

Public Document Pack

**Democratic Services Section
Legal and Civic Services Department
Belfast City Council
City Hall
Belfast
BT1 5GS**



**Belfast
City Council**

9th August, 2022

CITY GROWTH AND REGENERATION COMMITTEE

Dear Alderman/Councillor,

The above-named Committee will meet in hybrid format, both in the Council Chamber and via Microsoft Teams, on Wednesday, 10th August, 2022 at 5.15 pm, for the transaction of the business noted below.

You are requested to attend.

Yours faithfully,

John Walsh

Chief Executive

AGENDA:

6. (a) City Centre All Party Area Working Group (Pages 1 - 18)
7. **Issues raised in advance by a Member**
 - (a) Request for Presentation: Community Finance Ireland - Councillor Heading



Subject:	All Party City Centre Working Group
Date:	10 August 2022
Reporting Officer:	Cathy Reynolds, Director of City Regeneration and Development
Contact Officer:	Deirdre Kelly, Programme Manager

Restricted Reports	
Is this report restricted?	Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
If Yes, when will the report become unrestricted?	
After Committee Decision	<input type="checkbox"/>
After Council Decision	<input type="checkbox"/>
Some time in the future	<input type="checkbox"/>
Never	<input type="checkbox"/>
Call-in	
Is the decision eligible for Call-in?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>

1.0	Purpose of Report or Summary of main Issues
1.1	<p>The purpose of this report is to:</p> <ul style="list-style-type: none"> • Update Members on the proposals for a City Centre All Party Working Group, and emerging wider city centre governance structures.
2.0	Recommendations
2.1	<p>The Committee is asked to:</p> <ol style="list-style-type: none"> I. Note the proposals for a City Centre All - Party Working Group, which will be considered in detail by Party Leaders at the Party Leaders Consultative Forum on 11 August and following this to SP&R Committee on 19 August for approval. II. Note the emerging wider city centre governance proposals (Appendix One) in the context of various independent priorities including vulnerability, cleanliness, safety and the long-term regeneration and diversification of the city centre.

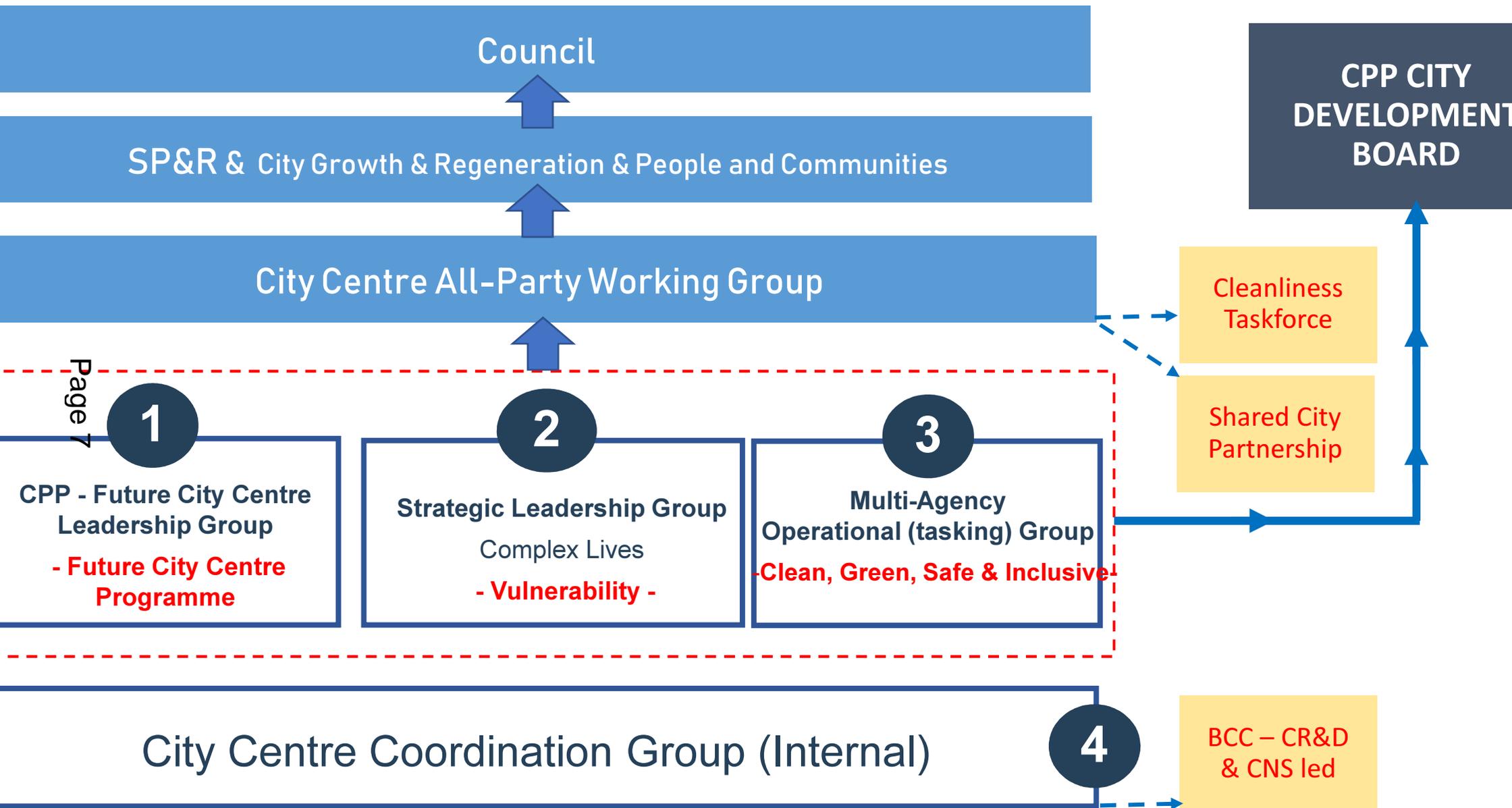
3.0	Background and Context
3.1	<p>Members will recall that the CG&R Committee at its meeting in June approved the establishment of a Members City Centre Working Group, with further details to be brought back on the Terms of Reference and membership. It was proposed that the Group be convened to provide a forum to allow, as appropriate, public and private city stakeholders, including representatives from business and community organisations, the development, tourism and cultural, housing and education sectors and BID's, to engage with Members to address the short- and longer-term challenges facing the city centre.</p>
3.2	<p>At the same time as this proposal coming forward it is of relevance, and to provide context to the emerging wider city centre governance to highlight the following:</p> <ul style="list-style-type: none"> • Current challenges facing the city centre focused on vulnerability, safety and cleanliness, were becoming increasingly prevalent. In response to this there has been various meetings between Council Elected Members and officers, statutory partners and various city centre stakeholders including BCTC, BIDs etc. It is recognised that it is difficult to totally separate these often-interdependent issues, however, to effectively address the significance and severity of these issues dedicated and focused governance groups are required. • In June 2022 the People and Communities Committee adopted a Notice of Motion in relation to Cleansing Task Force, put forward at the Standards and Business Committee and agreed to establish a Cleansing Task Force made up of Elected Members from each Political Party and Council officers. The first meeting of the Task Force took place on 29 June.
3.3	<p>As regularly reported through this Committee, Members will be aware the Council have been leading on a Future City Centre (FCC) Programme (Appendix Two FCC Pillars) - a multi-faceted framework to take forward the long-term regeneration and diversification of the city centre, including one pillar on Clean, Green and Safe (Multi Agency). This 6 pillar approach has also been considered by the Community Planning Partnership – City Development Board under the priority area of the Future City Centre. As reported through the People and Communities Committee, the City & Neighbourhood Services Department have led on a Clean, Green, Inclusive and Safe (CGIS) City Centre Study. An emerging CGIS action plan is in draft, with city centre governance highlighted as a key immediate priority action.</p>

4.0	Main Report
4.1	<p>City Centre All - Party Working Group</p> <p>Details on the City Centre All - Party Working Group, including the draft Terms of Reference, will be brought to the Party Leaders at the Party Leaders Consultative Forum on 11 August and following this will be presented to SP&R Committee on 19 August for approval. It is proposed that the overarching role of the City Centre All-Party Working Group will be to identify and prioritise issues and opportunities to address specific needs of the city centre with the aim of regenerating and improving the vibrancy of the city centre, linked to the council's growth aspirations and the Community Planning Partnership – City Development Board. The City Centre All Party Working Group will not have a decision-making function, rather it will make recommendations and report to the City Growth & Regeneration, People & Communities and Strategic Policy and Resources Committees as appropriate.</p>
4.2	<p>The following is a high-level synopsis of the proposed Terms of Reference:</p> <ul style="list-style-type: none"> • Act as a reference panel for the wider development and regeneration of the city centre; • Collectively identify opportunities and challenges and consider actions, partnership working and opportunities which may be subsequently brought forward via the Council Committee process; • Consider the city-centre dimension of key strategic plans and projects such as the Belfast Agenda, Bolder Vision, cultural strategy, tourism plan etc – including developing a sustainable and inclusive city centre which will attract a residential population, retain and attract talent and inclusive investment; • Consider the Clean Green Inclusive & Safe Action Plan; • Consider the future of the city centre's nightlife and the immediate challenges posed in the city between 6pm and 6am in collaboration with relevant partners to drive forward a vibrant, diverse and sustainable nightlife to support the objectives of the Belfast Agenda including encouraging city centre living and creating a vibrant, well – connected environment for people to enjoy; • Participate in and facilitate engagement and communication activities associated with connected communities; • Strengthen relationships with external stakeholders including residents, businesses, development community and wider agencies

4.3	<p>Given the important role of the city centre as a hub for investment, culture, tourism, learning and employment, it is felt that an All-Party Working Group could help to ensure it can continue to perform these important roles for the benefit of all areas of the city to derive the benefits. Given the importance of continued public /private partnership working it could also serve as a useful forum to consider some of the matters raised via various fora such as the Renewed Ambition Partnership; specific developer/BCC regeneration focused Reference Groups etc and seek input of Members as appropriate.</p>
4.4	<p>Emerging wider City Centre Governance</p> <p>In response to the emerging city centre issues and ongoing related work strands as highlighted above, a review has been undertaken of existing mechanisms for engagement and improved governance to bring together the various city centre related facets and ensure synergy whilst avoiding duplication and silo approaches. An overview of the draft governance proposals is enc at Appendix1:</p>
4.5	<p>(i) Future City Centre Leadership Group – CPP City Development Board: Future City Centre (FCC) Programme.</p> <p>The FCC programme (Appendix 2 FCC Pillars) is led by Council but is linked to the wider ambitions of the Belfast Agenda and the Belfast City Centre Regeneration & Investment Strategy and is integral to the delivery of the Council’s Recovery Framework. As highlighted in section 3.3 of this report, the City Development Board of the Community Planning Partnership has agreed the FCC as a priority area, particularly given its cross-cutting nature across the wider public and private sector and partners represented on the Board. The FCC Leadership Group will focus on ensuring that a vehicle exists across a number of priorities to raise and expedite issues relating to the priorities for the City Centre across the FCC Programme pillars of Regeneration & Development; Connectivity; Business & Investment; Positioning the City to Compete; Digital & Innovation; Cultural, Tourism & Vibrancy and Clean, Green Inclusive & Safe. The group will be anchored within the CPP governance arrangements and give focus to and drive forward specific actions identified under the City Development Board’s FCC pillar. The FCC Leadership Group will be co-chaired by Council’s Director of City Regeneration and Development and the Belfast Chamber Chief Executive. Membership will be drawn from a number of partners including BCC, city centre stakeholders including private sector, central government agencies, anchor institutions, Visit Belfast and BIDs and representation from the VCSE panel.</p>

4.6	<p>(ii) Strategic Leadership Group – Complex Lives:</p> <p>Members will be aware of the work underway to develop and embed a new approach to supporting vulnerable individuals within the city (Complex Lives: One Belfast Vulnerability Model). A short briefing of the model is enc at Appendix 3.</p>
4.7	<p>A strategic and proactive partnership and multi-agency approach has been established which brings together the NIHE, Public Health Authority, the Health and Social Care Board, Probation Board for Northern Ireland and the Police Service of Northern Ireland and Council, along with voluntary agencies. A Strategic Leadership Group (CEO level commitment) is established under the auspices of Community Planning and is chaired by the Council’s Belfast Chief Executive. This is supported by a Multi-Disciplinary Team (MDT) which meet on a weekly basis to understand the specific needs and to develop an individualised support plan for the vulnerable person.</p>
4.8	<p>At a recent Lord Mayor and Party Group Leaders’ meeting with statutory partners held on 22 June, there was strong support for the complex lives approach which is being prototyped to support vulnerable individuals with a call to scale-up the initiative at pace. The ability to scale up the Complex Lives programme is impacted upon the level of resources available and the time intensive and long lead in time it takes before results can be evidenced due to the nature of the cohort. Negotiations are ongoing with partners to secure an initial year budget to support the development of a joint case management system, increase the numbers of dedicated case workers to support the vulnerable individuals as well as strategic and advisory support across partners. Work is also underway with partners to develop a focused action plan under the leadership of this group, which will provide an immediate and practical response to support the most vulnerable people in the city centre. The terms of reference and membership of the group are being revisited to ensure representation is appropriate with a view to improving outcomes.</p>
4.9	<p>(iii) Multi Agency Operational (tasking) Group – Clean, Green, Inclusive & Safe (CGIS):</p> <p>The core focus of this group will specifically be around Clean Green Inclusive and Safe issues and overseeing short, medium and long term implementation of a CGIS city centre study (commissioned via City & Neighbourhood Services) and draft action plan. It is intended that this CGIS Action Plan will be brought via the People & Communities</p>

4.10	<p>Committee, as well as to the City Centre All Party Members Working Group. It is proposed that the Multi Agency Operational Group representation is from across those city partners with a role on clean, green, safe and inclusive matters eg BIDs, DfC, Dfl, PSNI etc. The CGIS City Centre study and draft Action Plan has involved significant engagement with these partners to date, however, it will be important to obtain partner commitment to the delivery of the actions within the draft Action Plan. It is therefore proposed that this will form the basis of the work programme for the proposed Multi Agency Operational Group. The group will be chaired initially by the Council’s Chief Executive with the Director of City and Neighbourhood Services supporting, alongside Place and Economy representation as appropriate.</p> <p>(iv) Cleanliness Task Force</p> <p>Convened by the Lord Mayor and with All Party Member representation, alongside senior Council officers, the Task Force, was recently convened to address the escalating problem of street cleanliness in both neighbourhoods and the city centre.</p>
4.11	<p>(v) City Centre Coordination Group – Internal Officer Group:</p> <p>This internal officer group will coordinate and share information across the 6 pillars of the FCC Programme (Appendix 2 FCC Pillars), including the Clean Green & Safe operational issues, as well as the ongoing work around vulnerability and homelessness. The group will be an internal cross departmental city centre coordination forum.</p>
5.0	<p><u>Financial & Resource Implications</u></p>
5.1	<p>Any future resource implications will be brought to the Strategic Policy and resources Committee.</p>
6.0	<p><u>Equality or Good Relations Implications/ Rural Needs Assessment</u></p> <p>None associated with this report.</p>
7.0	<p>Appendices – Documents attached</p>
	<p>Appendix 1: City Centre Governance</p> <p>Appendix 2: FCC Pillars</p> <p>Appendix 3: Complex Lives Briefing</p>



1

Future City Centre
Leadership Group
Future City Centre
Programme



- **Core Focus:** Future City Centre Programme (regeneration & development connectivity | innovation & digital | vibrancy | business & investment |
- **Co-Chaired** by Cathy Reynolds and Simon Hamilton
- **Linkages:** City Development Board and Community Planning Partners

2

Strategic Leadership Group
Complex Lives
- Vulnerability -



- **Core Focus:** Vulnerability & Homelessness
- **BCC Lead(s):** Chief Executive (John Tully, David Sales)
- **Strategic Leadership Group** - Multi-Agency (CEO level), chaired by BCC
- **Linkages:** Complex Lives | City Centre Tasking | Multi-Agency Support H

3

Multi-Agency
Operational (tasking) Group
Clean, Green, Safe &
Inclusive



- **Core Focus:** Clean, Green, Safe and Inclusive Action Plan (CGIS)
- **BCC Lead(s):** Chief Executive (David Sales)
- **Multi-Agency** including Central Gov agencies & business community
- **Linkages:** Cleanliness Task Force | DFC | DFI | BIDs | Chamber | City Development Board

4

City Centre
Coordination Group
- Internal-



- **Core Focus:** Internal coordination & alignment | City Centre Members G
- **Co-Chaired** by Cathy Reynolds and David Sales
- **Linkages:** Vulnerability | CGIS & Multi-Agency Tasking | Future City Cent

Future City Centre Programme

Regeneration & Connectivity

- Creating the physical built environment to create vibrancy; sustain our economic recovery and support an inclusive, accessible and connected city centre.

- Examples:**
- Major Regeneration Developments
 - City Centre Living
 - Connected Spaces & Places
 - Lighting & Tactical Regeneration
 - Connectivity & Active Travel
 - Medium and Long term regeneration and use of 2 Royal Avenue

Business & Investment

- To support and sustain existing and new businesses, and attract new businesses.
- **Examples:**
- Business Support Programmes
- City Investment Service

City Centre Vibrancy

- To encourage vitality, vibrancy and increased footfall; maximising our cultural and tourism offering, building on the ten year cultural strategy, A City Imagining
- **Examples:**
- 2023 Year of Culture projects
- Animation & events, pop up activities.
- Enhanced use of public realm & environmental improvements to encourage footfall and increased dwell time
- Meanwhile use

Position the City to Compete

- To build on our reputation as a unique destination for investment, tourism and development.
- **Examples:**
- Renewed Ambition – public private partnership
- Vacancy interventions
- Development of a city regeneration and development – investment narrative

Digital Innovation

- Maximising and deploying digital technology and innovation solutions to position the city as a key location for innovation and support indigenous and new businesses to thrive and grow.
- **Examples:**
- Smart District
- 5G and Wireless opportunities

Clean, Green & Safe (Multi-Agency)

- To enhance the city centre experience through a clean, accessible, safe and pleasant environment.
- **Examples:**
- Delivery and implementation of the CGIS Strategy and Action Plan
- Providing enhanced city cleansing regimes
- Addressing perceptions of safety in the city centre

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Complex Lives



Partner Briefing– June 2022

The Belfast Agenda
Living Here Board



Complex Lives



Whole System Model

Mobilising One Vulnerability Model: One Mission, One Team

1. The Challenge

In early 2019, a CEO-led Strategic Leadership Group (SLG) with a collective mandate was established under the auspices of Community Planning to mobilise a whole system approach to supporting vulnerable/at risk people caught in a vicious cycle of homelessness, addiction to alcohol and/or drugs, poor mental and physical health, and offending behaviour, in Belfast. These are people who live complex lives - often underpinned by trauma, yet they are expected to navigate and engage with a very complicated and confusing system of siloed services and support. The chaotic nature of how they live and how that impacts on them, their families and society as whole means that they tend to generate significant resource pressures for those partners tasked with providing a response (directly and indirectly) and hence the overall public purse.

Figure 1: A 'Spin Cycle' for vulnerable people and for services.



The aim of the whole system approach is to simplify the way we work and create a model whereby we can use everyone's experience, skills and energy in a more joined up and impactful way – mobilising a 'one vulnerability model' to address the challenges of people living 'complex lives'. The work has been informed by a tried and tested 'Doncaster Complex Lives' whole system model of integrated care and support that has been adapted to suit Belfast's context.

2. The Approach

The whole system approach has brought together the breadth of statutory and voluntary and community agencies and services working across housing, health, and criminal justice in a shared, agreed, and sustainable way of working to engage and support vulnerable people and improve outcomes.

Since October 2019, partners have been coming together on a weekly basis as a Multi-Disciplinary Team (MDT) to collectively develop, test and deliver on the new Complex Lives Model within Belfast that aims to: -

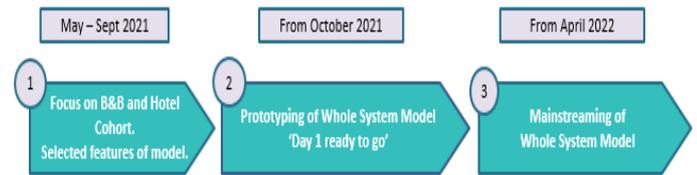
- Support the recovery, resettlement, and social inclusion of vulnerable people.
- Connect and build trust with people – using existing positive relationships with services.

- Work together as a multi-agency, multi-disciplinary team to develop an individualised plan for each client, with the voice of the service user at the centre of this.
- Provide a trusted key worker to stay with people throughout their journey.
- Provide initial stability and appropriate accommodation with wrap-around support.
- Help people re-integrate into community life by enabling positive connections and improving life experiences.

This work has been built on a lot of the excellent practice and front-line core services that already existed across agencies and services. It is not about creating a new service layer, but about unblocking barriers to delivery, integrating and pooling existing resources and skills, and building a shared system that enables collaboration rather than competition, and which most of all delivers positive coordinated wrap around support and outcomes for people who need it most.

The model is being taken forward in three phases, as outlined in figure 3. The aim now is that from June 2022 Complex Lives will secure the additional funding required to be upscaled to full implementation phase. This phase will operate for the next 4 years under the oversight of the SLG and community planning in Belfast and the hope is that by 2026 the model will be successfully evaluated proving the case for mainstreaming and thus becoming ‘business as usual’ for the service delivery partners involved.

Figure 2: Three-phased approach



A detailed route map and SMART action plan has been created to guide and monitor progress of the whole system approach.

Figure 3: Key elements of the whole system approach

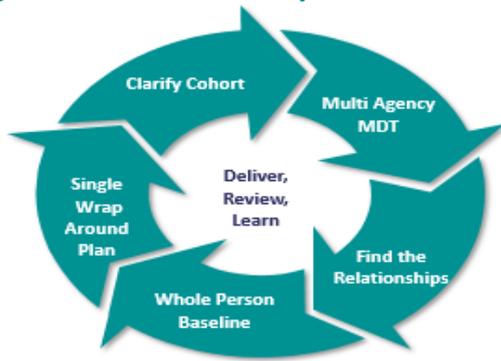


As part of Phase 1, the Steering Group developed a mobilisation brief to deliver on the short-term challenge of securing accommodation and solid wrap around plans for a cohort of 60 people, within B&Bs and hotels because of the Covid 19 pandemic. Work commenced to build the picture of the cohort i.e., beginning with NIHE clients who met the chronic homelessness¹ definition. Phase 1 was the starting point of the dual approach in terms of understanding both the people (potential cohort) and the system (services with responsibility and/or commissioned to support the cohort). Relationship building commenced amongst core agencies, which involved engaging statutory partners and those commissioned to provide direct services to the cohort.

¹ Chronic homelessness is defined as “a group of individuals with very pronounced and complex support needs who find it difficult to exit from homelessness”. Chronic homelessness often manifests itself as rough sleeping or other street activity, and clients experiencing this type of homelessness find it difficult to sustain a

tenancy due to their extreme vulnerability – NIHE Homeless Strategy.

Figure 4: Phase 1 Delivery



As part of the phase 2 prototyping work, robust governance structures and operational processes were put in place, through the establishment of a multi-agency, multi-disciplinary team, which has been the centre piece of this phase. The team meet on a weekly basis to consider and work through nominations and case reviews from the shared cohort list, building trusting relationships between each other and with the clients involved. A crucial magical ingredient of the whole system approach has been the shared commitment from all partners to work flexibly and creatively to support people in the Complex Lives cohort to stabilise and make positive progress. Work was also commissioned to ensure the user voice was central to the design and development of the Complex Lives model, including the development of user insights through ethnographic studies. Appendix 1 also features an anonymised case study example of someone who has been through the MDT process. Investment mapping was completed and areas for potential joint commissioning identified. The development process has been supported by a senior management level Steering Group which meets monthly.

A number of operational issues and learnings have emerged from the prototyping phase that require further (financial and system change) support and development, prior to the wider roll out and fuller implementation of the model (as per the Doncaster approach). Some of the key areas that need

addressed include: strengthening joint case management operations; system enablers such as an agreed information sharing protocol, providing stability to the core support service providers agreeing two-year contracts (at a minimum), as well as enhancing those services to be able to offer key working and wrap around support at a larger scale.

3. The Results/ Impact

The Complex Lives whole system approach is developing to plan. The prototyping of the approach generated initial short-term impacts with highly vulnerable people, showing the benefits of a joined up and systematic approach. The phased approach taken has provided valuable insights into improvements and developments that can take the integrated approach further and ensure it is sustainable and secure.

Beyond that, the work has generated higher level strategic questions and transferable opportunities for integration that can serve a wider purpose in supporting partners in Belfast to respond to complex, shared and seemingly intractable issues. Relationships at all levels continue to flourish and community planning partners certainly feel that the Complex Lives work is one of the exemplar initiatives that has progressed under the auspices of Community Planning in Belfast – practically focusing on collaborative gain and impact.

This work has certainly made the case for deep reform in how we both plan and deliver services as a collective rather than as individual organisations – particularly when we are all working to same or similar goals and objectives. This will be a central consideration for partners as the next steps of the Complex lives whole system model are developed.

4. Contact Information

For more details on the representation of each of the groups please see Appendix 2. For further information about this intervention and approach, please contact:

Belfast City Council

Kelly Gilliland: GillilandK@belfastcity.gov.uk

Kevin Heaney: HeaneyK@belfastcity.gov.uk

Appendix 1: Case Study Example

Plan on a Page
/11/21

Date of Next Review: 12/01/22

(7 reviews held to date)

Case ID: XXXXXX Name: Joe Bloggs DOB: XX/XX/XXXX
Notified by: PSNI & BHSCT-DOT
Lawful basis of information sharing: Client consent

Synopsis/Initial Triage

Homeless since 16 years old (now 25) long term rough sleeping.
Ongoing IV drug use – not open to services currently – very difficult to engage.
Extern (outreach) have been engaging with Joe Bloggs more recently and they have agreed to avail of a DASP bed – should be available from this coming Monday 22nd Nov).
Probation to provide more information next week.
Has engaged with health services to have wounds dressed.
PSNI – known to police.

08/12/21 Update

Extern – DASP bed in OC – now staying full nights (for the most part) however still causing issues in City Centre (particularly for SNOs & PSNI re moving on). PSNI – in contact daytime and late at night. Small steps with Joe Bloggs.
DOT – has been discharged from SPT – DOT did see him briefly (stated he was going to go cold turkey) got feeling he was overwhelmed and under 'p' from partner and peers who are a big pull/draw back to city centre, use, rough sleeping, etc.
BHSCT Inc Health – Joe Bloggs attends periodically and remains open – also provide a clinic in OC.

15/12/21 Update

Extern – Joe Bloggs has moved into the Ormeau Centre and is using this facility almost every night. He is no longer in a relationship with ** and appears to be prioritising his own needs. Extern staff are also encouraging Joe Bloggs to engage with DOT.
BCC/SNO's – mentioned noticeable progress with Joe Bloggs.

05/01/22 Update

DOT – their engagement with Joe Bloggs has been really positive and have managed to refer them onto SPT (which will take approx. 6 weeks) and he appears to still be staying nearly every night in the OC.
Extern – Joe Bloggs did have a bit of a downturn over the Christmas period – he discovered a fatal OD but he has remained in the hostel. PSNI – had only one incident recorded regarding Joe Bloggs being the victim of an assault in the Welcome Centre.

Initial Objectives

Plan needs to be established to create stability for Joe Bloggs once he enters the DASP facilities.

to continue to develop relationship with Joe Bloggs so that she hopefully become a trusted contact.

Identify ways that Joe Bloggs may lose the DASP bed and try and prevent these things happening ahead of time (e.g. dealing, stealing and possession of drugs).

Key Worker and Named Partner Contacts

Extern – Key worker: Carla
BHSCT DOT – Katy

Action	Partner	Contact
Ormeau Centre/Extern staff to encourage Joe Bloggs to continue to use bed, not to go out during night, and continue to support him to engage with DOT and SPT.	Extern	Buff/Michelle /Hostel Staff
Review on 12/01/22	MDT	Chair

Appendix 2: Complex Lives Group Representation

Senior Leadership Group (SLG): BCC (Chair), BHSCT, NIHE, PSNI, NIAS, EA, Translink, PHA, PBNI, BDACT and DOJ re: prisons.

Complex Lives Steering Group: BCC (Chair), BHSCT, NIHE, PSNI, PBNI, PHA, BDACT, BHDU and Homeless Connect.

Multi-Disciplinary Team (MDT): BCC (facilitation), NIHE, PBNI, PSNI, BHSCT, Extern, Welcome Organisation, Simon Community and DePaul.

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