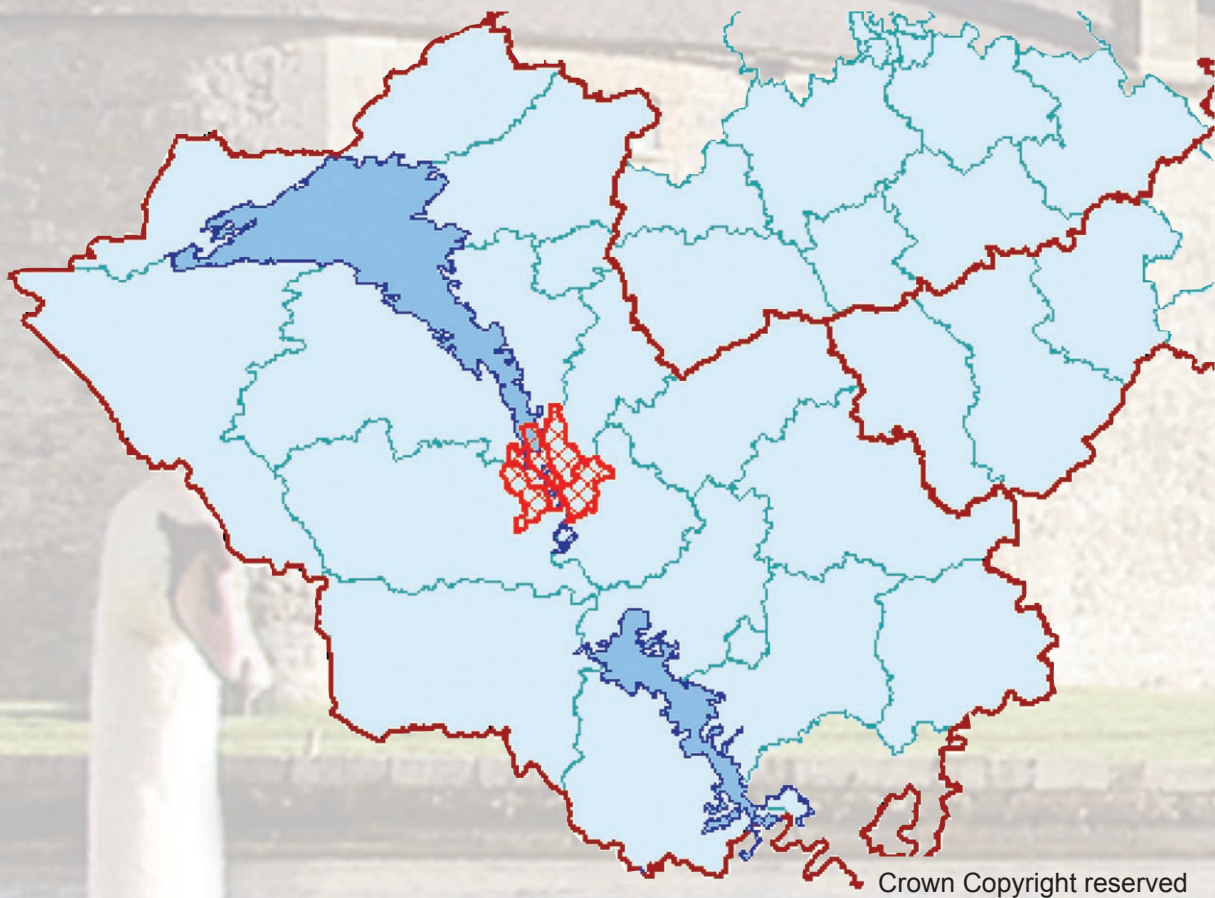
Experience on this issue within Belfast and Ballymena would suggest that the “*weathering out*” of the flags should give no cause for complacency. It is recognised that flags that do weather out during the Winter period are not generally replaced until the Spring. This has been the experience on the Kilmacormick Road during Easter 2004. Prior to this, the flags had been degraded and removed by the natural elements. These were refreshed with new flags at Easter. Furthermore unpredictable incidents or events within or between communities can provoke a rapid escalation of permanent flagging.

7.0 Understanding the Local Context

7.1 Introduction to Enniskillen Electoral Wards

The five Electoral Wards which correlate most closely with the geographical area of Enniskillen Town are Castlecoole, Devenish, Erne, Portora and Rossorry. The map below shows the relative positioning of the Wards. They are illustrated in red. The statistical analysis and overview which follows has been derived from the ‘Northern Ireland Statistics and Research Agency’ Northern Ireland Census 2001.

Figure 1 – Enniskillen Town Wards



The following statistical analysis sets out the overall population and religious composition of the five aggregated Enniskillen Wards. This provides an effective baseline from which to benchmark the individual Wards and their respective Census Output Areas.

7.2 Population and Religion Statistics relating to Enniskillen Town and Its Individual Constituent Wards

In total, the five Enniskillen Wards contain 13,587 people. Castlecoole Ward contains 27.3% (3,714), Erne and Portora are joint second, each with 19.8% (2,697). Rossorry Ward is third with 18.7% (2,545), whilst Devenish Ward is fourth with 14.2% (1,934). Please see Table 1 on Page 20.

7.3 Religious Profile of Enniskillen Overall

Catholic Population

Persons stating themselves as Catholic within the 2001 Census comprise the largest religious category within the 5 Enniskillen Wards. In total, some 56.9% or 7,725 of the Enniskillen population consider themselves to be Catholic.

Church of Ireland

Within the Enniskillen Wards, 21.4% of persons consider themselves as belonging to the Church of Ireland. This equates to 2,906 of the total Enniskillen population.

Methodist Church in Ireland

545 persons within the five Enniskillen Town Wards consider themselves belonging to the Methodist Church in Ireland. This represents a figure of 4.0% of the total population for the five Wards.

Other Christian (Including Christian Related)

With respect to Other Christian (Including Christian Related), 461 of the Enniskillen population described themselves as belonging to this category. This amounts to 3.4% of the overall Enniskillen Wards population.

Other Religions and Philosophies

72 persons in the 2001 Census said they belonged to Other Religions and Philosophies. This equals 0.5% of the total Enniskillen Wards population.

Presbyterian Church in Ireland

500 persons stated that they belonged to the Presbyterian Church in Ireland within the five Enniskillen Town Wards. This amounts to 3.7% of the overall population of the five Enniskillen Wards.

Persons with No Religion or Religion Not Stated

10.1% or 1,378 persons stated that they were not part of a religion or they did not state their religion.

Figure 2 - Enniskillen Town Religious Composition Pie Chart

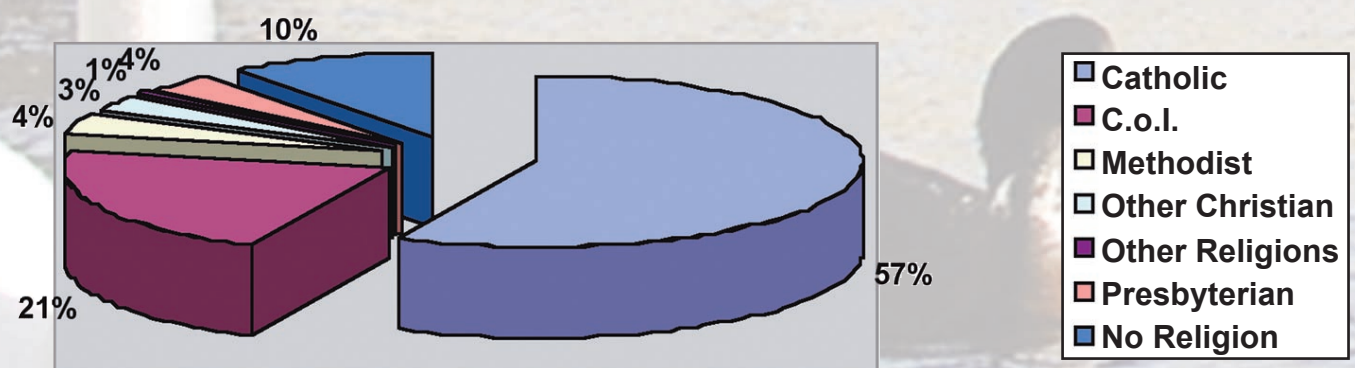


Table 1: Profile of Population and Religious Categories throughout the Five Enniskillen Wards

Ward Name	Ward Code	All Persons		Catholic		Church of Ireland		Methodist Church in Ireland		Other Christian (Including Christian related)		Other religions and philosophies		Presbyterian Church in Ireland		Persons with no religion or religion not stated	
		No	%	No	%	No	%	No	%	No	%	No	%	No	%	No	%
CASTLE COOLE	95PP06	3714	(27.3)	1674	(21.7)	1003	(34.5)	211	(38.7)	186	(40.3)	26	(36.1)	193	(38.6)	421	(30.6)
DEVENISH	95PP09	1934	(14.2)	1596	(20.7)	113	(3.9)	13	(2.4)	25	(5.4)	10	(13.9)	22	(4.4)	155	(11.2)
ERNE	95PP11	2697	(19.8)	1886	(24.4)	328	(11.3)	90	(16.5)	69	(15.0)	12	(16.7)	98	(19.6)	214	(15.5)
PORTORA	95PP20	2697	(19.8)	1360	(17.6)	735	(25.3)	118	(21.7)	101	(21.9)	8	(11.1)	116	(23.2)	259	(18.8)
ROSSORRY	95PP22	2545	(18.7)	1209	(15.7)	727	(25.0)	113	(20.7)	80	(17.4)	16	(22.2)	71	(14.2)	329	(23.9)
Total		13587	(100)	7725	(56.9)	2906	(21.4)	545	(4.0)	461	(3.4)	72	(0.5)	500	(3.7)	1378	(10.1)

Note:

The percentage figures in the table above relate to the ward percentage of the total Enniskillen Town population/ religious category total. For example, in relation to all persons, some 13,587 people reside within the 5 Enniskillen wards. Of the all persons total 13,587, some 27.3% (3,714) persons reside within Castlecoole.

7.4 Population and Religious Profile of the Individual Enniskillen Wards

Table 2 on Page 22 shows the individual Ward population and religious category make-up in percentage and absolute terms, as well as ranking each of the categories within each of the individual Enniskillen Wards.

Castlecoole Ward (Population: 3,714)

As Table 2 illustrates, individuals describing themselves as Catholic make-up 45.1% (1,674) of the total Castlecoole Ward population of 3,714, Church of Ireland is second at 27% (1,003), Persons with No Religion or Religion Not Stated is 11.3% (421), and fourth is the Methodist Church in Ireland with 5.7% (211) of the Ward population. Presbyterian is fifth at 5.2% (193), whilst Other Christian (Including Christian related) is sixth with 5.0% (186), and Other Religions and Philosophies is seventh with 0.7% (26).

Devenish Ward (Population: 1934)

In Devenish Ward, 82.5% (1596) of the total Ward population of 1,934 is Catholic. Second is Persons with No Religion or Religion Not Stated at 8.0% (155). Third is the Church of Ireland with 5.8% (113). Fourth is other Christian (including Christian related) with 1.3% (25), and fifth is the Presbyterian Church in Ireland with 1.1% (22). Sixth and seventh respectively are the Methodist Church in Ireland, and Other Religions and Philosophies with 0.7% (13) and 0.5% (10) respectively.

Erne Ward (Population: 2,697)

With regard to the overall Erne Ward population of 2,697, some 69.9% (1,886) are Catholic. Church of Ireland is second with 12.2% (328) of the population. Third is the Persons with No Religion or Religion Not Stated with 7.9% (214). 3.6% (98) of the Erne Ward population are Presbyterian Church in Ireland members, which locates them in fourth position. Methodist Church in Ireland is fifth with 3.3% (90) of the ward population, sixth is the other Christian (including Christian related) with 2.6% (69). In seventh position is Other Religions and Philosophies with 0.4% (12).

Portora Ward (Population: 2,697)

50.4% (1,360) persons within the Portora Ward define themselves as Catholic, which places this category in first place. Second is Church of Ireland with 27.3% (735) of the total ward population. Persons with No Religion or Religion Not Stated is third at 9.6% (259). The Methodist Church in Ireland is fourth with 4.4% (118). In fifth place, is the Presbyterian Church in Ireland with 4.3% (116) of the total Portora Ward population. Sixth and seventh respectively are other Christian (including christian related) and Other Religions and Philosophies. The formers percentage and population count is 3.7% and 101 persons. The latters respective scores are 0.3% (8).

Rossorry Ward (Population: 2,545)

The total ward population for Rossorry Ward is 2,545. Some 47.5% (1,209) of the Ward population is Catholic, whilst in second place is the Church of Ireland with 28.6% (727) of the Ward population. Persons with No Religion or Religion Not Stated account for 12.9% (329) of the Ward population. This ranks this category third. Methodist Church in Ireland is fourth at 4.4% (113), and the Other Christian (including Christian related) is fifth with 3.1% (80). Presbyterian Church in Ireland with 2.8% (71) is sixth, and Other Religions and Philosophies is seventh at 0.6% (16).

Table 2: Population and Religious Profile of Individual Enniskillen Town Wards

Ward Name	Ward Code	All Persons		Catholic		Church of Ireland		Methodist Church in Ireland		Other Christian (Including Christian related)		Other religions and philosophies		Presbyterian Church in Ireland		Persons with no religion or religion not stated	
		Absolute Pop. No.	Total Pop. %	%	Rank	%	Rank	%	Rank	%	Rank	%	Rank	%	Rank	%	Rank
CASTLECOOLE	95PP06	3714	(27.3)	45.1 (1674)	1	27.0 (1003)	2	5.7 (211)	4	5.0 (186)	6	0.7 (26)	7	5.2 (193)	5	11.3 (421)	3
DEVENISH	95PP09	1934	(14.2)	82.5 (1596)	1	5.8 (113)	3	0.7 (13)	6	1.3 (25)	4	0.5 (10)	7	1.1 (22)	5	8.0 (155)	2
ERNE	95PP11	2697	(19.8)	69.9 (1886)	1	12.2 (328)	2	3.3 (90)	5	2.6 (69)	6	0.4 (12)	7	3.6 (98)	4	7.9 (214)	3
PORTORA	95PP20	2697	(19.8)	50.4 (1360)	1	27.3 (735)	2	4.4 (118)	4	3.7 (101)	6	0.3 (8)	7	4.3 (116)	5	9.6 (259)	3
ROSSORRY	95PP22	2545	(18.7)	47.5 (1209)	1	28.6 (727)	2	4.4 (113)	4	3.1 (80)	5	0.6 (16)	7	2.8 (71)	6	12.9 (329)	3
Total % of Enniskillen Town Population		13587	(100)	56.9 (7725)		21.4 (2906)		4.0 (545)		3.4 (461)		0.5 (72)		3.7 (500)		10.1 (1378)	
Average % and Ranking across the Five Wards				59.1	1	20.2	2.2	3.7	4.6	3.1	5.4	0.5	7.0	3.4	5.0	9.9	2.8

7.5 Devenish and Rossorry Wards Socio-economic Overview

The presentation of the information below is an attempt to set the two target research areas into their respective Ward contexts.

Devenish Ward

The NISRA 2001 Census information shows the Devenish Ward area as including the Kilmacormick 1, Kilmacormick 2, Cornagrade and Hillview estates. On Census day the resident population of Devenish Ward was 1,934. Of this population, 17% were under 16 years old and 27% aged 60 and over. On Census day, 49% of the population of Devenish were male, 88% were from a Catholic background and 11% were from a Protestant or other Christian community background. 49% of the houses in the area were owner occupied. 9% of the population were unemployed and 41% of children were entitled to free school meals.

However, even as highlights they show Devenish as a largely Catholic area with higher than average unemployment (the Northern Ireland average being 4%). The area is perceived as being largely Nationalist. It also shows that the community has a higher than average population within retirement age. Indeed on the basis of the Noble Indices the Devenish Ward can be clearly identified as an area of high need (See Appendix 3).

Within Appendix 2 Section 2.1 a detailed overview and explanation of the population and religion profile of the Census Output Areas that are within the Cornagrade and Kilmacormick 1 and 2 estates is given.

The Devenish Partnership Forum was formed to bring together all the community associations operating within the area to support building a collective and coherent strategy to build up the capacity and infrastructure of the area and thereby improve the quality of life of all the residents regardless of background.

Rossorry Ward

On Census day according to the NISRA Census 2001 output, the resident population of Rossorry Ward was 2,545. Of this 24% were under 16 years old and 18% were 60 and over. On Census day, 48% of the population of Rossorry were male, 53% were from a Catholic community background and 44% were from a Protestant and other Christian community background. Of the 991 households in Rossorry, 73% were owner occupied. 3% of people aged 16 to 74 were unemployed. 22% of the school population are entitled to free school meals.

The statistics indicate that at a Ward level Rossorry is a highly mixed area in terms of those who may be perceived as being of either Nationalist or Unionist background. The Ward level owner occupied housing rate and low level of unemployment indicates an area which would not be viewed as economically deprived. However, drilling down to the Census Output Area level, it is found that home ownership is considerably lower than that for the Rossorry Ward as a whole. Home ownership within the Coleshill area is 54% opposed to 73% for Rossorry Ward overall. Unemployment within Census Output Area 95PP220008 is 2% higher than the Ward figure of 3% and 1% higher than the Northern Ireland figure (Please see Appendix 2, Section 2.2).

With respect to religious composition, at Census Output Area level the NISRA Area Profile statistics state that 2% of the Coleshill population is Catholic, whilst 96% is from a Protestant and Other Christian (including Christian related) background. It will be noted that this statistic varies from the statistic as set-out within Appendix 2 Table 2 which states that there is no Catholic community within Census Output Area 95PP220008. This anomaly between the two figures is most probably as a result of deliberate “noice” which has been introduced into the low level statistics by NISRA in order to prevent the identification of any particular individual, particularly when the individual is part of an especially small community within a Census Output Area. Therefore, it is most likely that the actual Catholic figure lies somewhere between 0% and 2%.

Coleshill (Census Output Area 95PP220008) is an estate with a high level of residents being 60 years and over. In fact, when compared to the Ward statistic, Census Output Area 95PP220008 is some 11% higher, with a score of 29% compared to the Rossorry Wards 18%, which is the percentage for Fermanagh, Fermanagh South Tyrone Assembly Area and Northern Ireland as a whole.

The actual spatial area of the estate is not large and it has limited access to any immediate amenities in terms of shops, schools and recreational facilities. This was recognised by the Noble Report which ranks Rossorry Ward 280 out of 566 Wards in Northern Ireland. This places Rossorry Ward within the top 49.5% of the most disadvantaged Wards in terms of access to certain key services, i.e. post office, GP surgery, Accident and Emergency hospital, dentist, optician, pharmacist, library, museum and Social Security Office or a Training and Employment Agency office (See Appendix 3). It may be viewed therefore as an “*island*” estate that is broadly surrounded by areas whose population would not match theirs either socially or politically. It is not an “*interface*” in the normal understanding of this term within Northern Ireland but does demonstrate some “*interface*” characteristics in terms of political polarisation and tensions with other adjacent estate areas. While there is some community infrastructure, it is relatively small and new in comparison, for example, to Devenish.



8.0 Consultation Methodology

8.1 Overview

The methodology used demands that the views of a range of stakeholders are taken into account. This includes the community sector, statutory organisations, the education sector, politicians, churches and the business sector.

Experience demonstrates that permanent flagging seldom carries the endorsement of the majority population within the area that it occurs. There is seldom any consultation with stakeholders regarding their wish to see such flagging happen. Such permanent or semi-permanent flagging carries a high perception of inherent sectarianism and consequently, the capacity of individuals, groups or organisations to challenge the emergence of such a development carries with it a high level of either actual or perceived threat and fear. **The absence of any challenge from within these various sectors is often claimed by those putting up the flags and or murals to indicate their tacit or active consent.**

The methodology deployed sought to ensure that an environment and atmosphere where all stakeholders could freely and constructively express their views about this issue was created. Within the terms of reference provided for the work in Enniskillen, the initial task was to open up direct consultation with the named sectors. Where possible this was achieved through direct meetings and where this was not possible, telephone contact was used.

In addition an undertaking was given to all those interviewed that no comments or observations that were received would be directly attributed to any individual or group.

Direct contact was made with individuals and groups representing all the stakeholder groups. All the interviews sought to cover the following areas:

- **How do you see the current needs of this area?**
- **What is your vision for development in this area and Enniskillen in general?**
- **In light of the above how do you see the recent development of permanent flagging and murals within the Town and in particular the Devenish and Coleshill areas.**

9.0 Consultation Feedback

9.1 Business Community Feedback

For the most part the interviews with members of the business community were conducted through telephone contact. Individual businesses were naturally more reluctant to be named as an official source within the report but were happy to offer views. An interview with representatives of Enniskillen Town Centre Management found a uniform and consistent perception regarding the key issues in relation to permanent flagging.

Business participants want to see Enniskillen Town continue to develop retailing and other economic opportunities both through local businesses and inward investment. Further, they stressed that Enniskillen Town has been seen as an attractive Town for tourism and weekend entertainment and recreation.

Further, with respect to the specific communities of Cornagrade, Kilmacormick 1 and 2 and Coleshill, the Business community wants to see these as been more neutral with less appearance of sectarianism, including the removal of permanent flagging and the initiation of regeneration activities where necessary.

Specific feedback from the Business Community included:

- 1. In all cases permanent flagging acts as a serious deterrent to the economic development of an area.**
- 2. Sectarian flags act as a severe “chill factor” to investment. For example it was indicated by two sources that possible investors investigating the possibility of acquiring the Unipork site near Kilmacormick had been put off by the flagging and its inherent sectarianism.**
- 3. Permanent flagging restricts labour mobility and consequently limits recruitment opportunities for employers.**
- 4. Tourism could be severely damaged; for example, as in both the case of the Cornagrade Road and the Sligo Road where the flags and emblems spill onto the main thoroughfares. These are key arterial routes and therefore confront visitors with an image of the Town as having sectarian tensions.**
- 5. It reduces housing and property values and consequently leads to a differential between housing of a similar standard within and across areas. This also makes the buying and selling of houses less attractive etc.**
- 6. When outside economic investment is low and housing harder to sell, with prices depressed, an area that is also flagged becomes further labelled as a place to avoid. This becomes a reputation that is hard to shift even if it is underserved. If that area also has a reputation for anti-social behaviour then economic depression can rapidly become structurally embedded. The whole community finds itself trapped in a cycle of economic deprivation. This was a view that was strongly endorsed by the community groups.**
- 7. Permanent flagging has the effect of associating business directly or tacitly with flags that may be outside or near their property. This is not only unfair but influences how potential customers may view a particular business. Experience in other parts of Northern Ireland would support this point. This is particularly true of shops.**
- 8. *“Why do we need permanent sectarian flags and emblems now in Enniskillen, when we did not need them during the Troubles of the last 30 years or so?”***

9.2 Statutory Sector Feedback

As part of the research representatives of the PSNI, D.O.E., Housing Executive, Western Education and Library Board Youth Service and Community Development Officers within Fermanagh District Council were interviewed.

All these groups have a clear responsibility for some aspect for the areas involved in the research. However, one of the complications of the issue of flagging is that it is an issue that does not specifically lie within the remit of any one group. All the groups recognise the damaging effects of flagging, but none of the groups felt that there was either a clear mandate for them to do something, or if there was, that following that mandate would only lead to the problem potentially getting worse.

In relation to the Housing Executive and the DOE specifically, there was the risk that staff who attempted to take these flags down might come under threat. The PSNI acknowledged that they may have a specific role to protect workers if they were requested to do so, but that an unintended consequence of this may well be to further inflame the situation.

The key points raised from discussions with the Statutory sector were:

- 1. All the Statutory groups felt that there needed to be greater clarity in who, when, where and how such a problem should be tackled.**
- 2. This issue was part of the wider sectarian dimension of Northern Ireland and they, as individual organisations could not solve it on their own.**
- 3. Each recognised that they might need to offer specific support to the problem within a wider community partnership.**
- 4. In the absence of any clarity as to how this issue might be positively tackled, each recognised that the current strategy was largely one of ‘constructive avoidance’ in order not to exacerbate the situation. Each group also recognised that this was a very limited strategy and not sustainable over the long-term in relation to resolving it.**
- 5. While it was felt that the law was reasonably clear with regards to flags that were placed on public property along roads, it was also felt that it was important to have a commitment from the community in which the flags were placed to allow for their removal. To act without this consent could provoke an increase in the number of flags being flown.**
- 6. Each organisation would welcome a clear lead from the Fermanagh District Council on the matter and were interested in the idea of either a Community Forum and/or a Civic Charter that carried cross party support regarding the permanent flying of flags on public property, along roads and within our public housing estates.**
- 7. All the groups confirmed that it was also their understanding that the current development of permanent flagging within the areas covered does not have broad community backing and has been initiated by a relatively small group of individuals. It was also felt that while some of this in Devenish had been motivated by a broader political agenda, in Coleshill it had been mostly motivated by two rival groupings rivalling within their own personal agendas.**

9.3 Community Sector Feedback

Groups visited were the Kilmacormick 1 Community Association, Kilmacormick 2 Community Association, Cornagrade Community Association and Coleshill Community Association.

Cornagrade, Kilmacormick 1 and Kilmacormick 2 Communities

Cornagrade, Kilmacormick 1 and Kilmacormick 2 joined with Hillview Community Association in 1994 to form Devenish Partnership Forum in order to provide greater coherence to the strategic development of their community. This demonstrates a substantial level of community infrastructure which will be critical for the long term sustainable development that is hoped for. The energy and commitment of the groups was manifest and all were passionate that their area should be free to develop for the best interests of all the community. Hillview Community Association was not consulted as part of this project given that the group was outside this particular focus area.

A uniform picture and strong consensus emerged from the discussions with all the communities regarding their perceptions of the increase in permanent flagging within their communities and the negative consequences it had for their community directly and their cross community relationships and working indirectly.

Specific feedback from Cornagrade, Kilmacormick 1 and Kilmacormick 2 Community Associations included:

1. The community groups felt that the flags had been put up without community consent.
2. There was a uniform view that some “young people” had raised these flags with encouragement from a specific political party. While they recognised that their communities were largely of a Nationalist background they valued the fact that their communities still had members from a Unionist/ Protestant background and that they were concerned that the Protestant community would feel pressurised at best and intimidated at worst by these flags to the point of being compelled to leave the estates.
3. The Kilmacormick area already suffers from a “*reputation*” for being a troubled area, mainly due to anti-social behaviour. The flagging of the area was seen as compounding the notion of a ‘difficult’ estate.
4. Each group was very clear that such flagging did little to help the building of either the social economy or to attract investment into the area. This was highlighted by the difficulty of finding a replacement to the closure of the Unipork site.
5. It was also felt by some that the putting up of flags to celebrate a particular cultural event should not be seen as a problem. However, it was important that once the event was over the flags should then be removed and not seen as a permanent or semi-permanent feature of community life.
6. There was general unhappiness and discontent about the Hunger Strike Mural within Kilmacormick 2 Estate in that it had been placed on the gable wall of a house without the wider community’s consent.
7. There was concern raised about the erection of the Hunger Strike Memorial and the placard portraying a masked gunman taking a gun salute over a roll of honour in close proximity to the Paupers’ Grave Famine site in Cornagrade. Once again, it was felt that no consultation had been made with the community and there was no capacity to speak out about this without risk of intimidation and fear.
8. It was also noted that the permanent flying of any national flag had the effect of turning the flag itself into a sectarian symbol rather than it positively representing the community who would identify with it. The weathering and deterioration of the flags only tended to heighten this point.

Coleshill Community

The Coleshill Community group was interviewed regarding their specific area. Coleshill is a small and generally very well kept estate. It has a high level of owner occupation as noted earlier and the community has a large elderly population. The community group is clearly deeply committed to the further development of the area. The area suffers from very weak community and social infrastructure with few amenities for the youth of the area. This has led to increasing anti-social behaviour which is both frightening and stressful for many of the residents. This view was confirmed by representatives of both of the Unionist parties interviewed. It was also confirmed by the Western Education and Library Board Youth Division with responsibility for the area.

Throughout discussions relating to the permanent flagging of their area, a clear view emerged:

1. It was felt that there was very little community support for the flags.
2. They had been erected without consultation and put outside peoples houses which gave the perception that they consequently supported them being there.
3. Two rival groups were identified as being responsible. The individuals had a reputation for physical violence and the community were generally frightened of them.
4. The fact that most were paramilitary flags added to the real sense of threat. One comment was that there was “*blood on those flags*”.
5. Although the flags indicated that the decision to put them up might be part of a wider strategic decision within Loyalist paramilitary groups, the group was unaware of any active paramilitary command system. [This was confirmed by the PSNI and local Politicians].
6. While the majority of Coleshill residents were from the Unionist community, they felt that the community was not solely from one community and that these flags could polarise the community further.
7. It was felt that the initial excuse for the flags had been the increase in the flying of the Irish Tricolour in other parts of the Town, particularly along the Kilmacormick and Cornagrade roads. So there was a sense that the situation was been fuelled by a ‘tit-for-tat’ sectarian campaign.
8. The estate has a strong level of owner occupation and this flagging acted as a strong deterrent for anyone wanting to sell or purchase a house.
9. The estate has a stable and large elderly population who want a quiet and peaceful life. These flags threatened that wish.

The individuals interviewed felt that if a Cross Sectoral Community Forum could be developed to look at the issue of flags, they would be happy to bring representatives to it. They also felt that the issue of flags could not and should not be addressed in isolation from other problems within the area. These other issues related in the main to community infrastructure and access to resources and amenities especially for youth.

9.4 Politicians Feedback

Representatives of the DUP, SDLP, Official Unionist Party, Sinn Fein and one Independent were interviewed. There was a range of views expressed. Everyone interviewed recognised that there had been a disturbing increase in the number of flags being flown. They also recognised that the physical reduction of some of the flags through weathering did not mean that the conditions which had caused their escalation had significantly reduced. One individual spoken with was concerned however, that such a focus as this initiative represented, might exacerbate the problem by drawing attention to it. As might be expected from such a spectrum of political representation, there were different views offered regarding the flying of flags and in particular the flying of a national flag such as the Union Jack or the Tricolour. There were also views expressed regarding the flying of flags on public buildings and on one occasion concern was expressed about the flying of GAA flags. No one who was spoken with felt that the permanent flying of flags in Enniskillen was a constructive or positive development for the Town.

The key points to arise from the discussions were:

- 1. Permanent flagging was not only threatening to members of the community who did not perceive a particular flag as representative of their cultural identity but it was often corrosive for the community within which the flags were flown.**
- 2. There was a case for flags being flown during times of particular traditional community celebrations. The flags should be removed once this particular celebration had finished. There was a broad consensus across all parties that it was hard to argue the case for permanent flagging that it was part of a community or cultural celebration. Permanent flagging by its nature was regarded as having sectarian motives.**
- 3. There was a broad recognition that part of the civic leadership function of the Fermanagh District Council was to ensure the development of good community relations and that these flags did not help that.**
- 4. There was particular concern expressed about the flying of paramilitary flags. This was noted by all the political representatives interviewed. While the validity of national flags may be part of a legitimate political debate, paramilitary flags represented illegal organisations and should therefore not be allowed to be flown.**
- 5. It was also recognised by a number of representatives that it would be unrealistic to expect local communities to take direct action with regard to the flags, as this may lead to an increase in community fear and tensions.**
- 6. Some of the representatives spoken with felt that the Fermanagh District Council should begin to take a lead in developing a Policy or a Civic Charter in relation to the permanent flying of flags. It was recognised that such initiatives were being developed elsewhere within Northern Ireland and that such a response would underpin the Fermanagh District Council's commitment not to allow any further polarisation between or within the wider community.**
- 7. All the political representatives spoken with recognised that permanent flagging of any area acted as an impediment to the economic development of that area. They also recognised that such flagging could also have an adverse impact on property values.**
- 8. The SDLP has already evolved a clear party position in promoting the removal of all such permanent flagging.**
- 9. Lastly, all the political representatives recognised that Fermanagh in general and Enniskillen in particular relied heavily on tourism for its economic development. Once again, the permanent flying of flags was recognised in this regard as directly acting against the interests of the wider community.**

The Politicians interviewed indicated that they or their parties would be open to receiving invitations to a Community Forum to bring together all sectors of the community concerned about this issue.

9.5 Education Sector Feedback

Two Primary schools, Holy Trinity and Enniskillen Integrated Primary School were interviewed. These were chosen due to their proximity to the flags on the Cornagrade and Kilmacormick roads and estates. Once again the views that were expressed were consistent and were broadly in line with the views expressed by the local community. Both schools recognised the polarising effect that such flagging can have. In particular, because young people were often used to put the flags up, the practice had the effect of engaging them in sectarian acts. Each school felt that it had a responsibility to develop a supportive and caring atmosphere within the school environment. Both schools felt that the constant presence of sectarian flags mitigated against the creation of a supportive and caring community atmosphere.

The key points that arose from the schools interviewed were:

- 1. There was little they could do to directly intervene on the problem of permanent flagging.**
- 2. They viewed the problem as a negative pressure on the community they were within.**
- 3. There was a recognition that it was extremely difficult for individuals or community groups to take down the flags unilaterally.**
- 4. Schools viewed the flags as corrosive to developing more constructive community relations.**
- 5. The schools had a view that if action was not taken to do something about the flags, the problem could and would escalate in times of political uncertainty.**
- 6. Neither school viewed permanent flag flying as having any validity in terms of cultural celebration but more simply an expression of the sectarian divide within Northern Ireland.**
- 7. It was noted in both schools that the flying of national flags in such a manner only brought the flag itself into disrepute rather honouring the countries they represented and the people who associated with them.**

Both schools would be open to sending representation to a Community Forum that would represent all sectors of the community which was established to address this and/or other related matters and to work towards an agreed protocol/ policy for flag flying in Enniskillen Town.

9.6 Churches Feedback

Representatives of the Fermanagh Churches Forum, Catholic Church, Baptist Church, Church of Ireland, Presbyterian Church in Ireland and the Methodist Church in Ireland were interviewed. The members of the Fermanagh Churches Forum wished it to be noted that they were speaking as individuals rather than on behalf of the Forum itself.

Once again, everyone interviewed held concerns about the development of permanent sectarian flagging, as well as what some representatives described as semi-permanent flagging, i.e. flagging which goes up and stays up long beyond a reasonable period. It was felt that this flagging was the action of a small group of individuals who did not represent the vast majority of the community within Enniskillen. While the problem remained small in relation to other areas of Northern Ireland, there was concern that a failure to deal directly with this emerging problem might lead during times of political uncertainty (as is evidenced at this point in time) to an escalation of this type of sectarianism and consequently to a further polarisation of the community.

The Church representatives vision for Enniskillen Town was of a Town which *“tolerates diversity and where people respect each others differences but unite in common aims and objectives”*, and where *“Enniskillen can become a true community, of tolerance and cooperation where the other side is not viewed as a threat but as people with legitimate aims”*.

It was put forward that part of the answer is a “*spiritual solution*” in order to achieve a change within the people of our community and their attitudes to one and other by adhering to two of the greatest commandments, i.e. love God and as a consequence of this love thy neighbour. Such love it was felt would mean that communities could accept the point of view of the other side without necessarily agreeing with it and that “*real community would result, a community based not on territory, fear, intimidation or symbols, but on genuine Christian love*”.

The key points to arise from those who were interviewed within the Churches sector were:

- 1. Permanent and semi-permanent flag flying and symbols is a gesture of overt sectarianism and not one of legitimate cultural expression or celebration. It is a threat to both locals and visitors.**
- 2. Such permanent and semi-permanent flag flying and symbols dishonoured the national flags in particular.**
- 3. Paramilitary flags were symbols of illegal organisations and carried little or no support within the community of Enniskillen.**
- 4. Enniskillen has in the main, maintained a fairly constructive history of community relations and a reputation for being friendly and welcoming. The number of people who chose to retire to the area in part illustrates this. Consequently, any increase and display of sectarianism will do damage to this positive history.**
- 5. The core economic/ commercial base for Enniskillen and Fermanagh is tourism. In particular there is a long history of people travelling from the Republic of Ireland to shop and have holidays in the area. Being confronted by paramilitary flags and symbols on the outskirts of the Town that spill out onto the main thoroughfares does little to encourage the further development of this relationship and its significant financial benefit.**
- 6. The occasional external flying of flags on church buildings sometimes also gives rise for concern, particularly the flying of Orange Flags. This was mentioned by both Catholic and Protestant church members of the community, irrespective of their political affiliation. It was asserted by one of the interviewee’s that the Saint Patrick’s Flag was the only flag that should be officially flown from the Church of Ireland, yet experience did not bare this out. It was stated that this is Church of Ireland Synod policy.**
- 7. As part of its civic leadership function Fermanagh District Council should be taking a lead on the issue of permanent flagging. “*The Fermanagh District Council and other parties should play a more active role in moving towards the removal of permanent flags and emblems and others that remain longer than they should*”.**
- 8. There is a sense of a “*pass the buck mentality when it comes to dealing with the problem. Such attitudes have allowed the first manifestations of the problem to continue and thus the poison to fester. Had the issue been dealt with originally, perhaps it would have been solved long ago. If the various agencies are agreeable that some concerted approach is needed, then someone...needs to take the Bull by the horns and go for it*”.**

The individuals interviewed indicated openness to being part of further discussions if that would be helpful. If a Civic Forum were to develop out of this process, then clearly a broader base of representation would also have to be sought.

10.0 Overview and Analysis

10.1 Overview

At the outset of this section, it should be noted that a remarkable and highly consistent view of the situation regarding the increased presence of permanent flagging within the Cornagrade and Kilmacormick area as well as within the Coleshill estate was found. Through the work a wide range of groupings and individuals were interviewed. People from across a wide and diverse spectrum of locations and backgrounds shared their experiences and views. Nowhere else to date in Northern Ireland has such a level of consensus regarding this issue been encountered. This has been extremely impressive as it provides a real foundation upon which to attempt to resolve this issue.

10.2 Analysis of Results

The groups, individuals and organisations from across the sectors interviewed carry the view that:

- **The increase in permanent flagging within and alongside the Kilmacormick, Cornagrade and Coleshill communities has given a real rise for concern for many within and between the public housing estates and throughout the wider area of Enniskillen Town.**
- **Permanent flagging does not carry the support of the vast majority of the communities within which it occurs.**
- **Permanent flagging causes more corrosion and long-term destruction within the communities in which it occurs than it does to surrounding communities of a contrary political persuasion.**
- **Permanent flagging cannot be coherently and sensibly argued to be a sign of legitimate community or cultural celebration. It is rather, an outward manifestation of community insecurity, division, sectarianism and cultural aggression.**
- **Permanent flagging is not only a serious impediment to the economic development specifically within the area where it is located, but also carries serious implications for the wider community.**
- **These implications vary from what is known as creating a ‘chill factor’ for wider economic development, developing an atmosphere of tension and insecurity, diminishing mobility and freedom of movement across all parts of the community, maintaining a sectarian environment for children to grow up in, polarising community opinion and pressurising the maintenance and aggravation of the *status quo* that has been sustained through the years of the conflict in estates which have retained some level of cross community diversity.**
- **The reasons that have underpinned the increase of the flagging are not uniform.**
- **There was a broad constructive consensus from the representatives of both SDLP and Sinn Féin that this flagging within the predominantly Catholic areas was negative, unnecessary and counter-productive to building the conditions for positive community relations. Consequently, it should be possible to develop a cross party commitment to see these particular flags flown in a more positive and appropriate manner and the removal of symbols and emblems relating to illegal organisations.**
- **Within the Coleshill estate a handful of people are attributed with the responsibility for promoting the erection of these flags. They carry no community authority that can be ascertained nor, as far as can be told, are they operating under the command system or instructions of any actual paramilitary group.**

- In all of the Enniskillen Estates consulted there is understandable reluctance for individual community members to take any direct action to remove the flags. There remains an atmosphere of intimidation and fear in relation to their continued presence.
- Due to the politicised nature of the flags (although there is no direct support for them claimed by any party) community and voluntary groups equally feel reluctant to become exposed to intimidation in attempting their removal.
- The statutory services, as highlighted earlier, have no clear or specific mandate with regard to the flying of flags along roads, on public property or within the public housing estates. To ask staff from the DOE only for example to take them down may place them under real or perceived intimidation. Consequently, statutory agencies on their own have not, given experience to date, been prepared to act unilaterally on this issue.
- The use of the PSNI or security forces to remove these flags also would only be likely to create additional community tensions which may well result in creating the opposite effect than that intended.
- To use the PSNI or security forces to remove flags within the Coleshill estate may be viable in this specific context, but would almost certainly be viewed as selective in the absence of a removal of the flags from the Devenish area.

11.0 Strategic Options

There are a number of options which could be pursued. They are:

11.1 Option 1: Do Nothing

POTENTIAL POSITIVES

- The level of current flagging has diminished over the life of the project.
- It may be the case that this signifies the end of the problem and that there will be no further events that may trigger an increase in flagging and murals.

POTENTIAL NEGATIVES

- There is little evidence that the communities have reached this point in either Enniskillen or the wider N. Ireland situation.
- It places the communities as “hostages to fortune” to an insecure political climate.
- The communities as well as other voluntary, statutory, church, education, political and business groups have been consulted through this process and have indicated a wish to work to ensure that this problem can be overcome to help ensure further community stabilisation.
- Failure to take cognisance of their responses to this question would have the likely effect of creating future cynicism about community consultation initiatives.
- There would not be the opportunity for the communities to speak publicly in a constructive and open manner on the issues and difficulties that arise from these flags and murals.

11.2 Option 2: A Community Forum

A broad based cross sectoral Community Forum would be formed to draw on input from all aspects of the community. This would be intended to provide an initial platform to support the removal of the flags. It is suggested that the format of this initiative would broadly follow the pattern that the Fermanagh Trust, Counteract and TIDES Partnership has utilised within Enniskillen and elsewhere. It is important that such a process is carefully facilitated to ensure that no one person or group becomes exposed or isolated within the Forum. [This is normally insured by working within cross sectoral groups using a similar agenda to that outlined within the development of this initiative]. Given the extent and depth of the current consensus that has been demonstrated within Enniskillen on the issue of permanent flagging and sectarian emblems, it can be confidently asserted that a constructive and positive exploration and consensus could be further developed. However, given experience to date, there needs to be a number of preconditions. They are as follows:

1. This process should carry cross party support, which should be formally noted, within the Chamber of Fermanagh District Council.
2. The Fermanagh District Council should financially support the Forum.
3. An independent and non-aligned organisation should be engaged to help facilitate the discussions within the Community Forum.
4. The results of the Community Forum should be formally noted to the Fermanagh District Council and its Elected Members.

POTENTIAL POSITIVES

- Such a Forum provides a broad based and very visible response to the difficulties that permanent flagging and murals etc can represent.
- It also allows for some of the positive aspects of communities celebrating certain cultural events that traditionally involve the flying of flags to be acknowledged and discussed.
- It ensures that the minority in both communities who see the permanent flying of flags as representing (albeit perceived by others as aggressive) their political viewpoint have to address the much broader consensus of a wide community base regarding their negative impact.
- It can reassure and confirm to the various parties that this problem is viewed as a real issue from a broad consensus of the community and that they would wish to see real civic leadership to help move the communities within Enniskillen away from such aggressive sectarianism.

POTENTIAL NEGATIVES

- Such a process can at best create a short to medium term impact.
- There is a risk that such a discussion if mishandled can lead to division rather than consensus.
- Such a grouping does not carry any formal authority for implementing any of the potential ways forward that may arise within the discussions. This may mean a lack of any momentum to implement any of the initiatives suggested by the group.

11.3 Option 3: The Development of a Civic Charter on Flags and Emblems and Positive Cultural Celebrations

POTENTIAL POSITIVES

- The long-term sustainability of the wishes expressed through a Community Forum or any other means that may be sought to gain the communities view of this issue would be vulnerable to any ongoing instability within the wider political process.
- The development of a Civic Charter provides clarity about how the community and its civic leaders wish the matter of flagging to be dealt with.
- It also creates a reference point for statutory bodies to work from and so carry out their individual responsibilities, in the knowledge that they are fulfilling the clear and stated wishes of the majority of the community under the authority of the Fermanagh District Council.
- It demonstrates the Fermanagh District Council's civic leadership in practice and ensures cross-party support for the strategic implications of the Charter.
- It can act as an inspiration for other District Council areas facing such problems and can turn the previous negative impressions created by the flagging into a very positive aspect of community life and further promote positive public relations to those wishing to invest in both Enniskillen and Fermanagh.

12.0 Key Recommendations to Working Group

12.1 Recommendations

The recommendations arising from the initiative are:

1. It is felt that Option 1 is not a constructive way forward. It is highly unlikely that the problems of permanent flagging and murals etc will just consign themselves to history. Overwhelming feedback was received from all of the communities that were consulted, i.e. political, statutory, education, private and church, community and voluntary sectors. They all wished to see this form of territorial sectarianism diminished. To ignore such a consensus would demonstrate a real lack of civic leadership to all of the sectors consulted.
2. The strongest and most strategic way forward is to explore the combining of Options 2 and 3.
3. These two strategies when combined hold the possibility for drawing together the fullest range of civic leadership within Enniskillen to support the resolution of the blight of permanent flagging, but also the enhancement and building of a cross community consensus for the further protection, development and enhancement of ‘good relations’ within and between the various communities living in Enniskillen.
4. Both strategies have the additional advantage of being low-cost approaches. With the work undertaken to date through this initiative, it should be a relatively straightforward process to invite those already involved and interviewed through this report, along with others from the statutory, community, business, church and educational sectors to a Forum held on a specific evening. In addition, groups such as Belfast City Councils Good Relations Sub-committee are already well under way in the preparation of a Civic Charter. This may well provide the core foundation for any work that Fermanagh District Council would wish to undertake in collaboration with Enniskillen Community Forum.

Appendix 1: Membership of the Enniskillen Cultural Expression in Public Spaces Working Group

Community Representatives

1. Drumgallon Area Community Association
2. Coleshill Community Association
3. Rossorry Church Road Community Association
4. Devenish Partnership Forum
5. Kilmacormick II Community Association

Voluntary

6. Jason Donaghy - Secretary to Working Group (Fermanagh Trust)

Statutory Representatives

7. Michael Callaghan (N.I.H.E.)
8. Eric McCurdy (D.o.E)
9. Henry Robinson (D.o.E)
10. Ruth Moore (Community Services Manager, Fermanagh District Council)
11. Helen Sheils (Community Relations Officer, Fermanagh District Council)
12. Lynsey Cathcart (Western Education and Library Board – Enniskillen Estates Detached Youth Officer)
13. Ita Vesey (Western Education and Library Board – Divisional Youth Officer)

Political Representatives

14. Robert Irvine (UUP)
15. Raymond Ferguson (UUP)
16. Joe Dodds (DUP)
17. Gerry McHugh (Sinn Fein)
18. Paddy Gilgunn (Sinn Fein)
19. Frank Britton (SDLP)
- Davy Kettles (Independent)

Church Representatives

20. Fermanagh Churches Forum

Business Representatives

21. Jenny McCrea (Enniskillen Chamber of Commerce)

Trade Union Representatives

22. Jim Quinn (Fermanagh Council of Trade Unions)

Independent Chairperson

23. Richard Buchannan

Appendix 2:

2.1 Cornagrade, Kilmacormick 1 & 2 Census Output Areas Religious Composition

Table 1 and Graph 1 below set-out the population and religious category breakdown within each of the Census Output Area's (COA's) within the area of Cornagrade and Kilmacormick 1 and 2 estates. There are 6 COA's which cover the research area. Census Output Areas have replaced Enumeration Districts which were used under the 1991 Census to present and interrogate small area statistics. COA's are smaller than their precursor. Census Output Area's which “fit within the current ward boundaries, are used as the main building block enabling the aggregation of small area data to neighbourhood areas, which are not subject to the constraints of administrative boundaries...There are 5,022 Output Areas, each composed of approximately 120 households. Each Output Area is an aggregate of unit postcodes, based on a frozen-postcode geography from the 2001 Census” (NINIS Website, April 2004).

Table 1 and Graph 1 also compare the relative make-up at individual COA level against the relative composition at Enniskillen level (i.e. the amalgamation of the 5 Enniskillen Wards). By comparing the COA's against the Enniskillen Level Output area, it is possible to begin to build an appreciation of the variance in religious composition between the individual COA's and Enniskillen more generally.

Within COA 95PP090001, the Catholic population stands at some 92.9% (341) of the overall COA population, compared to 56.9% at the Enniskillen Town level. Therefore, COA 95PP090001 has a Catholic population concentration which is 36% higher than that for Enniskillen overall. This would indicate that this COA has a very significant Catholic concentration relative to the Enniskillen benchmark.

All of the COA's within the Cornagrade and Kilmacormick 1 and 2 estates have a Catholic population concentration well in excess of the Enniskillen benchmark percentage figure of 56.9%. COA 95PP090005 which has the lowest Catholic population of the 6 COA's within the area still records a percentage of 69.5. This is still 12.6% than the corresponding Enniskillen Town percentage score.

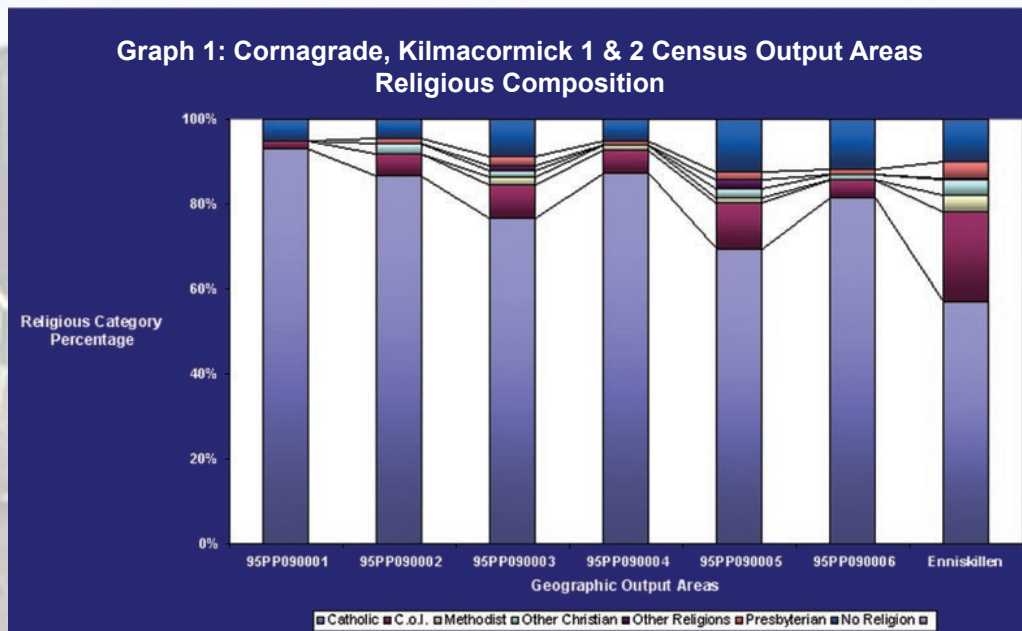
Looking across the rest of the religious categories both within the Table and the Graph, it is quickly seen that all of the COA's within the Cornagrade and Kilmacormick 1 and 2 estates have lower percentage scores with respect to their Church of Ireland, Methodist Church in Ireland, Other Christian and Christian Related, and Presbyterian communities as set against the respective scores for Enniskillen Town overall. In many instances the figures within the individual COA's are considerably lower than that for Enniskillen Town generally.

With respect to Other Religions and Philosophies and Persons with No Religion or Religion Not Stated, some of the COA's are lower and higher than their counterpart Enniskillen Town scores.

From the analysis above, as well as Table 3 and Graph 2, it can be asserted that Cornagrade and Kilmacormick 1 and 2 estates are predominantly Catholic communities. In the main, several religious categories are significantly under-represented within this geographical community, whilst two categories vary above and below when compared to the Enniskillen benchmark percentage figures.

Table 1 : Cornagrade, Kilmacormick 1 & 2 Census Output Areas Population and Religious Composition

Ward Name	Census Output Area (COA) Code	All Persons within Census Output Area (COA)	Catholic			Church of Ireland			Methodist Church in Ireland			Other Christian (Including Christian related)			Other religions and philosophies			Presbyterian Church in Ireland			Persons with no religion or religion not stated		
DEVENISH	Census Output Areas Total, %'s and Rankings	No.	No.	%	Rank	No.	%	Rank	No.	%	Rank	No.	%	Rank	No.	%	Rank	No.	%	Rank	No.	%	Rank
	95PP090001	367	341	92.9	1	7	1.9	3	0	0	4	0	0	4	0	0	4	0	0	4	19	5.2	2
	95PP090002	326	283	86.8	1	16	4.9	2	0	0	6	8	2.5	4	0	0	6	4	1.2	5	15	4.6	3
	95PP090003	248	190	76.6	1	20	8.1	3	4	1.6	5	4	1.6	5	3	1.2	6	5	2.0	4	22	8.9	2
	95PP090004	306	267	87.3	1	17	5.6	2	3	1.0	4	0	0	5	0	0	5	3	1.0	4	16	5.2	3
	95PP090005	370	257	69.5	1	40	10.8	3	5	1.4	6	8	2.2	4	7	1.9	5	7	1.9	5	46	12.4	2
	95PP090006	316	258	81.6	1	13	4.1	3	0	0	5	4	1.3	4	0	0	5	4	1.3	4	37	11.7	2
	Aggregated Census Output Areas Total, %'s and Rankings	1,933	1,596	82.6	1	113	5.8	3	12	0.6	6	24	1.2	4	10	0.5	7	23	1.2	5	155	8.0	2
ENNISKILLEN	Total No., % and Rankings in relation to Overall Enniskillen Town Population	13587	(7725)	56.9	1	(2906)	21.4	2	(545)	4.0	4	(461)	3.4	6	(72)	0.5	7	(500)	3.7	5	(1378)	10.1	3



2.2 Coleshill Census Output Areas Religious Composition

Table 2 and Graph 2 below set-out the population and religious category breakdown within the Census Output Area (COA) which has been identified as most closely fitting the geographical proximity of the Coleshill estate.

Table 2 and Graph 2 compare the relative composition at COA 95PP220008 level against the relative composition at Enniskillen level (i.e. the amalgamation of the 5 Enniskillen Wards). By comparing the COA against the Enniskillen Level Output area, it is possible to begin to build an appreciation of the variance in religious composition between the individual Coleshill COA and Enniskillen more generally.

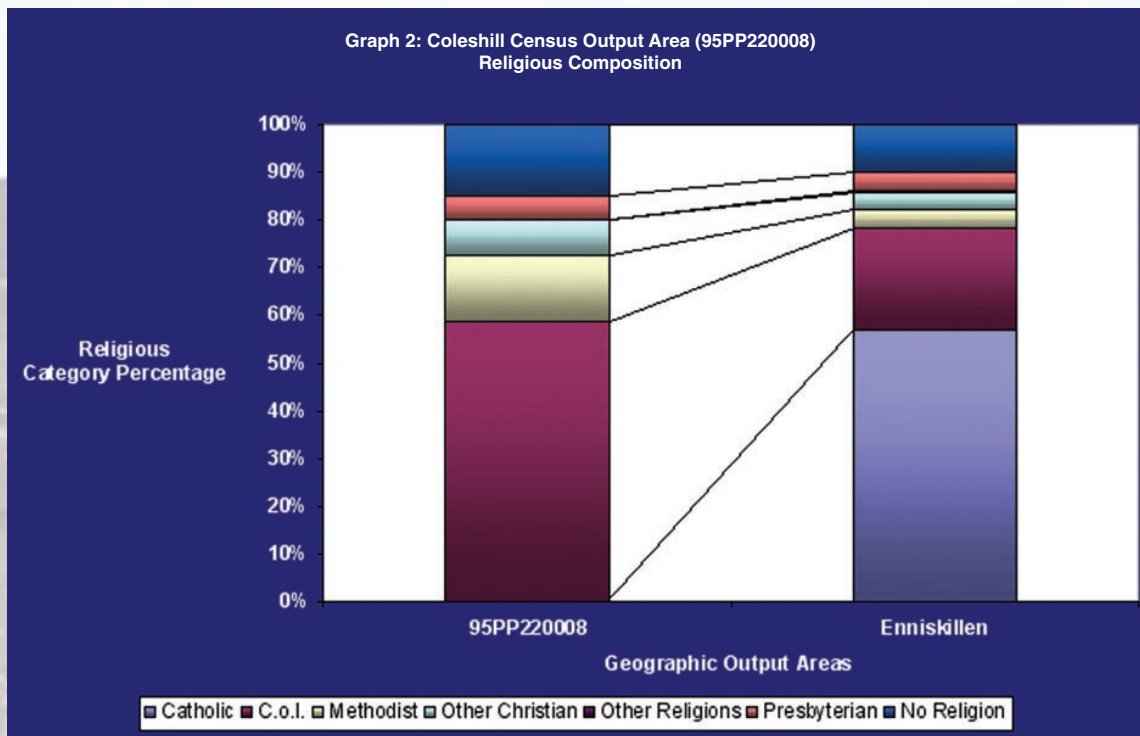
As Table 2 and Graph 2 depict, Coleshill community as represented by COA 95PP220008 is predominantly comprised of Church of Ireland members. Out of the COA's overall population of 256, some 150 members within the 2001 Census described themselves as belonging to the Church of Ireland. When compared to the Enniskillen Church of Ireland relative score, Coleshill COA is found to be 37.2% higher. In second place within the COA is Persons with No Religion or Religion Not Stated with 14.8% (38), compared to 10.1% for Enniskillen Town generally. Methodist Church in Ireland is third with 14.1%, some 10.1% higher than the relative Enniskillen score.

Of the remaining categories, COA 95PP220008 is higher with respect to the relative concentrations of Other Christian by some 4%, Presbyterian Church in Ireland by 1.4 percentage points. With respect to the Other Religions and Philosophies, the COA records no persons under this category. This is .5% below the Enniskillen Town relative score of .5%. With regard to the category stating that people indicated they belonged to the Catholic community during the 2001 Census within COA 95PP220008, no persons are recorded within this category within this COA.

Through Table 2 and Graph 2, along with the analysis above, it is possible to assert that Coleshill is a predominantly Protestant community, within which none of its residents stated that they belonged to the Catholic religion during the 2001 Census. In respect of the Enniskillen benchmark scores, Coleshill shows a significantly divergent religious profile. This COA has a very heavy concentration of Church of Ireland members, well in excess of the Enniskillen output area proportion. In terms of the Catholic community, this COA is undersubscribed.

Table 2: Coleshill Census Output Area (95PP220008) Population and Religious Composition

Ward Name	Census Output Area (COA) Code	All Persons within Census Output Area (COA)	Catholic			Church of Ireland			Methodist Church in Ireland			Other Christian (Including Christian related)			Other religions and philosophies			Presbyterian Church in Ireland			Persons with no religion or religion not stated		
			No.	%	Rank	No.	%	Rank	No.	%	Rank	No.	%	Rank	No.	%	Rank	No.	%	Rank	No.	%	Rank
ROSSORRY		256	0	0	6	150	58.6	1	36	14.1	3	7.4	7.4	4	0	0	6	13	5.1	5	38	14.8	2
Census Output Area 95PP220008 Total, %'s and Rankings																							
ENNISKILLEN		13587	(7725)	56.9	1	(2906)	21.4	2	(545)	4.0	4	(461)	3.4	6	(72)	0.5	7	(500)	3.7	5	(1378)	10.1	3
Total No., % and Rankings in relation to Overall Enniskillen Town Population																							



2.3 Coleshill, Cornagrade and Kilmacormick 1 and 2 Census Output Areas Conclusion

Both of the focus areas under specific consideration within this report as discussed in more detail above, show considerable variation in terms of their religious profile when compared to the position for Enniskillen Town overall. Both of the areas are heavily dominated by a particular section of the community, to the almost comparative and complete exclusion of other sections of the community. Within the context of Enniskillen Town, the Coleshill, Cornagrade and Kilmacormick 1 and 2 estates have been shown to be extremely homogenous in nature, and not evidencing the diversity in religious profile as illustrated at Enniskillen Town level generally.

Appendix 3: The Northern Ireland Multiple Deprivation Measure 2001 for Devenish and Rossorry Wards

Employment	16.11	102	18.0	8.83	445	78.6	<p>Devenish Ward is within the top 18.0% of the most deprived wards in Northern Ireland with regard to employment deprivation. 16.11% of the Irvinestown Wards population was found to be employment deprived.</p> <p>Rossorry Ward is within the top 78.6% of the most deprived wards in Northern Ireland with regard to employment deprivation. 8.83% of the Rossorry Wards population was found to be employment deprived.</p> <p>Explanatory note: These are individuals who want to work but are unable to do so through unemployment, sickness or disability.</p>
Health	.50	125	22.1	-0.66	459	81.1	<p>In terms of health and disability deprivation, Devenish Ward is identified by NISRA's Occasional Paper 18 as been within the most deprived 22.1% of the overall Northern Ireland wards.</p> <p>In terms of health and disability deprivation, Rossorry Ward is identified by NISRA's Occasional Paper 18 as been within the most deprived 81.1% of the overall Northern Ireland wards.</p>
Education	.43	190	33.6	-0.74	451	79.7	<p>Devenish Ward is within the most deprived 33.6% of wards in Northern Ireland in terms of education, skills and training.</p> <p>Rossorry Ward is within the most deprived 79.7% of wards in Northern Ireland in terms of education, skills and training.</p>
Access	-1.03	512	90.5	-0.10	280	49.5	<p>NISRA's Occasional Paper 18 has identified the Devenish Ward as one of the least deprived wards within Northern Ireland out of a total of 566 in terms of access to certain key services, i.e. post office, GP surgery, Accident and Emergency hospital, dentist, optician, pharmacist, library, museum and Social Security Office or a Training and Employment Agency office. Devenish is within the top 90.5% of most deprived wards in Northern Ireland when it comes to residents geographical access to services, i.e. access to a post office; access to GP surgery; access to accident and emergency; access to a dentist; access to an optician; access to a pharmacist; access to a library; access to a museum; access to a Social Security Office or a Training and Employment Agency</p> <p>NISRA's Occasional Paper 18 has identified the Rossorry Ward as one of the more deprived wards within Northern Ireland out of a total of 566 in terms of access to certain key services, i.e. post office, GP surgery, Accident and Emergency hospital, dentist, optician, pharmacist, library, museum and Social Security Office or a Training and Employment Agency office. Rossorry is within the top 49.5% of most deprived wards in Northern Ireland when it comes to residents geographical access to services, i.e. access to a post office; access to GP surgery; access to accident and emergency; access to a dentist; access to an optician; access to a pharmacist; access to a library; access to a museum; access to a Social Security Office or a Training and Employment Agency</p>

Social Environment	.08	252	44.5	-0.34	366	64.7	<p>Devenish Ward is within the most deprived 44.5% of wards in Northern Ireland when it comes to the prevalence of burglary in a dwelling, violence against the person (excluding assaults, common assaults, serious assaults, theft from a vehicle, theft of a vehicle, criminal damage, burglary in a building other than a dwelling, drug offences and, Local Area Problem Score generated from data on: graffiti, scruffy/ neglected buildings, scruffy gardens/ landscaping, litter/ rubbish/ dumping and vandalism (1996 Northern Ireland House Condition Survey).</p> <p>Rossorry Ward is within the top 64.7% of most deprived wards in Northern Ireland when it comes to the prevalence of burglary in a dwelling, violence against the person (excluding assaults, common assaults, serious assaults, theft from a vehicle, theft of a vehicle, criminal damage, burglary in a building other than a dwelling, drug offences and, Local Area Problem Score generated from data on: graffiti, scruffy/ neglected buildings, scruffy gardens/ landscaping, litter/ rubbish/ dumping and vandalism (1996 Northern Ireland House Condition Survey).</p>
Housing	.26	289	51.1	.32	75	13.3	<p>In terms of Housing Stress, Devenish Ward is within the top 51.1% of the most disadvantaged wards in Northern Ireland.</p> <p>In terms of Housing Stress, Rossorry Ward is within the top 13.3% of the most disadvantaged wards in Northern Ireland.</p> <p>Explanatory Note: Within this domain, housing in disrepair, houses without central heating and houses lacking insulation were considered.</p>
Supplementary Child Poverty Measure	70	49	8.7	31	362	64	<p>In terms of Child Poverty which was developed as a supplementary measure at Ward level within ‘<i>The Northern Ireland Multiple Deprivation Measure 2001</i>’:</p> <p>Devenish Ward has a score of 70 and an overall rank of 49. What this tells us is that 70% of children between the ages of 0 –15 years within the Devenish area live in families that claim the ‘out-of-work’ means tested benefits of Income Support and Job Seekers Allowance (Income Based), and the ‘in-work’ benefits of Family Credit and Disability Working Allowance. This places Devenish within the top 8.7% most deprived Wards in Northern Ireland in terms of Child Poverty.</p> <p>Rossorry Ward has a score of 31 and an overall rank of 362. What this tells us is that 31% of children between the ages of 0 –15 years within the Rossorry area live in families that claim the ‘out-of-work’ means tested benefits of Income Support and Job Seekers Allowance (Income Based), and the ‘in-work’ benefits of Family Credit and Disability Working Allowance. This places Rossorry within the top 64% of the most deprived Wards in Northern Ireland in terms of Child Poverty.</p>

Deprivation Domain	Devenish			Rossorry			Commentary
	Score	Rank	%	Score	Rank	%	
Multiple Deprivation	31.62	128	22.6	9.93	436	77	<p>Devenish Ward is located within the top 22.6% of the most disadvantaged Wards in Northern Ireland.</p> <p>Rossorry Ward is located within the top 77% of the most disadvantaged Wards in Northern Ireland.</p> <p>Explanatory note: The Multiple Deprivation Measure Score represents the weighted composite score across the 7 Domains set-out below, excluding child poverty.</p>
Income	43.0	82	14.5	22.47	351	62	<p>Devenish Ward is within the top 14.5% of the most deprived wards in Northern Ireland in terms of income deprivation. In terms of income deprivation some 43.0% of the Devenish Wards population was found to be in income deprived households.</p> <p>Rossorry Ward is within the top 62% of the most deprived wards in Northern Ireland in terms of income deprivation. In terms of income deprivation some 22.47% of the Rossorry Wards population was found to be in income deprived households.</p> <p>Explanatory note: These individuals represent that proportion of the local population living in families in receipt of means tested benefits, i.e. Adults in Income Support households; Children in Income Support households; Adults in Income Based Job Seekers Allowance households; Children in Income Based Job Seekers Allowance households; Adults in Family Credit households; Children in Family Credit households; Adults in Disability Working Allowance households; Children in Disability Working Allowance households.</p>

