

Title of Report:	DfC Heritage, Culture and Creativity (HCC) Programme Framework
Committee Report Submitted To:	Leisure & Development Committee
Date of Meeting:	16 September 2025
For Decision or For Information	For Information
To be discussed In Committee	NO

Linkage to Council Strategy (2021-25)		
Strategic Theme	Healthy, Active & Engaged Communities	
Outcome	The Borough comprises cohesive and stable communities which work collaboratively with a range of stakeholders to address issues and deliver on opportunities	
Lead Officer	Head of Community & Culture	

Estimated Timescale for Completion		
Date to be Completed	unconfirmed	

Budgetary Considerations			
Cost of Proposal	N/A		
Included in Current Year Estimates	N/A		
Capital/Revenue			
Code			
Staffing Costs			

Legal Considerations		
Input of Legal Services Required	NO	
Legal Opinion Obtained	NO	

Screening Requirements	Required for new or revised Policies, Plans, Strategies or Service Delivery Proposals.			
Section 75 Screening	Date:			
	EQIA Required and Yes/No Date: Completed:			
Rural Needs Assessment (RNA)	Screening Completed	Yes /No	Date:	
	RNA Required and Completed:	Yes /No	Date:	
Data Protection Impact Assessment	Screening Completed:	Yes /No	Date:	
(DPIA)	DPIA Required and Completed:	Yes /No	Date:	

1.0 Purpose of Report

The purpose of this report is to provide Members with information on the Department for Communities' Heritage, Culture and Creativity (HCC) Programme Framework.

2.0 Background

In July 2024, Minister Lyons launched the *Heritage, Culture and Creativity (HCC) Programme*. The Programme aims to address the lack of current cultural and heritage policies in Northern Ireland by developing a comprehensive suite of policies covering the Department for Communities (DfC) responsibilities for arts, culture, and heritage.

In its initial phase, the Programme will deliver new policies in four key areas:

- Arts
- Historic Environment
- Museums
- Public Libraries

The Department has confirmed that these policies will be designed to provide a foundation to support and sustain the cultural and heritage sectors, while also enhancing their contribution to Executive priorities, departmental objectives, and the overall quality of life in Northern Ireland.

The Minister has now published the *HCC Programme Framework* (Annex A), which sets out the context, purpose, and direction of the Programme. The Framework provides:

- An update on progress to date.
- Draft high-level aims for each of the four policy areas.
- Early indications of programme-wide actions emerging from stakeholder engagement.

3.0 Framework synopsis

The Heritage, Culture and Creativity (HCC) Programme provides a strategic framework to:

- Develop new policies for the arts and historic environment.
- Renew existing policies for museums and public libraries.
- Demonstrate the value of cultural investment in achieving wider Executive goals in health, education, wellbeing, and prosperity.
- Strengthen the sustainability, inclusiveness, and impact of cultural and heritage sectors.

4.0 Approach

The Programme adopts a joined-up, cross-sectoral model based on:

- Stakeholder engagement, including district councils and cultural bodies.
- Evidence-informed policy development, building on work by the Culture, Arts and Heritage Taskforce.
- Integration with the Programme for Government through three core themes: People & Communities, Places, and Partnerships, underpinned by the goals to Strengthen, Connect, and Innovate.

5.0 Cross-Cutting Priorities

Five strategic, programme-wide issues have been identified to date:

- a) **Research and evidence** to measure social and economic impact.
- b) **Skills development** addressing current and future workforce needs.
- c) Funding exploring diversified and philanthropic models.
- d) **Capital strategy** for infrastructure investment and maintenance.
- e) **Collaboration and partnership** supporting joint initiatives and organisational development.

6.0 Alignment

It is encouraging to note that the plans developed within the Community & Culture Directorate closely align with the policy priorities and overall direction of travel set out by the Department for Communities. Council's emphasis on community engagement, ownership, access and participation, skills development, health and wellbeing, and cultural infrastructure demonstrates a clear consistency with the Government's wider vision. Further details regarding this alignment are attached, for information, in **Annex B.**

7.0 Next steps

The Framework serves as a precursor to forthcoming public consultations on each of the four policy areas, which are expected to commence in Autumn 2025. Each policy will be subject to its own consultation and will be delivered over a ten-year period, with potential structural reforms to how funding and development are administered. A collated action plan will guide implementation and track progress.

Department for Communities:

The Heritage, Culture and Creativity Programme Purpose and Framework

Culture Policy Branch July 2025



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Background

- 1. In Northern Ireland few would disagree that we have a particular awareness of, and a real connection to, our rich cultural heritage and traditions. That has been an important influence on our expression of culture through the arts.
- 2. We also have a unique, characterful historic environment, formed by thousands of years of human activity. We are proud of it, and we want to protect it for future generations.
- 3. As well as having a drive to conserve, protect and promote its past, Northern Ireland is home to a modern, outward-facing creative and culture sector which, on an everyday basis, makes a significant contribution to the quality of life of people here, and across the range of Executive priorities and policies.
- 4. Given that, it is all the more surprising that there is no policy in place in Northern Ireland in relation to the Arts or the Historic Environment; and policies for Museums (Northern Ireland Museums Policy, 2011) and in respect of Public Libraries (Delivering Tomorrow's Libraries, 2006) that are overdue review and replacement.
- 5. To address the policy vacuum in relation to these important aspects of the Communities portfolio, in July 2024 the Minister announced the introduction of the Heritage, Culture and Creativity (HCC) Programme.
- 6. However, the new policies being developed through the HCC Programme will not, by themselves, secure the continuing contribution of these sectors. Realising the full potential of culture and the historic environment will also require a reassessment of the nature of Executive investment and the exploration of new avenues of support.
- 7. Across the past decade, more and more evidence has emerged of the social and economic value of these sectors and their intrinsic importance to individuals, communities and society more generally.
- 8. Among many other things, studies have found strong evidence for the effectiveness of the arts to support infant social development; for speech and language development amongst infants and children; to support aspects of social cohesion; to improve wellbeing in adults and to reduce physical decline in older age.

- Recent years have also seen developments in models that support the calculation 9. of the social value of engagement with culture and heritage events and assets, alongside assessment of economic value.
- 10. For example, a significant study in the UK ¹ has conclusions which include that:
 - The annual monetised general health benefits associated with general culture and heritage engagement in adults aged 30-49 equated to £8.08bn.
 - The impact of cultural participation on mental health in adults aged 30-49 equates to £4.42bn.
 - The annual impact of engagement with cultural venues on depression in adults aged 50+ equates to £3.03bn.
- 11. Paradoxically, in Northern Ireland across recent years the value of Government support to the sectors has reduced in real terms. For example, the opening budget position for libraries provision in 2015/16 was £29.4m and in 2024/25 it was £31.1m, having dipped to £25m in 2018/19. For the Arts Council of Northern Ireland the opening budget for 2011/12 was £14.1m but in 2023/24 it was £9.7m. Since 2014/15, support for investment in listed buildings has reduced to a fraction of previous levels.
- 12. These funding challenges have been compounded by the effects of COVID; the impact of high inflation on costs; and the pressure on the disposable incomes of users.
- 13. The decisions made in terms of public funding to the culture and the historic environment sectors have been a regrettable consequence of the need to prioritise spending in other crucial areas, such as health and education.
- 14. Nonetheless, evidence from stakeholders points to the cumulative impact of the funding position as leading to reductions in service provision; to risks to organisational viability; and to lost potential. The Department's own evidence, published in the "Survey on the Condition of Listed Buildings" points to significant increases in the deterioration of our built heritage.
- 15. That reality reveals both the nature of the challenge for the HCC Programme and what is at stake.

Monetising the Impact of Culture and Heritage on Wellbeing Survey on the Condition of Listed Buildings | Department for Communities

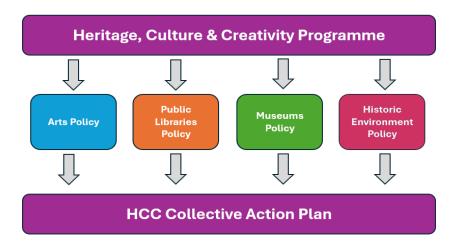
- 16. The HCC Programme must demonstrate and develop the connections between investment in our heritage, culture and creativity sectors and progress on the wider objectives of Department for Communities and the Executive so that to prioritise one is not exclusive of the other. It needs to do so to maintain important services and organisations in our arts and cultural sectors and to retain heritage otherwise at risk.
- 17. The introduction of the HCC Programme is an important contribution to the Minister's commitment to the continued funding of the culture and heritage sectors in Northern Ireland and to highlighting the range and depth of the contribution the sectors can make in the achievement of objectives across the Executive.

The HCC Programme: Purpose and Approach

- 18. The HCC Programme provides a focal point for the Minister's responsibilities across culture and the historic environment. It is the platform to connect with, and influence, relevant policies, strategies and actions across the Executive departments, in local government and more widely. It will do this through, among other things:
 - The development of a strong framework that will support the growth of
 the contribution of our culture and historic environment; the appreciation
 of this contribution and the role of the Department as a focal point for this,
 helping it to significantly influence relevant strategies across central and local
 government;
 - The development of a coherent, comprehensive package of policies;
 - The design and delivery of relevant actions arising from policy;
 - The monitoring of policy implementation through a common action plan and the evaluation of impact of actions under the policies.
- 19. The approach taken in the HCC Programme gives each of the constituent subjects and sectors the recognition and status they merit. It also ensures that each of the communities of interest has its own focus, while supporting and encouraging the connections and commonalities that run through and across them.
- 20. Work on the first phase of the HCC Programme is underway and is centred on the development of new policies in respect of the Minister's responsibilities for the Arts

and for the Historic Environment. This will build on the important foundations and the extensive engagement and consultation that was undertaken by the Culture, Arts and Heritage Taskforce.

21. The first phase also includes the review and renewal of policies in respect of Public Libraries and of Museums.



22. The design of the HCC Programme means it is capable of expansion to accommodate emerging priorities. Future phases will include work with the Public Records Office of Northern Ireland on a policy on Archives; and in relation to the creative industries, where DfC shares some important interests with the Department for the Economy in digital and screen arts.

Coherence and Common Structure

- 23. The differences in nature, structure and scale of the sectors being addressed through the HCC Programme mean that a strictly uniform approach to presentation of the policies is unlikely to be achievable. However, to support the coherence of the policies and reflect the connections and links across the Programme, the policy development process is underpinned by a set of guiding principles which is a common thread through the HCC policy suite.
- 24. Those principles are that the sectors and their activities should:
 - be valued by all;
 - be inclusive, recognising and respecting the diverse makeup of our society;
 - support equitable access to, and opportunity for, participation;
 - enhance the lives of people and communities;
 - support sustainability in the face of economic and environmental challenges.

Policy Aims and Stakeholder Engagement

- 25. Work to develop each of the policies in phase one has been underway since the Minister launched the HCC Programme in July 2024 and is well advanced.
- 26. Each policy in the HCC Programme will have at its core a set of policy aims from which actions, measures etc will flow. The policy aims will be captured in a matrix based across three broad themes of: People & Communities; Places; and Partnerships these reflect the Programme for Government's missions of People, Planet, Prosperity. Drawing on the approach of the Culture, Arts and Heritage Taskforce, strengthening, connecting, and innovating will be applied as the primary policy drivers and to complete the policy matrix.
- 27. Draft policy aims for Arts, Historic Environment, Museums and Public Libraries are included in the attachment to this document.
- 28. The draft aims have been identified through a programme of stakeholder engagement, review of evidence and assessment of approaches and experience in neighbouring jurisdictions. In relation to Arts and Historic Environment, the work of the Culture, Arts and Heritage Taskforce, and particularly its extensive stakeholder engagement, has provided an important foundation for the work.
- 29. Given the various, important roles that local government plays, the Department has met with each of the district councils. Those engagements covered all four policy areas and have added a valuable dimension to the understanding of perceptions, current involvement and the potential to do more.
- 30. There is an increasing acknowledgement of the impact that the people and organisations in the sectors covered by the HCC Programme make across the range of Executive priorities and policies. As such, engagement within the Department for Communities, across other Executive Departments and with key non-departmental public bodies has been an invaluable aspect of this stage.
- 31. Each policy will be subject to its own public consultation exercise over the course of the remainder of 2025. The intention is that these consultations will allow the public and those with a community and professional interest to help shape the final policies.

The Identification of Actions

- 32. It is expected that each policy will include a number of actions emerging through the consideration of evidence and the development of policy aims. For the most part these are likely to be specific to the policy area in which they were identified
- 33. However, in the course of the work so far, a number of issues and opportunities have already been identified which resonate across more than one policy area and where some form of programme-wide approach may offer the best response.
- 34. Five such programme-wide issues have so far emerged and are outlined below. Responding to these issues and opportunities is likely to form a significant aspect of the actions arising from the first phase of the HCC Programme. As such their inclusion in this framework document is intended to offer an insight into the sorts of practical issues and actions which are emerging in the consideration of the new policies.
- 35. The current programme-wide issues emerging are:
 - Research and evidence: the potential for the development of an ongoing HCC research programme to explore factors including assessing social value and economic impact; understanding and sharing the growing evidence of tangible health and other impacts of participation in HCC activity; and the benefits of strategic and partnership approach to research across interested sectors;
 - Skills: the need to develop a skills strategy for the sectors, to assess current and
 future need and the potential means to meet demand and opportunity and
 to cover the entire range of the sectors, including community and grassroots
 in such an exercise;
 - Funding; the potential for new approaches to broaden the sources of funding to the sectors, including exploration of the potential for philanthropic funding;
 - Capital Strategy: the potential value of a cross-sector capital investment strategy, to take account of maintenance, access, health & safety and environmental needs as well as developing a programme of strategic development; and
 - Collaboration and partnership: provide support and opportunity for organisational development and collaboration across the HCC Programme through conferencing, networking and the development of practical support for joint initiatives and new partnerships.

- 36. The emerging policies and the potential of new developments and collaborations across the HCC Programme sectors have also highlighted the differences in approach to the development and funding structures in the sectors which encompass the Arts Council; the NI Museums Council; and DfC's responsibilities for the historic environment.
- 37. The development of ten-year policies for government support for the HCC sectors presents a timely opportunity to consider how that support is delivered. On that basis the merits of a review of the current development and funding structures are being considered as part of the HCC Programme. There is no pre-determined outcome for this exercise and, if change was ultimately favoured, the varying natures of current delivery models and the need for legislation to make change mean implementation would take a considerable period of time.
- 38. Actions emerging from each of the policies, and any Programme-wide measures, will be captured through a collated action-planning approach. This will be published and provide a vehicle for monitoring and reporting progress on implementation of the HCC Programme.

	HCC Policy Goals	People and Communities	Places	Partnerships
	Strengthen: Build resilience Grow capacity Ensure sustainability	 Investing in the arts sector and its people Supporting jobs, skills, capacity building and resilience Enabling opportunities for creative learning for children and young people 	 Supporting strategic capital investment across the sector Valuing the contribution of the arts in place shaping and quality of life 	 Demonstrating the value and impacts of the sector to government outcomes Working in partnership across government to address regulatory and legislative issues
Arts	Connect: Realise potential Build connections Forge partnerships	 Supporting accessibility, diversity, inclusion, and promoting equality of opportunity Valuing the contribution of grassroots community and voluntary organisations 	 Maximising North/South, East/ West and international creative connections Recognising the contribution of the arts to cultural identity, community cohesion and good relations 	 Collaborating across organisational boundaries to achieve mutually beneficial outcomes Developing a sectoral research and evidence work-strand
	Innovate: Foster innovation Fuel growth Increase reach	 Driving research and innovation, and embracing new technologies Supporting the development of high-quality artistic works and opportunities for showcasing 	Exploring culture led regeneration approaches in relation to securing creative spaces	Recognising the arts for contributions to innovative solutions to economic, social and environmental issues

	HCC Policy Goals	People and Communities	Places	Partnerships
	Strengthen: Build reslience Grow capacity Ensure sustainability	 Supporting positive health and wellbeing through engagement and participation. Inspiring creativity and supporting opportunities for life-long learning. 	 Providing safe, accessible and inclusive spaces for everyone. Preserving local histories including collections, traditional skills and crafts, and stories for people and communities. 	 Demonstrating the value of the museum sector in meeting government outcomes. Investing to support a vibrant and connected accredited museums sector.
Museums	Connect: Realise potential Build connections Forge partnerships	Supporting access to trusted information and resources.	Celebrating and representing cultural diversity through collections, programming and storytelling.	Working with others to preserve, grow and celebrate local heritage, arts and culture.
	Innovate: Foster innovation Fuel growth Increase reach	Working innovatively to drive participation and engagement	Contributing to the public awareness of Northern Ireland's environmental challenges through sustainable operations, local actions and provision of information and resources	Working innovatively with others to support positive outcomes for people and communities.

	HCC Policy Goals	People and Communities	Places	Partnerships
	Strengthen: Build resilience Grow capacity Ensure sustainability	 Promoting the benefits of reading and contributing to improved literacy. Supporting positive health and wellbeing through engagement and participation. Inspiring creativity and supporting opportunities for life-long learning. Contributing to the development of children and 	Preserving, growing and promoting local heritage collections.	 Demonstrating the value of the public library sector in meeting government outcomes. Investing to deliver a comprehensive and efficient public library service.
Libraries	Connect: Realise potential Build connections Forge partnerships	young people. Growing library membership and encouraging engagement and participation. Supporting access to trusted information and resources. Supporting digital inclusion.	Providing safe, accessible and inclusive spaces for everyone.	Working with others to support and celebrate local heritage, arts and culture.
	Innovate: Foster innovation Fuel growth Increase reach	Responding innovatively to meet the aspirations and transformational needs of a modern and evolving public library service.	Contributing to the public awareness of Northern Ireland's environmental challenges through sustainable operations, local actions and provision of information and resources.	Working innovatively with others to support positive outcomes for people and communities.

	HCC Policy Goals	People and Communities	Places	Partnerships
	Strengthen: A well- cared for historic environment where best practice is the norm.	 Developing a highly skilled workforce to enhance and sustainably develop our historic environment Adopting best practice to identify and safeguard our historic environment in line with guidance, legislation and international charters 	 Empowering communities to use their historic environment as a resource to meet local needs. Investing in the care and reuse of our historic environment as a finite resource to drive regeneration 	 Using historic assets as a resource to meet a range of government outcomes Evolving our understanding through survey, recording, research, and accessible artefacts and archives – and sharing it with everyone
Historic Environment	Connect: Thriving places - where the unique value of heritage is understood and enjoyed.	 Reaching out: supporting inclusive and diverse histories and heritage activity for inspiration, learning and enjoyment. Supporting inclusive and diverse access to historic places for everyone 	 Ensuring that well cared for and managed heritage assets contribute to high quality rural and urban places, landscapes, costal and marine landscapes supporting biodiversity Showcasing, promoting and marketing our unique historic environment locally and internationally 	 Partnering with arts, museums, libraries and owners of the built and natural environment to promote learning, understanding and people's pride in their own place Broadening transboundary and international cooperation with the historic environment sector, including exploration of potential philanthropic interest
	Innovate: A flourishing historic environment sector which is protected, sustained, accessed and used to its full potential.	 Exploring the potential for quality historic places to support wellbeing and quality of life Emphasising the contribution of our historic places to peace - cultural identity, community cohesion, good relations and healing through heritage 	 Maximising the role of councils, community or voluntary groups, voluntary organisations and individuals in the promotion, protection and enjoyment of their heritage assets Capitalizing on the management of the historic environment in the face of environmental challenges 	 Collaborating with others to create and strengthen an evidence base for investment in the historic environment Driving innovation in the historic environment sector towards research, new analysis, new technologies and digital development

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Annex B

Alignment of the Heritage, Culture and Creativity Programme with the Community & Culture Strategic Framework for Causeway Coast & Glens Borough Council

DfC's Programme framework has at this stage, demonstrated alignment with Council's Community & Culture's Strategic Framework as follows:

1. Shared Vision and Strategic Direction

Both share a common vision: to create inclusive, vibrant, and sustainable communities where arts, heritage, and community assets are central to improving wellbeing, stimulating economic regeneration, and building civic engagement.

Both seek to embed culture and heritage into wider social and governmental priorities such as health, education, inclusion, and good relations. Community & Culture's framework provides a delivery mechanism for HCC's regional priorities, while the HCC Programme will provide policy coherence, strategic guidance, and potential resourcing for local action.

2. Community Development & Empowerment

The HCC Programme Framework focus on participation, grassroots support, and investment in the voluntary and community sectors aligns with CC&GBC's strategic objectives to:

- Strengthen community governance and build local capacity.
- Support civic participation, volunteering, and intergenerational engagement.
- Address poverty, inequality, and social exclusion through targeted community development.
- Facilitate partnerships between community organisations and statutory bodies.

3. Arts Development and Cultural Participation

Both frameworks emphasise the transformative role of the arts. HCC's goals to strengthen, connect, and innovate within the arts sector are mirrored in CC&GBC's commitment to:

- Promote inclusive access to artistic expression.
- Support emerging and established artists.
- Integrate arts education in community and school settings.
- Encourage public art, creative place-making, and cultural wellbeing initiatives.

4. Heritage and Museums

Heritage and museums are core components of both frameworks. HCC's focus on protecting the historic environment and promoting the value of heritage assets is reflected in CC&GBC's goals to:

- Preserve both tangible and intangible cultural heritage.
- Expand digital access and heritage education.
- Support museum development and community-led heritage projects.
- Promote local history engagement.

5. Partnership and Policy Coherence

HCC promotes cross-sectoral and interdepartmental collaboration, aligning closely with CC&GBC's emphasis on:

- Building strategic partnerships across sectors.
- Delivering regional priorities through local implementation.
- Ensuring policy alignment and coherence to improve impact.

6. Social Impact, Inclusion and Wellbeing

Both place a strong emphasis on the social value of culture and heritage:

- HCC highlights the health, education, and cohesion outcomes of cultural engagement.
- CC&GBC targets mental health, inclusion of marginalised groups, and increased community participation through cultural programmes.
- Both prioritise access and representation for Section 75 groups and support shared spaces and good relations.

7. Innovation and Sustainability Innovation is a shared theme:

- HCC's commitment to digital transformation, skills development, and new funding models complements CC&GBC's focus on digital archiving, sustainable asset management, and creative programming.
- Both frameworks encourage adaptive reuse of heritage sites and investment in longterm sustainability of community and cultural infrastructure.

8. Monitoring and Accountability

The HCC Programme Framework and the CC&GBC C&C Framework rely on outcomedriven approaches:

- HCC will include an action plan and monitoring framework to track progress.
- CC&GBC includes KPIs covering governance support, cultural participation, heritage access, and wellbeing outcomes.

Conclusion

The DfC's HCC Programme and CC&GBC's Strategic Frameworks offer mutual reinforcement between local action and regional policy. The Council's Framework is well positioned, subject to the outcome of consultation phase, to localise and implement HCC Programme priorities through community-led delivery, partnerships and place-based cultural investment.