

TENANCIES THAT THRIVE

Landlord Tenancy Support & Sustainment Strategy 2025-2030



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Foreword



In today's complex housing landscape, we recognise that providing a roof over someone's head is just the beginning. As housing professionals, our focus is on helping people sustain their tenancies and live with independence, confidence and the ability to thrive.

In this document we set out our commitment to ensuring that every Housing Executive tenant has access to the housing services they need, when they need them. This will be underpinned by continuing to build strong relationships with our tenants, so they trust us and feel able to ask for our help.

The strategy reflects our deep understanding that the reasons some tenancies fail, are often rooted in challenges that go far beyond housing – including mental health, financial hardship, social isolation, and changing personal circumstances. We know that we cannot resolve these issues alone, which is why we work closely with other statutory agencies and voluntary, community and social enterprise (VCSE) organisations, who are well placed and bring valuable expertise, to make a real difference for our tenants.

By acting early, working collaboratively, and placing tenants at the centre of our approach, we can help prevent issues from escalating to the point of crisis. In this way, sustaining tenancies and preventing homelessness are two sides of the same coin - contributing to the ambitions in the Programme for Government, and the NIHE's Corporate Strategy, to ensure that homelessness is rare, brief and non-recurrent.

Delivering this new strategy and the related annual action plans will rely on the hard work, experience, dedication and professionalism of our staff and partners, and I am grateful for this commitment.

Granica Lo y

Grainia Long Chief Executive

Introduction

VISION STATEMENT

Our vision is tenancies that thrive! We want our tenants' homes to be the secure foundation from which they achieve happiness and well-being. We will enable this by offering support and solutions that are based around the values of compassion, empowerment, collaboration and inclusivity.

WHO IS THIS STRATEGY FOR?

Housing Executive tenants are at the heart of this strategy, which goes beyond the provision of bricks and mortar to ensure that we are creating the right environment for them to thrive. We have powers to act in this regard as the Housing (Northern Ireland) Order 1981 sets out that the Housing Executive, in managing the houses it provides, may "promote the welfare and comfort" of its tenants. In designing this strategy, we are particularly mindful of the varied circumstances and challenges facing our vulnerable¹ tenants which mean they may need some additional help to sustain their tenancy and enjoy their home.

WHAT IS...?

Tenancy Support

This refers to the range of services and assistance provided to tenants to help them maintain their housing and achieve a sense of well-being in their home. It can include help with managing household responsibilities, financial advice, and signposting to other services or connecting tenants with community resources. The goal of tenancy support is to address any issues that might jeopardise a tenant's ability to remain in their home, thus preventing tenancy failure.

Tenancy Sustainment

This is the successful outcome of tenancy support efforts, where a tenant is able to maintain their housing over time. Tenancy sustainment indicates that the tenant has overcome challenges and is managing their tenancy effectively, without the risk of eviction or needing to move out prematurely.

Tenancy Resilience

This concept refers to the ability of a tenant to withstand challenges or setbacks without losing their home. It reflects a tenant's long-term stability and adaptability in the face of potential issues such as financial hardship, health problems, or other crises. Tenancy resilience is often a product of effective tenancy support and is key to achieving tenancy sustainment.

^{1.} We acknowledge that the term vulnerable can be a problematic. Please see Page 9 of this document for further discussion.

Tenancy Breakdown

This occurs when a tenant is unable to manage their housing, leading to eviction, abandonment, or otherwise losing their home or prematurely ending their tenancy. Tenancy breakdown can result from a lack of adequate support, an inability to sustain the tenancy, or a failure to develop sufficient resilience to cope with challenges.

WHY SUPPORT AND SUSTAIN TENANCIES?

It makes good economic sense to provide tenancy support and maintain high levels of tenancy sustainment, for both the Housing Executive as a landlord, and in terms of public sector spending.

Landlord

Void Loss – every day that a property is vacant following a tenancy breakdown the Housing Executive loses rental income.

Re-let Costs – in addition to the costs involved in any administrative, arrears recovery, or legal processes surrounding the end of a tenancy, there are costs associated with cleaning and carrying out repairs on the vacated property and ensuring that the vacant property is secure.

Property maintenance and care savings - long-term tenants are more likely to take better care of the property, reducing the frequency and severity of maintenance issues, leading to lower overall repair costs and the property(asset) value is preserved over time.

Public Purse

Reduced Homelessness Costs - When tenants are supported to maintain their housing, it reduces the risk of eviction and homelessness. Preventing homelessness saves the public purse substantial amounts of money, as emergency accommodation, social services, and healthcare costs associated with homelessness are typically much higher than the costs of providing tenancy support.

Lower Demand on Public Services - Stable housing is linked to better health, economic and educational outcomes and reduced demand for health and social services. Tenancy sustainment can lessen the burden on the government departments and agencies which support these - all of which are funded from the public purse.

We are a caring, ethical, and responsible social landlord; supporting our tenants and maintaining high levels of tenancy sustainment aligns with our overall purpose and values as an organisation.

In particular, this links with the vision outlined in the Housing Executive's 3 year Corporate Strategy, Energising Communities 2022/23 – 2024/25, that "everyone is able to live in an affordable, sustainable and decent home, appropriate to their needs, in a safe, attractive,

and climate-resilient place". The Tenancy Support and Sustainment Strategy and the underpinning action plan will also significantly contribute to delivery on the corporate priority to "work with our partners to deliver innovative housing solutions for our customers and to help reduce poverty and improve Health & Wellbeing"

Positive outcomes for Tenants

Housing stability is supported, which enables households to make plans for other aspects of life, wellbeing and prosperity, and the traumatic personal, emotional and financial impact of homelessness is prevented.

Enhanced well-being and mental health as tenancy stability promotes peace of mind, and wellbeing support can help prevent or manage health crises that undermine the stability of the tenancy.

Improved financial management, which not only helps tenants to keep out of rent arrears and hold onto their tenancy but also empowers individuals to meet their personal financial goals e.g. paying off a debt, saving for a holiday.

Better employment and educational opportunities as having stable housing makes it easier to gain and maintain employment. Children and young people in households avoid the disruption of frequent moves of home and school, and/or stays in temporary accommodation - which can take a toll on their well-being and development which, in turn, can negatively impact their learning, grades and behaviour.

Positive outcomes for Communities

Community stability as, when tenancies are sustained, there is less turnover in the community, leading to more settled neighbourhoods with cohesive social networks. Long-term residents tend to build stronger ties with their neighbours and are more likely to engage in community activities, volunteer, and support each other, creating a more connected and resilient community. Communities with low turnover often have better reputations which can attract investment and businesses, leading to improved infrastructure, services, and overall quality of life for all residents.

Reduced Anti-social Behaviour by providing tailored tenancy support to tenants - helping them to address personal challenges that could otherwise lead to behaviour that is disruptive, or may be perceived to be disruptive, by neighbours.

Strategic Context

Internal Context

This strategy has been developed by the **Tenancy Support and Sustainment Team**, who will be responsible for implementing the annual Action Plans. We have aligned priorities and work closely with our sister team who deliver the Sustaining Tenancies Funding Programme.

Our primary internal stakeholders are the staff in our **13 Area Offices** across Northern Ireland.

Other policy, strategy, funding, and project teams with whom we will engage and collaborate are;

- Housing Information & Tenancies Team
- Patch Manager Role Review Project
- Housing Policy
- Financial Inclusion Strategy
- Community Involvement and Cohesion Strategy & Funding
- Community Safety Strategy & Funding
- Social Enterprise Strategy & Funding
- Homeless Policy, Strategy & Funding
- Domestic Abuse Action Plan
- Customer Excellence
- Damp and Mould Action Plan
- Rural Strategy
- Older People's Strategy
- EDI and Safeguarding / Affirmative Action Plan
- Communications Team
- Learning & Organisational Development
- Corporate Procurement
- Economic Services
- Finance

External Stakeholders

Our primary external stakeholders are the over 80,000 Housing Executive tenants and their household members around whom this strategy has been shaped. In the delivery of this strategy, we will use various methods to both;

- gather information about what our tenants need from us to support them to sustain their tenancies and live well in their home and community, and
- to disseminate information to them about what actions we are taking and how to access tenancy support and sustainment services.

These methods may include internal data analysis, primary and secondary research, social media, traditional print media and leaflets, engagement events, and webinars. We will also lean on the conduit for Housing Executive resident and community engagement facilitated by Supporting Communities, which is the Housing Community Network.

In addition we will establish relationships across the voluntary, community and social enterprise, and charitable and advice/advocacy sectors. These organisations have expertise on social issues at grassroot and local level as well as across the region which affect out tenants. It is also envisaged that such organisations will have a key part to play in the practical delivery of our strategic vision, whether through projects for tenants funded via the Sustaining Tenancies Grant Funding Programme, tendering for support contracts, or other collaborations and ways of working together.

Best Practice

The Tenancy Sustainment team will keep a keen eye on the outcomes of service developments and innovation projects, in the area of tenancy support within general needs housing, across the UK, the Republic of Ireland and beyond. Innovations and new project ideas are great! They are even better when someone else has piloted them and worked out the practicalities and costs. We hope to learn from these examples and, where they address an issue that has been identified as affecting our tenants, we will replicate or adapt projects to suit the Housing Executive context. Many of the proposed actions outlined in the Year 1 Action Plan (Appendix 1) are inspired by looking at what other housing organisations have done. We also aspire to creating some of our own examples of sectoral best practice through the work carried out under this strategy.

Horizon-scanning

In addition to looking at best practice, it is also important to look outwards from the organisation and take stock of what is going on in society at large that may have an impact on tenancy sustainability and resilience, and on housing more generally. Sometimes this will involve spotting potential causes of uncertainty or threats to the vision and aims of this strategy – particularly those which could negatively impact on our vulnerable² tenants, or indeed, create vulnerability³. On other occasions, it will involve identifying new trends or changes that will enable and complement our aims. Either way, this involves building adaptability into our plans, and to reflect this, we will repeat this horizon-scanning exercise regularly throughout the lifetime of the strategy and develop a new Action Plan every year that takes account of emerging priorities and opportunities.

^{2.} Please see Page 9 of this document for further discussion of the term vulnerable.

^{3.} For example, at the outset of our previous strategy period 2019-2024 the terms "Covid-19" or "Cost of Living Crisis" were unheard of, and those phenomena derailed the action plan we had intended to deliver, had huge consequences for well-being and quality of life for everyone, exacerbated vulnerability issues for many tenants, and created them for still more.

Our Approach -4 key principles

Empower where possible, support when needed

This principle reflects a balanced approach to supporting tenants. It emphasises fostering tenants' independence and self-reliance by providing them with the tools, knowledge, and resources they need to manage their tenancy effectively. However, within this approach we also recognise that tenants may encounter situations where they require our direct assistance, such as during a crisis, or when facing personal challenges that threaten their immediate ability to maintain their tenancy. This may also be the case where a tenant is experiencing vulnerability that requires additional, targeted support. We do recognise a tension here in our terminology. The term "vulnerable" can be problematic, as it often carries connotations of weakness or dependency, which can be disempowering for individuals who are labelled in this way. It risks reducing people to their challenges rather than recognising their strengths and potential for resilience. However, the term remains useful in the context of tenancy support and sustainment because it helps identify those who may be at greater risk of housing instability due to factors such as financial hardship, health issues, or social isolation. By acknowledging vulnerability, we can prioritise resources and interventions to those most in need, ensuring that support is effectively targeted. At the same time, we will strive to deliver tenancy support in a way that does not marginalise or stigmatise tenants. This means approaching support with sensitivity, respecting the dignity of all individuals, and focusing on empowerment and inclusion, so that tenants feel valued and capable.

Prevention is better than reaction

This principle highlights the importance of proactive measures to prevent issues that could jeopardise a tenant's ability to maintain their home. These could be early intervention strategies, such as 'settling-in' and other home visits, financial advice, or support with mental health or employment - to address potential problems before they escalate. By focusing on prevention, we can help tenants avoid crises that might lead to arrears, eviction, or homelessness. Nevertheless, we understand that some tenants may not be emotionally ready to seek or accept help until they are in crisis. In such cases, while preventive measures are ideal, the response must shift to immediate, reactive support to stabilise the situation and guide the tenant back towards sustainability. Balancing these approaches ensures that tenants are supported both in avoiding problems and in recovering from them when necessary.

Equality, Diversity, and Inclusion

This principle underscores the Housing Executive's commitment to treating all tenants fairly and with respect, while recognising and valuing their diverse backgrounds, experiences, and needs. This means ensuring that every tenant, regardless of their race, gender, age, disability, sexual orientation, religion, or socioeconomic status, has access to the support and resources necessary to sustain their tenancy. Through our activities we will promote an inclusive environment where differences are acknowledged and accommodated, and where barriers to participation are actively removed. Additionally, we understand that there are unique challenges faced by rural tenants, who may have limited access to services because of geographic isolation. We will look for ways to prevent such a gap in our tenancy support services and projects by building in flexible service delivery options and/or coordinating with local organisations to ensure that rural tenants receive the same level of assistance as those in urban areas.

Please note: this strategy has been through Equality Impact Assessment Screening and a Rural Proofing exercise.

Social Heart, Business Head

This strategy represents our commitment to the welfare of tenants, ensuring that they receive support to sustain their tenancies, and to act compassionately towards those facing challenges. The financial model for delivery of this strategy (through the annual Action Plans and the Sustaining Tenancies Funding Programme) is the responsible and strategic utilisation of landlord revenue reserves (primarily accumulated through rental income) for the benefit, well-being, prosperity, and expansion of opportunities available to those who paid that rent in the first place – our tenants. It is a legal and ethical responsibility to ensure that spending is prudent and delivers the outcomes intended. For all proposed expenditure, we will undertake options appraisals/ business cases considering the monetary and nonmonetary impact of the project or activity to ensure it is socially sound, and a financially and economically viable investment of rental revenues. It is also of critical importance from both a customer experience and a governance perspective that the impact of this strategy is evidenced; we must know if the actions taken and money invested in this area of work are actually producing the intended beneficial outcomes for our tenants and the organisation. Planning for measurement of outcomes will be a requirement of all actions and projects. We will use the tools and software/systems available to us to ensure outcomes measurement is robust, consistent, and as easily captured and analysed as possible.

Our Aims

Our aims are based around 6 key themes or pillars of tenancy support and sustainment.

1. Housing

Our aim is to ensure that all tenants have access to the advice, information, and support they need to maintain stable tenancies and prevent homelessness. We will provide this information in a variety of formats, making it accessible to everyone in their preferred way. This support will help to:

- Ensure tenants understand their rights and responsibilities, including how to report landlord repairs and manage repairs which are the tenant's responsibility.
- Empower tenants to make informed decisions about transfers, exchanges, and tenancy terminations.
- Enable both staff and tenants to recognise when a property may not meet the longer terms needs of the tenant or their household, allowing for early planning to prevent housing crises. For instance, this could involve planning for future changes in family size or addressing mobility issues (with support from an occupational therapist if necessary).

2. Health and well-being

Our aim is to enhance quality of life and well-being for all tenants by providing support that addresses the intersection of health and housing. We will promote effective signposting to relevant services and establish partnerships to increase access to mental and physical health resources. We also aspire to incorporate trauma-informed approaches into our service delivery over time.

Through this support we will:

- Ensure tenants are guided to appropriate health and wellbeing services, tailored to meet their individual needs.
- Strengthen partnerships with voluntary, community and health services to broaden the availability and accessibility of mental health, physical health, and wellbeing support for tenants.
- Innovatively address challenges arising at the intersection of health and housing, such as; support for Hoarding Disorder, the need for home adaptations, and improving accessibility in homes and communities.

3. Money

Our aim is to empower tenants to manage their finances effectively, strengthening tenancy resilience, and reducing the risk of tenancy breakdown as a result of unaffordability of living costs, or eviction due to rent arrears.

In doing so, we will;

Complement the proactive and comprehensive approach to the provision of financial advice

and support outlined in the Housing Executive's Financial Inclusion Strategy 2023-2028.

- Ensure availability of tools and practical help to lower daily living costs reducing the likelihood of getting into debt or financial stress.
- Highlight the negative relationship between poverty/financial pressures and mental health, that can be mutually reinforcing for some, and promote services and resources that can help.

4. Looking after your home

Our aim is to support tenants in maintaining and personalising their homes, helping them create a space they can take pride in and feel comfortable. We recognise that managing home care tasks can be challenging, especially for new tenants, older adults, and those who face barriers relating to a disability.

Through this support we will:

- Provide practical guidance and signposting to resources for painting, decorating, furnishing, gardening, and dealing with repairs that are the tenant's responsibility helping tenants create a welcoming and comfortable home environment.
- Offer specific support for new tenants who may feel overwhelmed by the demands of setting up and maintaining their home, reducing the risk of tenancy abandonment and fostering a strong commitment to their new space.
- Assist older tenants and those who experience barriers relating to a disability by promoting and connecting them with affordable services, such as handyperson support, to help manage physically demanding tasks such as painting and decorating, garden clearance and maintenance etc.

5. Employment, education, volunteering, and sense of purpose

Our aim is to empower tenants and their families to pursue opportunities in employment, education, volunteering, and other fulfilling activities; supporting personal development and overall wellbeing, while also improving tenancy and financial resilience by enhancing earning potential through gaining new skills and experiences.

This support will help to:

- Encourage tenants to engage in positive and creative activities that enrich their lives and foster a sense of purpose and fulfilment whether paid or unpaid.
- Provide access to resources for getting into employment, education, and volunteering, and provide opportunities for tenants to enhance their skills.
- Recognise and support the vital societal role of our tenants who are unpaid carers, advocating for their needs and exploring ways to offer practical assistance as a landlord.

6. Community

Our aim is to foster stable, settled communities by supporting tenants to build strong relationships with their neighbours, and ensure they feel connected, safe, and informed about local services.

We will;

- Collaborate with other teams within the Housing Executive who are working to enhance community safety, cohesion, and inclusion, and ensure there is alignment between the work of these teams and Tenancy Support and Sustainment activities, while focusing specifically on practical, tenant-centred outcomes. Support to navigate and integrate into their local area will be particularly important for new tenants because it will impact on the longer-term stability and satisfaction in their tenancies, but community connections will also be important in addressing loneliness and promoting confidence and emotional well-being for all tenants.
- Encourage tenants to engage with their neighbours and participate in local community activities, strengthening relationships and fostering a sense of belonging.
- Provide clear information on how to access, and signpost to, local services, including those related to health, education, and social support, to enhance tenants' sense of connection and security.

Delivery

There are two mechanisms through which the aims of this strategy will be operationalised; the Sustaining Tenancies Grant Funding Programme, and Tenancy Support and Sustainment Annual Action Plans.

Sustaining Tenancies Grant Funding Programme

The Sustaining Tenancies Grant Funding Programme has invested over £3.8 million through 4 tranches of funding since its inception in 2021 to date. Most recently funding has been awarded to 10 projects under Tranche 2 of the 2023-2025 Programme and they will seek to help tenants in the following areas:

- Early tenancy support for new Housing Executive tenants (within the first 12 months of a tenancy starting),
- Projects that help Housing Executive tenants to manage their tenancies and look after their homes,
- Projects that provide practical and social support to care experienced young tenants (under the age of 25) to set up a tenancy or build resilience in an existing Housing Executive tenancy and strengthen their community ties (with emphasis placed on co-production in the development and delivery of the project),
- Practical support within the home for older Housing Executive tenants (not including therapeutic support for medical conditions e.g. hoarding),
- Intensive support for Housing Executive tenants with acute mental health issues or other vulnerabilities in localities where there are gaps in services,
- Crisis intervention models.

It is anticipated that Tranche 3 will open for applications in spring/summer 2025, following consultation with stakeholders regarding funding priority areas. Once awards are made under Tranche 3, the budget for the current programme will be exhausted. Therefore, a business case will be developed during 2025 for a renewed programme covering the period 2026 – 2030.

Funding Programme Performance and Reporting

The funding team monitors the progress of live projects - to deliver the key aims of the funding programme and to ensure robust governance of the fund. Monitoring activities include conducting site visits, closely monitoring projects' expenditure and assessing overall progress against objectives through submission of quarterly written reports from funded organisations. Funded projects are also required to use the Tenancy Star[™] outcomes tool which measures distance travelled in terms of positive tenancy sustainment, resilience, and well-being outcomes for project beneficiaries, in addition to providing regular anonymised case studies and testimonials.

Tenancy Support and Sustainment Annual Action Plans

The Tenancy Support and Sustainment Action Plan will be prepared annually (running January – December) throughout the lifetime of the strategy. The proposed Year 1 Action Plan is included at Appendix 1. It outlines ongoing actions which will be continued during the period as well as new actions. This and future action plans will be designed to take account of contemporaneous internal and external strategic context as set out in section 2, that is, by drawing on local office stakeholder feedback, liaising with other strategy, policy and funding teams, looking at up-to-date research, data analysis and best practice, and insights from customer engagement and the Central Housing Forum/ Housing Community Network. Actions will reflect the principles of approach outlined at section 3 and will link to one or more of the high-level aims (section 4).

Action Plan Performance and Reporting

Progress and delivery under this strategy will be overseen by the Tenancy Support and Sustainment Steering Group, which will be established immediately upon Board approval of the final strategy document. It will be chaired by the Assistant Director of Housing (Landlord) Services. Membership will include representatives of internal stakeholder teams identified. The committee will meet quarterly; the TS&S will prepare a progress report for discussion at each meeting. If the report is endorsed it will be forwarded to the Housing Service PRG. An annual statement of progress on the preceding year's action plan will be submitted to Executive Team and the Tenant and Customer Committee each December/ January. This will accompany the proposed Action Plan for the subsequent year for approval.

Appendix 1: Tenancies that Thrive - Year 1 Action Plan

January - December 2025

No.	Action Description	Status
1	Achieve and maintain JAM (just a minute) card accreditation of the organisation	Ongoing
2	Acquire access to a Signposting Directory powered by AI for use to help staff identify the best local sources of support and advice for tenants	Ongoing
3	Adapt existing <u>Mental Health and Money Toolkit</u> resources to be suitable for our tenants/ NI context and promote	New
4	Conduct analysis of Homeless Transfer cases , with particular focus on those with a homelessness reason of 'Accommodation Not Reasonable'	Ongoing
5	Deliver a Hoarding Support Service for tenants experiencing this mental health issue and implement a Hoarding Policy for use by staff	Ongoing
6	Deliver a Tenancy Starter Pack Service for new Housing Executive tenants (eligibility criteria applies)	Ongoing
7	Evaluate the pilot of the Housing Advisor to Patch Manager Warm Handover Protocol and implement recommendations/ progress to roll out	Ongoing
8	Expand the Intensive Tenancy Support Service to South West Area	Ongoing
9	Facilitate access for our tenants to a Discount and Vouchers Service - to help them save money on everyday purchases	New
10	Investigate availability of/ demand for specialist tenancy support for refugees resettled in permanent/ secure tenancies, and identify any gaps/recommendations for future service development	New
11	Launch and promote a home energy advice visiting service for tenants, Home Advice (commissioned internally for delivery by the Sustainable Development Unit)	New

No.	Action Description	Status
12	Lead on Trauma Informed Approaches within Housing Services and contribute to wider organisational policy development in this area	New
13	 Monitor the outcomes and organisational learning arising from projects funded via the Sustaining Tenancies Funding Programme to inform future actions – with particular focus on those projects aimed at Care Experienced Young Tenants, Handyperson and Furniture Reuse Services 	New
14	Monitor the South Down Intensive Tenancy Support Service	Ongoing
15	Prepare options appraisal / business case for a Concessionary Gardening Service for older tenants and tenants with a disability	New
16	Prepare options appraisal / business case for a Higher Education Scholarship Programme for tenants and the children of tenants	New
17	Prepare options appraisal / business case for conducting a Tenant Household Census	Carried Forward⁴
18	Prepare options appraisal / business case for establishing a Volunteer Befriending Network among tenants	New
19	Prepare options appraisal / business case for offering Digital Device Loans service to our tenants	New
20	Prepare options appraisal / business case for provision of 1-1 Employability Coaching for tenants	New
21	Prepare, consult on and implement a Vulnerable Tenants Policy and Register	New
22	Promote the Planning Ahead for Your Home social media campaign and information series	Ongoing
23	Reboot the Dementia Friendly Homes project	New
24	Roll out Mental Health Awareness Training for Social Housing Professionals course to all frontline staff	Ongoing
25	Undertake a scoping exercise to assess the viability (legal and practical), appetite (at various levels) and organisational prerequisites (such as need for skills transfer) for establishing an in-house model of the Intensive Tenancy Support Service	New

4. Included in the TSAP 2022-2024 but was not commenced and has therefore been carried forward

To discuss or comment on this document, or to request an alternative format, please contact:

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Solution<





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