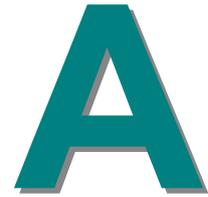




HILLINGDON
LONDON



CABINET

To all Members of the Cabinet:

Date: THURSDAY, 19 MARCH
2026

Ian Edwards, Leader of the Council
(Chair)

Time: 7.00 PM

Jonathan Bianco, Deputy Leader of the
Council & Cabinet Member for Corporate
Services & Property (Vice-Chair)

Venue: COMMITTEE ROOM 6 -
CIVIC CENTRE, HIGH
STREET, UXBRIDGE UB8
1UW

Susan O'Brien, Cabinet Member for
Children, Families & Education

Jane Palmer, Cabinet Member for Health
& Social Care

**Meeting
Details:** The public and press are welcome
to attend and observe the meeting.

Eddie Lavery, Cabinet Member for
Finance & Transformation

For safety and accessibility, security measures will
be conducted, including searches of individuals and
their belongings. Attendees must also provide
satisfactory proof of identity upon arrival. Refusal to
comply with these requirements will result in non-
admittance.

Steve Tuckwell, Cabinet Member for
Planning, Housing & Growth

Wayne Bridges, Cabinet Member for
Community & Environment

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YouTube channel. You can also view this agenda
online at www.hillingdon.gov.uk

Published:

Wednesday, 11 March 2026

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Putting our residents first

Lloyd White
Head of Democratic Services
London Borough of Hillingdon,
Phase II, Civic Centre, High Street, Uxbridge, UB8 1UW

Useful information for residents and visitors

Watching & recording this meeting

You can watch the public part of this meeting on the Council's YouTube channel, live or archived after the meeting. Residents and the media are also welcome to attend in person, and if they wish, report on the public part of the meeting. Any individual or organisation may record or film proceedings as long as it does not disrupt proceedings.

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It is recommended to give advance notice of filming to ensure any particular requirements can be met. The Council will provide seating areas for residents/public, high speed WiFi access to all attending and an area for the media to report. The officer shown on the front of this agenda should be contacted for further information and will be available to assist. When present in the room, silent mode should be enabled for all mobile devices.

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Notice

Notice of meeting and any private business

The London Borough of Hillingdon is a modern, transparent Council and through effective Cabinet governance, it seeks to ensure the decisions it takes are done so in public as far as possible. Much of the business on the agenda for this Cabinet meeting will be open to residents, the wider public and media to attend. However, there will be some business to be considered that contains, for example, confidential, commercially sensitive or personal information. Such business is shown in Part 2 of the agenda and is considered in private. Further information on why this is the case can be sought from Democratic Services.

This is formal notice under The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 to confirm that the Cabinet meeting to be held on:

19 March 2026 at 7pm in Committee Room 6, Civic Centre, Uxbridge

will be held partly in private and that 28 clear days public notice of this meeting has been given. The reason for this is because the private (Part 2) reports listed on the agenda for the meeting will contain exempt information under Part 1 of Schedule 12A to the Local Government Act 1972 (as amended) and that the public interest in withholding the information outweighs the public interest in disclosing it. An online and a hard copy notice at the Civic Centre in Uxbridge indicates a number associated with each report with the reason why a particular decision will be taken in private under the categories set out below:

- (1) information relating to any individual
- (2) information which is likely to reveal the identity of an individual
- (3) information relating to the financial or business affairs of any particular person (including the authority holding that information)
- (4) information relating to any consultations or negotiations, or contemplated consultations or negotiations, in connection with any labour relations matter arising between the authority or a Minister of the Crown and employees of, or office holders under, the authority.
- (5) Information in respect of which a claim to legal professional privilege could be maintained in legal proceedings.
- (6) Information which reveals that the authority proposes (a) to give under any enactment a notice under or by virtue of which requirements are imposed on a person; or (b) to make an order or direction under any enactment.
- (7) Information relating to any action taken or to be taken in connection with the prevention, investigation or prosecution of crime.

Notice of any urgent business

To ensure greater transparency in decision-making, 28 clear days public notice of the decisions to be made both in public and private has been given for these agenda items. Any exceptions to this rule are the urgent business items on the agenda marked *. For such items it was impracticable to give sufficient notice for a variety of business and service reasons. The Chairman of the relevant Select Committee has been notified in writing about such urgent business.

Notice of any representations received

No representations from the public have been received regarding this meeting.

Date notice issued and of agenda publication

11 March 2026
London Borough of Hillingdon

Agenda

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| 3 | To approve the minutes of the last Cabinet meeting | 5 - 22 |
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Cabinet Reports - Part 1 (Public)

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The reports in Part 2 of this agenda are not for publication because they involve the disclosure of information in accordance with Section 100(A) and Part 1 of Schedule 12 (A) to the Local Government Act 1972 (as amended), in that they contain exempt information and that the public interest in withholding the information outweighs the public interest in disclosing it.

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| 14 | Any other items the Chairman agrees are relevant or urgent | 269 - 270 |
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Agenda Item 1

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Minutes & Decisions

CABINET

7pm, Thursday, 19 February 2026

Meeting held at Committee Room 6 - Civic Centre,
High Street, Uxbridge UB8 1UW



Decisions published on: 20 February 2026

Decisions come into effect from: 5pm, 27 February 2026 or as stated

Members Present:

Ian Edwards (Chair)
Jonathan Bianco (Vice-Chair)
Susan O'Brien
Eddie Lavery
Steve Tuckwell
Wayne Bridges

Members also Present:

Richard Mills
Stuart Mathers
Sital Punja
Jan Sweeting

1. APOLOGIES FOR ABSENCE

Apologies were received from Councillor Jane Palmer.

2. DECLARATIONS OF INTEREST IN MATTERS BEFORE THIS MEETING

No interests were declared by Cabinet Members present.

3. TO APPROVE THE MINUTES OF THE LAST CABINET MEETING

The minutes of the Cabinet meeting held on 15 January 2026 were agreed as a correct record.

4. TO CONFIRM THAT THE ITEMS OF BUSINESS MARKED PART 1 WILL BE CONSIDERED IN PUBLIC AND THAT THE ITEMS OF BUSINESS MARKED PART 2 IN PRIVATE

It was confirmed that items of business marked Part 1 would be considered in public and those marked Part 2 in private.

5. MONTHLY COUNCIL BUDGET MONITORING REPORT: MONTH 9

RESOLVED:

That the Cabinet:

- 1. Notes the revenue and capital budget monitoring positions and treasury management update as at December 2025 (Month 9) as set out in Part A of the report, furthermore, noting the actions proposed by officers.**
- 2. Approves a change to the funding basis for a cohort of 21 in-house residential acquisitions, whereby funding of £3.45m is switched from Right to Buy (RTB) receipts to £4.54m of Greater London Authority (GLA) grant funding, within the Council's existing approved acquisition programme. The balance enables a reduction in the Council's borrowing requirement of £1.09m.**
- 3. Approves the repurposing of £3.285m of Earmarked Reserves as at 31 March 2025 to rectify changes required by the External Auditors to the final 2024/25 Accounts.**
- 4. Approves a change to the Treasury Management Strategy to allow the use of capital resources for revenue purposes up to Exceptional Financial Support (EFS) limits should the Government "be minded" to approve the Council's application.**
- 5. Grants permission to liquidate the Council's £15m of longer-term investments to protect the Council's cash position if required in March.**
- 6. Approves acceptance of £155k of grant funding from the Violence Reduction Unit (VRU) for 2025/26 for direct investment in prevention activity for children at risk of suspension and exclusion from school.**
- 7. Approves acceptance of £149,560 of grant funding from the Ministry of Defence (MOD) for 2025/26 and 2026/27 for direct investment in improving outcomes for service children and strengthening school support models.**
- 8. Approves acceptance of £16k of grant funding from the Department for Education (DfE) for 2025/26 for direct investment in improving the mentoring provision offered to Early Career Teachers enrolled with Learn Hillingdon.**
- 9. Approves acceptance of £242k of grant funding from NHS England via the ICB. Partnerships for Inclusion of Neurodiversity in Schools (PINS) is a national programme funded by Department for Education (DfE) and supported by the Department for Health and Social Care (DHSC) and NHS England (NHSE).**
- 10. Approves acceptance of £677,948 of grant funding from the Department for Education (DfE) for 2026/27 to support the implementation and delivery of the Staying Close initiative in Hillingdon.**

Reasons for decisions

The Cabinet Member for Finance and Transformation introduced the budget monitoring report for Month 9 (December 2025), noting that the General Fund overspend stood at £35.9 million - an improvement of £0.1 million from Month 7 - and that the position had been broadly stable since Month 6. The main pressures

continued to arise from adult social care, children’s services and homelessness. The level of ongoing risk had reduced to £5.7 million, with £2.6 million in identified opportunities, largely from anticipated reductions in waste disposal costs.

The savings programme had been fully reviewed. Of the £38.8 million savings target, £19 million was banked or on track, with the remainder rated amber with expected slippage into the next year or written out as undeliverable. Furthermore, the General Fund reserve was now overdrawn by £34.4 million. Discussions with the Government on the Council’s Exceptional Financial Support (EFS) request were ongoing, and the Section 151 Officer confirmed he was not minded to issue a Section 114 notice while these continued. The Cabinet Member also highlighted recent Government confirmation through ‘Fairer Funding’ that Hillingdon had been significantly underfunded for many years, though full correction would take three years.

The Cabinet Member noted the Dedicated Schools Grant showed a favourable movement, resulting in a forecast deficit of £9.6 million for the year and a cumulative deficit of £75.5 million. Recent Government announcements indicated that 90% of this deficit would be covered nationally, reflecting recognition of longstanding underfunding of SEND provision. The Housing Revenue Account (HRA) remained stable, with reserves forecast at £15 million.

The capital programme totalled £357.5 million across the General Fund and HRA, with 73.6% expected to be spent in-year and the remainder rephased into the next financial year. Major improvements for residents had included completion of the Platinum Jubilee Leisure Centre in West Drayton and the new Uxbridge Library, along with ongoing upgrades to the Civic Centre and continued investment in housing stock, acquisitions and new builds.

Alternative options considered and rejected

None.

Relevant Select Committee Corporate Resources & Infrastructure	
Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)	Cabinet’s decisions on this matter can be called in by a majority of the select committee by 5pm, Friday 27 February 2026. If not called-in by then, Cabinet’s decisions can then be implemented.
Officer(s) to action	Steve Muldoon / Jon Alsop
Directorate	Finance
Classification	Public - <i>The report and any background papers relating to this decision by the Cabinet are available to view on the Council’s website or by visiting the Civic Centre, Uxbridge</i>

6. 2026/27 BUDGET AND FUTURE MEDIUM-TERM FINANCIAL STRATEGY (TO RECOMMEND TO COUNCIL)

RESOLVED:

That the Cabinet approves for recommendation to Council:

- 1) The General Fund and Housing Revenue Account revenue budgets and Capital Programme budgets for 2026/27 and the Medium-Term Financial Strategy, including savings proposals, fees and charges as detailed in Appendices A, B and H1, having taken the Select Committees' comments, public consultation responses and Equality Impact Assessments conscientiously into account as set out in Appendices C, D and E.**
- 2) The use of up to £62.0m in Exceptional Financial Support to balance the 2026/27 budget.**
- 3) An increase in the Hillingdon element of the 2026/27 Council Tax of 4.99% (including the Adult Social Care precept of 2.00%), with a charge of £1,534.95 per Band D property.**
- 4) The Flexible use of Capital Receipts Strategy to deliver efficiency savings, including utilisation for redundancy costs, as detailed at paragraphs 39 to 45 and Appendix F, and the use of £2.733m of capital receipts for this purpose.**
- 5) The Capital Strategy, Treasury Management Strategy Statement, Investment Strategy, and Minimum Revenue Provision Statement for 2025/26 to 2030/31 as detailed at Appendix G.**
- 6) The Reserves Policy set out in paragraphs 50 to 60.**
- 7) The proposed London Borough of Hillingdon Pay Policy Statement for 2026/27 set out at Appendix I.**
- 8) A rent increase of 4.8% (CPI +1%) from 1 April 2026 in line with the maximum increase for social rent set by the national rent policy, whilst noting that the Council continues to set rents for re-lets (both new tenants and transfers) up to formula target rent.**
- 9) That tenant service charges be varied in line with estimated actual costs for 2026/27, from 1 April 2026 (noting the estimated charges set out in Appendix H2).**
- 10) A budgeted drawdown from DSG Reserves in 2026/27 of £8.2m.**
- 11) That use of general reserves or balances, including any virement between the General Fund budget, Housing Revenue Account budgets or Capital budgets during the MTFs financial years 2026/27 to 2028/29 be delegated to the Cabinet, in respect of those functions which have been reserved to the Cabinet.**
- 12) Note the Council Tax Resolution resulting from the proposed budget as set out in Appendix J to this report and recommend Full Council to approve it.**
- 13) That the Council's relevant basic amount of Council Tax for 2026/27 is not excessive in accordance with principles approved under Section 52ZB Local Government Finance Act 1992 and therefore a referendum will not be triggered.**

That Cabinet:

- 14) Notes that the budget is balanced on the assumption of sufficient Exceptional Financial Support being agreed by the Ministry for Housing, Communities and Local Government (MHCLG) through an in-principle capitalisation support decision, and that this will need to be formally confirmed before full Council can approve the budget.**
- 15) Notes the Council's request for Exceptional Financial Support (EFS) from the MHCLG of up to £88m for 2025/26 and £62m for 2026-27, decreasing thereafter in 2027/28 with the aim to not need any further EFS in 2028/29.**
- 16) Notes and acknowledges that in recommending the budget to full Council, due consideration has been given of the Equality Impact Assessments on individual savings proposals and the cumulative impact of the budget on groups with protected characteristics as set out in Appendix E and paragraphs 123 to 132.**
- 17) Agrees that all drawdowns from general and other central contingencies will require Cabinet approval under the advice of the Corporate Director of Finance.**
- 18) Authorises the Corporate Director of Finance to make any technical adjustments to the budget such as virements to align the budget with the proposals and recommendations within this report, to allocate inflation or correct budget allocations of growth and savings to service areas as may be required.**

Reasons for decision

The Cabinet Member for Finance and Transformation introduced the 2026/27 budget proposals to be recommended to full Council, highlighting key points ahead of the full budget speech the following week. The report and appendices built on the draft budget issued in December 2025, which had been subject to public consultation; Cabinet noted the responses summarised in Appendix D. The budget was balanced on the basis of planned Exceptional Financial Support (EFS), subject to Government approval, which was expected the following week. The previous request for 2024/25 support had been withdrawn following near-finalisation of the accounts, and the updated EFS request totalled £150 million across 2025/26 and 2026/27.

The Cabinet Member clarified that the paper presented a one-year budget alongside a three-year medium-term forecast and a five-year capital programme. He reiterated that Hillingdon had been underfunded for many years, a position now recognised in the new Fair Funding formula. Core spending power was due to rise by £105.3 million over three years, although £28.7 million of this would come from annual Council Tax increases proposed at 4.99% and further amounts from inflation and assumed business rate growth.

Following refinement of growth and savings proposals, the final budget gap stood at £62 million. Temporary accommodation demand added £1.6 million to growth and increased future-year pressures. It was noted that Council Tax was proposed to increase by 4.99%, retaining one of the lowest rates in London, and fees and

charges were assumed to rise by 10%. Errors in the Ruislip Lido parking charge from the December report had been corrected.

The Cabinet Member advised that the proposed five-year General Fund capital programme totalled £268.5 million, including projects such as the Hillingdon Outdoor Activity Centre, Care Home and £8.3 million for roads. The Housing Revenue Account was underpinned by a 30-year business plan, with rents proposed to rise by 4.8% (CPI + 1%) and investment continuing in both stock improvements and new homes. Regeneration schemes in Hayes Town Centre and Avondale would deliver 236 new homes across phases 2, 3 and 5, alongside further schemes at Haydon Drive, Falling Lane, Otterfield Road, homes in in Uxbridge and Nelson Lane.

Cabinet considered the equality impact assessments in Appendix E and agreed the report's recommendations, including the use of EFS to balance the budget.

The Leader of the Council noted the increased response rate to the consultation and the value of resident feedback.

Two minor corrections to the Council Tax resolution in Appendix J were agreed. Following consideration of all the information presented, Cabinet, therefore, resolved to recommend its budget proposals to the Council meeting on 26 February 2026 for final consideration.

Alternative options considered and rejected

The Cabinet could have chosen to vary the proposals in its budget before recommending it to Council.

Relevant Select Committee	All
Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)	Cabinet's decisions recommending the budget to the full Council cannot be called-in, take immediate effect and stand referred to the full Council to consider at its meeting on 26 February 2026.
Officer(s) to action	All remaining decisions by the Cabinet can be called-in by a majority of the relevant select committee by 5pm, 27 February 2026. Steve Muldoon / Matt Davis
Directorate	Finance
Classification	Public
	<i>The report and any background papers relating to this decision by the Cabinet are available to view on the Council's website or by visiting the Civic Centre, Uxbridge.</i>
	<i>This item was also circulated less than 5 clear working days before the Cabinet meeting and it was considered by the Chairman to be urgent, and therefore, considered.</i>

7. THE SCHOOLS BUDGET 2026/27

RESOLVED:

That the Cabinet:

- 1) Approve the Dedicated Schools Grant budgets for 2026/27 as set out in paragraph 1.2, Table 2 below.**
- 2) Approve the Primary and Secondary schools block funding formula for 2026/27 as set out in paragraph 2.2 below.**
- 3) Note the Early Years Funding Formula allocation, for which a consultation with Early Years providers is currently underway as set out Section 3 below.**
- 4) Note the High Needs Block budget for 2026/27, which includes the 0.5% Schools Block Transfer approved through the disapplication process by the Secretary of State on 6 February 2026.**
- 5) Should any further Council approval regarding the Schools Budget 2026/27 be required, agree to delegate authority for this to the Cabinet Member for Finance & Transformation and Cabinet Member for Children, Families & Education and in consultation with the Corporate Director of Finance, to determine under urgency provisions.**
- 6) Request the waiver of the scrutiny call-in period, in accordance with constitutional obligations, so that schools can be formally notified of their approved individual budgets by the 28 February 2026.**

Reasons for decision

The Cabinet Member for Children, Families and Education introduced the 2026/27 schools budget, seeking Cabinet approval for block funding allocations for schools and early years provision following consultation with the Hillingdon Schools Forum. The Dedicated Schools Grant (DSG) for 2026/27 totalled £445 million, an increase of 5.2% from the previous year. Much of this uplift reflected the rolling-in of the National Insurance Contributions Grant and the full-year effect of the Schools Budget Support Grant, with the real-terms increase estimated at around 0.1%.

The Cabinet Member explained that the local schools funding formula continued to move closer to the National Funding Formula. The Schools Forum had been consulted on a proposed 1% transfer from the Schools Block to the High Needs Block and on the Education Statutory Duties delegation request but did not support either proposal. A related disapplication request had been submitted to the Department for Education, and the Secretary of State confirmed approval for only a 0.5% transfer; a final decision on the statutory duties request was awaited. This outcome would affect the final allocations.

It was advised that the reduced transfer placed significant pressure on education budgets, particularly the High Needs Block. The Schools Forum had been informed that the Council would need to pause non-statutory funding for the year, as it could not be sustained without the full 1% transfer - an outcome described as disappointing, especially for highly-inclusive maintained schools.

The Cabinet Member noted substantial growth in the Early Years Block due to the expanded Government entitlement for children aged nine months and over. Furthermore, consultation on SEND funding reforms was ongoing, including proposals to increase the supplement for disadvantaged two-year-olds, reduce supplements for three and four-year-olds, redirect funding to SEND inclusion, and move towards a real-time SEND funding model. Final decisions would be taken under delegated authority after consultation.

The Leader of the Council welcomed the Government’s decision to address the DSG deficit and praised officers for their work in bringing the position back into improved balance, noting that Hillingdon compared favourably to many authorities still experiencing worsening DSG deficits.

In considering all factors, Cabinet agreed the Schools Budget and given the urgency of ensuring school budgets were notified to schools by 28 February, requested the waiver of the scrutiny call-in period.

Alternative options considered and rejected

Cabinet could have decided to recommend that the Schools Forum reconsider the proposed funding for schools.

Relevant Select Committee	Children, Families & Education
Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)	N/A – this matter cannot be called in and takes immediate effect, as the Chair of the Children, Families & Education Committee agreed to waive the scrutiny call-in period in accordance with the Council’s Constitutional provisions.
Officer(s) to action	Luisa Hansen
Directorate	Finance
Classification	Public <i>The report and any background papers relating to this decision by the Cabinet are available to view on the Council's website or by visiting the Civic Centre, Uxbridge.</i>

**8. HOUSES OF MULTIPLE OCCUPATION - ADDITIONAL LICENSING CONTROLS:
OUTCOME OF CONSULTATION AND FINAL PROPOSALS**

RESOLVED:

That Cabinet:

- 1) Considers the consultation responses and analysis set out;**
- 2) Considers the Equalities Impact Assessment in Appendix 4.**
- 3) Agrees that the Council uses powers enacted under Section 56 of the Housing Act 2004 to designate the Additional Licensing Scheme for Houses of Multiple Occupancy to the whole borough.**
- 4) Agrees the Additional Licensing Conditions detailed in Appendix 2.**
- 5) Agrees the final Schedule of Fees detailed in Appendix 3.**
- 6) Notes the implementation requirements and proposed timeline.**

Reasons for decisions

The Cabinet Member for Planning, Housing and Growth presented final proposals for additional licensing controls for Houses in Multiple Occupation (HMOs), following an extensive borough-wide consultation. He noted that poorly managed HMOs were a frequent concern for residents, often affecting the character of neighbourhoods, local streets and quality of life. Residents had been clear that they wanted higher standards and action taken where properties were badly managed. The Cabinet Member was clear that the Administration had listened and was delivering on the commitment made by full Council to tackle unlicensed and substandard HMOs.

Cabinet was reminded that consultation on a proposed borough-wide additional licensing scheme had been agreed in October 2025. The consultation results showed strong support, with four in five respondents backing the scheme and believing it would improve neighbourhoods, raise standards and help identify rogue landlords. The evidence base also supported intervention, with nearly 2,000 unregistered HMOs estimated in the Borough, serious housing hazards and thousands of anti-social behaviour incidents linked to HMOs across all wards. The Cabinet Member stated that doing nothing was not an option and that the scheme would support responsible landlords while targeting poor practice.

The proposed licence fee was based on full cost recovery to fund enforcement without burdening taxpayers. Subject to approval, the designation would be made in February, followed by the statutory three-month notice period. Applications would open in May, with full compliance required by 23 August 2026 and enforcement beginning on 24 August 2026. The Cabinet Member highlighted that the scheme aligned with the borough-wide Article 4 Direction, ensuring a coordinated approach across planning and housing enforcement.

The Cabinet Member thanked officers, in particular Richard Webb, Stephanie Waterford, Michelle Greenidge and the wider Residents Services team, for their extensive work in gathering evidence, running the consultation and preparing the report. He noted that the proposals demonstrated a clear commitment to listening to residents and taking decisive action to protect neighbourhoods.

The Leader of the Council agreed that well-run HMOs formed an important part of the housing mix, but poorly managed HMOs were highly problematic for residents. He stressed that introducing the scheme must be followed by firm enforcement to uphold standards.

Cabinet, therefore, duly considering the evidence and rationale set out along with the consultation outcomes and equalities impact assessment, agreed to introduce an Additional Licensing Scheme for HMOs in Hillingdon.

Alternative options considered and rejected

Cabinet could have decided to do nothing, use alternate powers or a partial policy, but considered these would not effectively manage the use of HMOs in the Borough.

Relevant Select Committee	Residents' Services
Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)	Cabinet's decisions on this matter can be called in by a majority of the select committee by 5pm, Friday 27 February 2026. If not called-in by then, Cabinet's decisions can then be implemented.
Officer(s) to action	Stephanie Waterford, Michelle Greenidge
Directorate	Residents Services
Classification	Public - <i>The report and any background papers relating to this decision by the Cabinet are available to view on the Council's website or by visiting the Civic Centre, Uxbridge</i>

9. SAFER HILLINGDON PARTNERSHIP: COMMUNITY SAFETY STRATEGY 2026-2029 (TO RECOMMEND TO COUNCIL)

RESOLVED:

That the Cabinet:

- 1) Consider the outcome of the consultation and select committee comments;**
- 2) Endorse and recommend that the Hillingdon Community Safety Strategy 2026-2029 in Appendix 1 be presented to full Council for adoption.**

Reasons for decisions

The Cabinet Member for Community and Environment introduced the Safer Hillingdon Partnership Community Safety Strategy for 2026–2029, to be recommended to full Council. The strategy reflected the shared commitment of partners to keeping Hillingdon safe and strengthening public confidence. It was shaped by the latest Strategic Needs Assessment and the Crime and Disorder Survey, which highlighted residents' concerns about burglary, drug dealing, knife crime and anti-social behaviour, as well as young people's worries about gangs, social media and feeling safe in public spaces.

The Cabinet Member explained that the strategy set out four priorities: creating safer neighbourhoods, tackling violence against women and girls, reducing serious violence, and preventing harm through early intervention and safeguarding. It also responded to emerging risks including hate crime, modern slavery and online radicalisation. The focus was on prevention, partnership working and practical action, ranging from improved CCTV and environmental design to stronger support for victims, targeted work with young people and disruption of those exploiting vulnerable individuals. Thanks were extended to all partners and officers involved in developing the strategy.

The Leader of the Council noted the contrast between recorded crime statistics showing London as safer than before, and the lived experience of residents, many of whom felt less safe. He stressed the importance of the strategy and the partnership with the Police and welcomed continued joint efforts to address anti-social behaviour and low-level crime.

Alternative options considered and rejected

Cabinet could have not adopted a Strategy or agreed an amended Strategy but discounted these options to ensure there were priorities in place for the Safer Hillingdon Partnership to prevent and reduce crime and disorder.

Relevant Select Committee	Residents' Services
Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)	Not for call-in. As related to the Council's development plan, i.e. policy framework documents, this is now referred immediately to full Council for decision on 26 February 2026.
Officer(s) to action	Lloyd White / Richard Webb
Directorate	Chief Executive's Office / Residents Services
Classification	Public - <i>The report and any background papers relating to this decision by the Cabinet are available to view on the Council's website or by visiting the Civic Centre, Uxbridge</i>

10. PROPOSAL TO REDUCE THE PUBLISHED ADMISSIONS NUMBER OF FIELD END INFANT SCHOOL

RESOLVED:

That Cabinet:

1. **Notes and considers the 4 responses from the consultation on the PAN change to community primary phase set out in the report, along with the select committee comments;**
2. **Agrees the proposal to reduce the Published Admissions Number (PAN) for Field End Infant School from 90 to 60, taking affect from September 2027;**

3. Agrees that the Local Authority supports the following proposals submitted following formal consultations from non-community schools, which are all taking affect from September 2027.

- a) Field End Junior School to reduce its PAN from 90 to 60**
- b) St Martin’s Church of England Primary School to reduce its PAN from 60 to 30**
- c) Park Academy West London to reduce its PAN from 180 to 150,**

Reasons for decisions

The Cabinet Member for Children, Families and Education introduced a report proposing to reduce the Published Admissions Number (PAN) of Field End Infant School. It was clarified that the school currently educates children aged 3 to 7 and that the PAN would be reduced from 90 to 60 from September 2027. This aligned the infant school with Field End Junior School, which had moved to a two-form-entry model two years earlier. The Cabinet Member confirmed that there would still be sufficient school places for local families and siblings and that the reduction would also adjust the school’s distance-priority radius in line with the Council’s admissions arrangements.

It was also reported that the Council was supporting PAN reductions at other non-community schools as set out in the report. The Cabinet Member explained that reductions reflected the significant fall in pupil numbers being experienced across London and that the Council was increasingly needing to manage school capacities to ensure sustainability.

The Leader of the Council noted that falling rolls were impacting London boroughs widely and that Hillingdon had been comparatively less affected to date. He concurred that such measures were necessary to ensure the long-term viability of schools and anticipated further interventions in future.

Alternative options considered and rejected

Cabinet could have decided to not change the existing three form entry but considered there to be implications of this on the schools’ finances and sustainability.

Relevant Select Committee	Children, Families & Education
Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)	Cabinet’s decisions on this matter can be called in by a majority of the select committee by 5pm, Friday 27 February 2026. If not called-in by then, Cabinet’s decisions can then be implemented.
Officer(s) to action	Abi Preston
Directorate	Children’s Services
Classification	Public - <i>The report and any background papers relating to this decision by the Cabinet are available to view on the Council’s website or by visiting the Civic Centre, Uxbridge</i>

11. MINOR PROPERTY TRANSACTION: HOLY TRINITY COE PRIMARY SCHOOL, NORTHWOOD - STATUTORY TRANSFER

RESOLVED:

That Cabinet approve the request from the London Diocesan Board for Schools and Holy Trinity CofE Primary School, Northwood, and agree the freehold transfer of the land together with the building as set out in the report and site plan attached to the London Diocesan Board for Schools.

Reasons for decision

The Cabinet Member for Corporate Services and Property introduced a report regarding the statutory transfer of Council-owned land for the benefit of Holy Trinity Church of England Primary School in Northwood. The school, a small voluntary-aided primary in the north of the Borough, had proposed repurposing its former caretaker's house, which was no longer required for that function, and not use as additional classroom space to expand and improve its nursery provision. Under the relevant legislation, the Council was required to transfer the freehold of the land to facilitate this change of use. Cabinet noted the proposal and the statutory duty involved.

Alternative options considered and rejected

Cabinet could have refused the transfer of the Council's land but considered this would not enable the school to grow its education provision and that it would contrary to statutory guidance on the matter.

Relevant Select Committee	Children, Families & Education
Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)	Cabinet's decisions on this matter can be called in by a majority of the select committee by 5pm, Friday 27 February 2026. If not called-in by then, Cabinet's decisions can then be implemented.
Officer(s) to action	Gary Binstead / Andrew Low
Directorate	Children's Services / Residents Services
Classification	Public - <i>The report and any background papers relating to this decision by the Cabinet are available to view on the Council's website or by visiting the Civic Centre, Uxbridge</i>

12. PUBLIC PREVIEW OF CONFIDENTIAL REPORTS

RESOLVED:

That Cabinet note the reports to be considered later in private and Part 2 of the Cabinet agenda and comment on them as appropriate for public information purposes.

Reasons for decision

The Leader of the Council introduced the public preview report outlining items to be considered in private later in the meeting.

Alternative options considered and rejected

As set out in the public Cabinet report and also within the private report.

Relevant Select Committee	N/A
Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)	This matter is not for call-in, as noting only.
Officer(s) to action	Mark Braddock
Directorate	Corporate Services
Classification	Public - <i>The report and any background papers relating to this decision by the Cabinet are available to view on the Council's website or by visiting the Civic Centre, Uxbridge.</i>

13. HIGHWAYS TERM SERVICES CONTRACT

RESOLVED:

That the Cabinet accepts the Direct Award from O'Hara Bros Surfacing Limited for the provision of the Highways Term Service Contract for a three-month period from 1 April 2026 to 30 June 2026.

Reasons for decisions

The Cabinet Member for Planning, Housing & Growth introduced a report and recommendations, which Cabinet agreed, to award a short-term contract to provide service continuity for the Council's highways functions in anticipation of a long-term contract being awarded later in the year.

Alternative options considered and rejected

Cabinet could have considered developing an in-house highways function or pursue alternate procurement approaches but discounted these due to service continuity and not best value.

Relevant Select Committee	Corporate Resources & Infrastructure
Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)	Cabinet's decisions on this matter can be called in by a majority of the select committee by 5pm, Friday 27 February 2026. If not called-in by then, Cabinet's decisions can then be implemented.
Officer(s) to action	Gurmeet Matharu
Directorate	Residents Services
Classification	Private - <i>Whilst the Cabinet's decisions above are always made public, the officer report relating to this matter is not because it was considered in the private part of the meeting and contained information relating to the financial or business affairs of any particular person (including the Authority holding that information) and the public interest in withholding the information outweighed the public interest in disclosing it in accordance with Section 100(A) and paragraph 3 of Part 1 of Schedule 12 (A) to the Local Government Act 1972 (as amended).</i>

14. STREET LIGHTING TERM SERVICES CONTRACT

RESOLVED:

That Cabinet:

- 1) Accept the tender from J McCann & Co Limited for the provision of a Street Lighting Term Service Contract for installation, maintenance and test works on behalf of the London Borough of Hillingdon for a Seven Year period from 1 April 2026 to 31 March 2033 at an estimated cost of up to £12.25m excluding annual uplifts based on inflation.
- 2) Furthermore, agrees that this includes the provision to extend the contract for a further Five Years at an estimated cost of up to £8.75m (£1.75m per year, excluding annual inflationary uplifts), delegating approval to the Corporate Director of Residents Services, in consultation with the Cabinet Member for Planning, Housing & Growth, subject to contractor performance and commercial terms.
- 3) Authorises the grant of a seven years plus five years lease to J McCann & Co Limited for a workshop at Harlington Road Depot, noting that this lease will be outside the security of tenure provisions and will enable the council to terminate concurrently with the commercial contract as detailed in this report and instructs Legal Services to complete the appropriate lease documentation.

Reasons for decisions

The Cabinet Member for Planning, Housing and Growth introduced a report and recommendations, that Cabinet agreed, to award a new Street Lighting contract

following a competitive procurement process along with the necessary lease to operate from the Harlington Road Depot.

Alternative options considered and rejected

Cabinet could have considered a multiple contract option or to bring the service in-house but discounted these options for the reasons set out in the confidential report.

Relevant Select Committee	Corporate Resources & Infrastructure
Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)	Cabinet's decisions on this matter can be called in by a majority of the select committee by 5pm, Friday 27 February 2026. If not called-in by then, Cabinet's decisions can then be implemented.
Officer(s) to action	Roy Thabrew
Directorate	Residents Services
Classification	Private - <i>Whilst the Cabinet's decisions above are always made public, the officer report relating to this matter is not because it was considered in the private part of the meeting and contained information relating to the financial or business affairs of any particular person (including the Authority holding that information) and the public interest in withholding the information outweighed the public interest in disclosing it in accordance with Section 100(A) and paragraph 3 of Part 1 of Schedule 12 (A) to the Local Government Act 1972 (as amended).</i>

15. IRRECOVERABLE CORPORATE DEBT

RESOLVED:

That the Cabinet approves writing off £286,541.92 in respect of individual irrecoverable Non-domestic Rates debt as set out in the report.

Reasons for decisions

The Cabinet Member for Finance & Transformation introduced a report and recommendations, which Cabinet agreed, to write off irrecoverable business rate debt for two companies that were in liquidation.

Alternative options considered and rejected

None, as the Council was unable to undertake further recovery action.

Relevant Select Committee	Corporate Resources & Infrastructure
Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)	Cabinet's decisions on this matter can be called in by a majority of the select committee by 5pm, Friday 27 February 2026. If not called-in by then, Cabinet's decisions can then be implemented.
Officer(s) to action	Tiffany Boreham

**Directorate
Classification**

Finance

Private - *Whilst the Cabinet's decisions above are always made public, the officer report relating to this matter is not because it was considered in the private part of the meeting and contained information relating to the financial or business affairs of any particular person (including the Authority holding that information) and the public interest in withholding the information outweighed the public interest in disclosing it in accordance with Section 100(A) and paragraph 3 of Part 1 of Schedule 12 (A) to the Local Government Act 1972 (as amended).*

16. ANY OTHER ITEMS THE CHAIRMAN AGREES ARE RELEVANT OR URGENT

No further business was considered. The meeting closed at 7.32pm

Internal Use only*	Implementation of decisions & scrutiny call-in
When can these decisions be implemented by officers?	<p>Officers can implement Cabinet's decisions in these minutes only from the expiry of the scrutiny call-in period, unless otherwise stated in the minutes above, which is:</p> <p>5pm, Friday 27 February 2026</p> <p>However, this is subject to the decision not being called in by Councillors on the relevant Select Committee. Upon receipt of a valid call-in request, Democratic Services will immediately advise the relevant officer(s) and the Cabinet decision must then be put on hold.</p>
Councillor scrutiny call-in of these decisions	<p>Councillors on the relevant Select Committee shown in these minutes for the relevant decision made may request to call-in that decision. The call-in request must be before the expiry of the scrutiny call-in period above.</p> <p>Councillors should use the Scrutiny Call-in App (link below) on their devices to initiate any call-in request. Further advice can be sought from Democratic Services if required: Scrutiny Call-In - Power Apps (secure)</p>
Notice	<p>These decisions have been taken under The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012. This Cabinet meeting was also broadcast live on the Council's YouTube channel here for wider resident engagement.</p> <p>Please note that these minutes and decisions are the definitive record of proceedings by the Council of this meeting.</p>

If you would like further information about the decisions of the Cabinet, please contact the Council below:

democratic@hillington.gov.uk

Democratic Services: 01895 250636

Media enquiries: 01895 250403

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HOMELESSNESS AND ROUGH SLEEPING STRATEGY

Cabinet Member & Portfolio	Cllr Steve Tuckwell, Cabinet Member for Planning, Housing and Growth
Responsible Officer	Dan Kennedy, Corporate Director, Residents Services
Report Author & Directorate	Debby Weller, Residents Services
Papers with report	Appendix 1 – Hillingdon Homelessness and Rough Sleeping Strategy 2026 to 2030 Appendix 2 – Homelessness and Rough Sleeping Review Appendix 3 – Consultation Report Appendix 4 – Equality Impact Assessment

HEADLINES

Summary	Following the conclusion of a six-week consultation, this report presents the results of the consultation, the Homelessness Review, Equality Impact Assessment and the revised Homelessness and Rough Sleeping Strategy for formal adoption.
Putting our Residents First Delivering on the Council Strategy 2022-2026	This report supports our ambition for residents / the Council of: Live in good quality, affordable homes in connected communities This report supports our commitments to residents of: Thriving, Healthy Households The Homelessness and Rough Sleeping Strategy will complement the wider Housing Strategy and the Health and Wellbeing Strategy and will contribute to the delivery of the Council's Medium Term Financial Strategy.
Financial Cost	There are no direct financial costs in the updating and revision of the Homelessness and Rough Sleeping Strategy
Select Committee	Residents' Services Select Committee
Ward(s)	N/A

RECOMMENDATIONS

That the Cabinet:

- 1) **Duly note the outcome of the Homelessness Strategy consultation and the Equality Impact Assessment;**
- 2) **Approve the Homelessness and Rough Sleeping Review and Homelessness and Rough Sleeping Strategy as appended to this report;**
- 3) **Agree that a progress update will be provided to Cabinet on an annual basis.**

Reasons for recommendation(s)

The Council has a statutory duty to produce and publish a strategy to tackle and prevent homelessness based on a review of all forms of homelessness in the borough.

A six-week consultation was undertaken in relation to the draft strategy and the outcome of that consultation along with an equalities impact assessment is presented to Cabinet for consideration. Based on this and other information set out in this report, it is recommended that the Strategy be approved.

Alternative options considered / risk management

No alternative option has been considered. The Homelessness Act 2002 places a statutory obligation on Hillingdon Council to produce a strategy to address homelessness at least once every five years.

Select Committee comments

The Select Committee have previously undertaken a major review into Homeless Prevention and the Customer Journey which was approved by [Cabinet on 26 June 2025](#).

Additionally, on 18 February 2026, the Select Committee considered the Homelessness Review and the draft Homelessness and Rough Sleeping Strategy. Members sought reassurance around demand modelling for asylum seekers, new arrivals and Chagossian households, noting continued service pressures. Councillors welcomed the use of trend data but highlighted the volatility of demand and the need for resilient financial planning. Members also requested clearer transparency where cost pressures were included in the published budget but not broken down by cohort.

Councillors queried the use and impact of Discretionary Housing Payments, welcoming confirmation that the full budget is spent annually, while noting this may indicate unmet need. Members also highlighted the scale of temporary accommodation pressures, with forecast gross expenditure of around £35 million and net costs of £19.5 million, emphasising prevention as critical to long-term cost control.

Councillors raised concerns about potential changes to London-wide temporary accommodation

data sharing, stressing the importance of benchmarking performance across boroughs. Members also welcomed the development of the new homelessness dashboard aligned to national targets and Medium Term Financial Strategy priorities but emphasised that appropriate access for scrutiny would be essential.

Members requested stronger outcome data on repeat rough sleeping and welcomed sustained placements for entrenched cases, while noting growing complexity, particularly around mental health and dual diagnosis. Councillors encouraged clearer evidence-based wording in the Strategy where supporting data exists.

Councillors welcomed the near-exclusive use of self-contained temporary accommodation and strengthened partnership working with Heathrow Airport. Members also welcomed reassurance that the Council works closely with charities and voluntary organisations, particularly those supporting veterans, and liaises with relevant third parties to ensure coordinated support in complex cases.

Members recommended that the Strategy include more detail on the impact of rough sleeping and homelessness near residential dwellings, particularly where this can contribute to antisocial behaviour or wider community concerns. Councillors stressed the importance of clearer communication with residents, setting out how they can raise concerns, how they can feed into local solutions, and what enforcement powers the Council can and cannot use. Members also requested further clarity on delivery against the commitment to 500 homes within the Strategy.

Members recommended the addition of the word 'empathy' to the list of values adopted by Hillingdon Council as set out in the draft Strategy.

SUPPORTING INFORMATION

Background

1. The Homelessness Act 2002 requires that housing authorities publish a Homelessness Strategy based on a review of homelessness in their district every five years or more frequently if circumstances in the area change.
2. During 2025, a wide range of internal and external partners were engaged and an extensive range of data was collated to inform the review. This also took on board findings from the Residents' Services Select Committee Review relating to Homelessness Prevention and the Customer Journey the recommendations from which were accepted by Cabinet in June 2025.
3. A draft strategy has been developed based on the findings of the homelessness review and has been the subject to a formal consultation process initially from 5 January 2026 to 15 February 2026 and extended to allow for an additional workshop with Adult Social Care and Public Health colleagues on 17 February 2026. The draft documents were also presented to Residents' Services Select Committee on 18 February 2026.
4. There have been considerable changes affecting homelessness since our last Homelessness Strategy was published. The Covid 19 pandemic changed the landscape quite radically. Prior to this, there had been for some time 100 to 150 people at Heathrow Airport. They were all

relocated to hotels under the 'Everyone In' initiative. Since this time, arrangements have continued between security at the airport and outreach services to ensure that rough sleeping at the airport remains at a much lower level. The last formal rough sleeper count in November 2025 recorded 13 rough sleepers at the airport. The period during and following the pandemic also saw considerable development of the rough sleeper pathway in Hillingdon, including use of Olympic House, 33 bed first stage accommodation, and enhanced outreach services, additional floating support and drug and alcohol services. Much of this has been supported by grant funding which is now being brought together in the overall Homelessness Prevention and Rough Sleeping Grant.

5. Key themes highlighted in the homelessness review include:
- Prioritising prevention.
 - Integrating employment support with housing services.
 - Needs of specific groups, including those aged under 35, benefit capped households.
 - Asylum seeker pressures.
 - Improved partnering, including with landlords.
 - Providing realistic information on housing options.
 - Learning from complaints and instituting a structured approach to gathering feedback.
 - Promoting staff wellbeing and preventing burnout.
 - Increasing accommodation options and addressing concerns regarding accommodation quality and anti-social behaviour.

Current context

6. During 2024/25, there were 7,306 approaches to the Council regarding homelessness. The top three reasons were: private rented sector (PRS) evictions (1,720), family or friend evictions (1,699) and domestic abuse (434). The approaches were a 47% increase on the previous year. Approach numbers this year are forecast to be similar to 2024/25.
7. At the end of January 2026, there were 1,631 households in temporary accommodation, of which 864 were nightly paid bookings. The number, cost and quality of temporary accommodation bookings is a considerable cause for concern and a risk for the Council. A separate Temporary Accommodation (TA) Strategy was approved by Cabinet in February 2025 and quarterly monitoring reports are in place. The priorities in the TA Strategy are being taken forward via components in the Medium Term Financial Strategy and are reflected in the new Homelessness Strategy. It is proposed that further monitoring of the TA Strategy be included as part of the overall monitoring arrangements for the Homelessness Strategy.
8. Current challenges for the Homelessness Strategy include:
- Sharp increases in rough sleeping, especially in-borough as opposed to the airport.
 - Growing numbers of rough sleepers with complex needs.
 - Escalating TA costs and financial pressures.
 - Increased rental costs and growing gap between rent and Local Housing Allowance impacting affordability.
 - Realignment of PRS housing with many small landlords exiting the market.
 - Use of hotels for asylum seekers and home office reducing backlog transferring responsibility to the Council. 7 to 28 day notice periods are insufficient.

- Realistic housing options include PRS out of borough, but reluctance and misunderstanding around relocation.
 - Increase in refugee linked rough sleeping.
 - Delivery challenges for new supply linked to cost inflation, regulatory requirement and competing priorities.
9. The **National Plan to End Homeless** was published by MHCLG on 11 December 2025. The Plan has the following five key themes:
- Immediate action to end use of B&Bs for families and improve temporary accommodation.
 - Medium-term change to support councils and publish services from crisis to prevention.
 - Long-term sustainable change to address the root causes of homelessness.
 - Halving the number of people experiencing long-term rough sleeping
 - Underpinned by transformed accountability
10. Increased accountability includes a requirement that local housing authorities publish annual action plans to support the delivery of homelessness strategies. They are a condition of grant funding and the first action plan must be in place by Autumn 2026.
11. The plan will need to include targets against each of the metrics in the Outcomes Framework, and a description of how, working with partners, those targets will be achieved. The relevant metrics are:
- Households with children in temporary accommodation (Rate per 1,000 households)
 - Families in non-self-contained B&B over 6 weeks (Number of households)
 - Success at prevention or relief (Percentage of all duties owed)
 - Success at prevention or relief for those with three or more support needs (Percentage of all duties owed)
 - People sleeping rough on a single night (Number of people)
 - People sleeping rough over the month who are long-term (Number of people)
12. The plan must also set out governance structures that will hold the authority and partners accountable; it must include a plan for ensuring suitability of temporary accommodation and a long-term rough sleeping partnership plan will be required.
13. The **Renters' Rights Act** received Royal Assent on 27 October 2025 and brings major reforms to the private rented sector. Enhanced enforcement powers have been in place since December 2025 and the new tenancy regime for the PRS will be in force from May 2026. This will include:
- Abolishing section 21 'no-fault' evictions.
 - Introducing Assured Periodic Tenancies.
 - Reform of possession grounds.
 - Limiting rent increases to once a year.
 - Banning rental bidding and rent in advance.
 - Making it illegal to discriminate against renters who have children or receive benefits.
 - Requiring landlords in the PRS to consider tenant requests to rent with a pet.
 - Strengthening local council enforcement and rent repayment orders.

14. The second phase, the rollout of the landlords database and the introduction of the ombudsman will begin late 2026. A third phase to implement Awaab’s Law in the PRS and Implement the Decent Homes Standard has a longer time frame well into the 2030s.
15. Implementation of the **Supported Housing (Regulatory Oversight) Act** will begin with a comprehensive needs assessment and development of a Supported Housing Strategy, to be in place by the end of March 2027. The Act has been brought in to tackle rogue providers and establish a regulatory baseline and expectations for the sector. The strategies require collaboration with partners to understand the local landscape of supported housing, including supply, unmet need and future demand, and to develop a strategy which set out the direction of travel to meet identified needs. This will include supported housing for homelessness and related issues requiring support as well as a wide range of other types of supported housing. First annual management reporting will also be required Spring 2027. A licensing regime and national supported housing compliance standards are expected to go live Spring/Summer 2027.
16. The new **Social and Affordable Homes Programme (SAHP) 2026-2036** includes up to £11.7bn in London for projects on site by March 2036. Bidding opens from 24 February 2026. At least 60% of homes under the programme are expected to be social rent.

Hillingdon Homelessness and Rough Sleeping Strategy 2026 to 2030

17. The Strategy sets out a vision for Homelessness and Rough Sleeping:

“Putting residents first: a compassionate, preventative and empowering approach to tackling homelessness and rough sleeping, with access to appropriate accommodation and support.”

18. The Strategic Priorities, goals and key actions are summarised below:

Strategic Priority 1: Resident Focused Homelessness Services		
Goal 1: Residents are Clear about their Rights and Responsibilities and are Respected, Understood and Supported	Goal 2: Staff are Equipped to Provide Excellent Services	Goal 3: Strengthening Partnerships
<ul style="list-style-type: none"> Residents’ Charter to explain homelessness support and set expectations Providing a welcoming environment Efficient appointment systems Quality assurance controls 	<ul style="list-style-type: none"> Training and development Supervision and Wellbeing - staff supervision and tools and policies to support mental health Learning culture, share good practice and 	<ul style="list-style-type: none"> Recognise and value contributions Shared protocols and integrated systems Referrals across departments Engage actively with partners Coordinate activities Forward planning work with partners

<ul style="list-style-type: none"> • Feedback mechanisms to inform service improvements and promote co-production • Strengthening complaints process and learning to improve services • Update communication materials to ensure clarity and understanding 	<p>promote continuous improvement</p> <ul style="list-style-type: none"> • Professionalism and consistency – clear service standards and protocols • Effective case management with named case workers and active communication • Staff voice – involved in service design 	<ul style="list-style-type: none"> • Longer-term commissioning • Shared learning and development
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Strategic Priority 2: Early and Sustained Prevention of Homelessness		
Goal 1: Improve Access to Early and Sustained Prevention of Homelessness	Goal 2: Strengthen Financial and Multi-Agency Support to Prevent Homelessness	Goal 3: Support Tenancy sustainment and Long-Term Housing Stability
<ul style="list-style-type: none"> • Universal advice • Targeted advice to be expanded for high-risk groups • Tailored response to high volume presentations • Readiness for Renters Rights legislation • Digital tools for self-assessment and tailored advice • Joint working with Children’s Services to improve pathways for care experienced young people 	<ul style="list-style-type: none"> • Homelessness Prevention Fund • Coordinate wraparound support through range of homelessness partners • Hospital discharge protocol • Prison and probation services strengthened protocol 	<ul style="list-style-type: none"> • Floating support and tenancy management through partners and inhouse services • Employment and financial advice to support long-term stability • Discretionary Housing Payments kept under review to support households at risk • Preparation for Independent Living

Strategic Priority 3: Support Access to Safe, Suitable, Sustainable Accommodation		
Goal 1; Increase Access to Safe, Suitable and Sustainable Accommodation	Reduce Reliance on Emergency Housing	Improve Pathways to Settled Housing
<ul style="list-style-type: none"> • Develop homelessness accommodation pipeline • Maximise use of Council owned assets 	<ul style="list-style-type: none"> • Increase supply of temporary and supported housing 	<ul style="list-style-type: none"> • Secure move-on options through collaboration with providers

<ul style="list-style-type: none"> • Address Homes in Multiple Occupation quality and regulation through licensing and inspections • Maximise use of existing Council homes 	<ul style="list-style-type: none"> • Continue to develop relationships with private landlords • Strengthen partnerships with housing associations and larger private sector providers 	<ul style="list-style-type: none"> • Promote tenancy sustainment and support services • Monitor and evaluate transition outcomes to inform future planning
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Strategic Priority 4: Targeted Housing Pathways for Single Homeless, Rough Sleepers and Other Groups		
Goal 1: Build Clear and Sustainable Housing Pathways	Goal 2: Strengthen Partnership and Outreach to Address Complex Needs	Goal 3: Promote Recovery, Independence and Long-Term stability
<ul style="list-style-type: none"> • Robust Pathways to effectively support movement to sustainable accommodation • Pathways for recent arrivals • Increase availability of shared accommodation for under 35s • Targeted supported housing for young people • Safe Temporary Accommodation for survivors of Domestic Abuse • Combined housing and employment advice for those who are benefit capped • Dedicated officer working with hospital discharge teams 	<ul style="list-style-type: none"> • Partnership working with other London Boroughs to address rough sleeping • Collaboration with commissioned and non-commissioned services to help transition away from the streets • Outreach services to be reviewed to ensure remain responsive to evolving needs 	<ul style="list-style-type: none"> • Focus on health and wellbeing and on access to meaningful opportunities in education, training and employment • Tailored support to transition to independent living • Housing first initiatives to provide a solid foundation to address deep rooted challenges

Strategic Priority 5: Modern data led cost effective services	
Goal 1: Use Data to Drive Prevention and Early Intervention	Goal 2: Embed Performance, Workforce and Service Quality Monitoring
<ul style="list-style-type: none"> • Centralised Homelessness Dashboard – provide real-time visibility of key metrics to support operational oversight, strategic planning and performance management 	<ul style="list-style-type: none"> • Benchmarking against other London boroughs and national indicators (outcomes framework) • Monitoring of staff caseloads and wellbeing indicators

<ul style="list-style-type: none"> • Predictive analytics to identify households at risk of homelessness earlier • Data modelling to support resource allocation, forecast demand and inform commissioning decisions 	<ul style="list-style-type: none"> • Key metrics to include re-approach rates, resolution times and resident satisfaction
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Consultation

19. The draft strategy has undergone a 6-week consultation process involving a wide range of staff, partner organisations and Hillingdon residents, including some with lived experience of homelessness and rough sleeping. The survey methodology included an online survey, use of social media to promote the survey, workshops with staff and partners and a homelessness forum. Full details of the consultation are included in Appendix 3 and a short summary is provided below.

20. A total of 52 survey responses were received alongside extensive qualitative feedback from staff partners and residents. Overall, residents showed majority support for all five strategic priorities, with particularly strong endorsement for:

- Priority 3 – Access to safe, suitable and sustainable accommodation: 75% agreed or strongly agreed, making it the most supported priority.
- Priority 2 – Resident focused homelessness service (now reordered as priority 1 in the revised draft): 71% agreed or strongly agreed.
- Priority 1 – Prevention (now reordered as priority 2 in the revised draft): 62% agreed or strongly agreed.

21. Support was slightly lower for:

- Priority 4 – Targeted pathways for single homeless and rough sleepers: Agreement and disagreement were more balance, reflecting mixed views.
- Priority 5 – Modern, data-led and cost-effective services: 58% felt the priority aligned with their expectations

22. Overall, the consultation shows:

- Broad support for the direction of the strategy.
- Strongly articulated concerns about temporary accommodation pressures, system coordination, fairness and communication.
- A clear need for enhance multi-agency working, data-led improvement, and more proactive, preventative pathways.
- Community and partner anxiety about national policy pressures – particularly migration and private rented sector instability – and their impact on local services.

Amendments following consultation

23. The findings of the consultation have been fully considered and appropriate changes have been incorporated. A revised strategy is attached at Appendix 1 with alterations from the consultation draft adopted in the final version. These include:

- Additional information has been included in the 'Context' chapter regarding the National Plan to End homelessness including relevant local metrics that will be required for the Outcomes Framework.
- Specific Key Performance Targets have been added for each of the five priorities.
- The order of priorities 1 and 2 have been reversed. 'Resident focussed homelessness services' is now Priority 1. Although all priorities carry equal weight, this is more in keeping with the Council's overall vision of 'Putting Residents First'.
- Adopting an empathetic approach has been added to Priority 1: Resident focused homelessness Services and the following additional actions have been included:
 - Communications: We will review how we communicate with our residents to provide increased clarity in how homelessness services are delivered.
 - Compassionate Response: All staff engaging with homeless or potentially homeless households will receive training in trauma-informed and empathetic communication, enabling them to recognise vulnerability, reduce stigma, and provide a respectful, person-centred service at every point of contact.
 - Triage: Strengthen triage and follow up processes to minimise repeat presentations and prevent premature case closure.
 - Duty to Refer: Use the process to maintain engagement with referral agencies for longer periods of time.
- The following additional actions have been included under Priority 3: Support Access to Safe, Suitable, Sustainable Accommodation:
 - Develop an assurance framework for safety compliance and standards of housing provided across housing tenures and including temporary housing.
 - Review and update the existing policy for temporary accommodation and private rented sector offers.
 - Engage with landlords to share understanding regarding responsibilities under Renters' Rights Act and opportunities that this may bring for greater partnering.
- The following additional actions have been included under Priority 4: Targeted housing pathways for single homeless, rough sleepers and other groups
 - Public health related housing need: Consider provision to meet the particular needs of some individuals where shared accommodation may not be appropriate e.g., those under treatment for tuberculosis or where there are specific high-risk needs making shared schemes untenable.
 - Community Impact: Provide clear information to residents on how to report concerns, engage in local solutions, and understand the Council's enforcement powers in areas affected by rough sleeping or antisocial behaviour.
- A reference has been made to over-representation of people from the LGBTQ+ community and those who are neuro-divergent amongst rough sleepers. The following additional action has been included under Priority 5: Modern data led cost effective services.
 - Data Collection Analysis: A comprehensive review of data sources and collection methods, including from partner organisations, will be undertaken. This will incorporate equalities data.

Equality Impact Assessment

24. An Equality Impact Assessment has been completed and is attached at Appendix 4. This concludes that the strategy will have positive impacts for all groups of households. The

consultation results show differences in the extent to which respondents agree with the priorities in the strategy; but overall, the strategy is strongly supported by most respondents. This is particularly so for older adults, women, and global majority ethnic groups. The impact of the strategy on those with protected characteristics will be monitored annually.

Financial Implications

The General Fund budget for the Homelessness Prevention & Lettings service meets the costs of the Council's statutory duties in this area, and has a budgeted gross cost of £19,206k in 2025/26. A £6,854k temporary accommodation (TA) pressure was reported against client groups included in the MTFs TA model (General Needs, Rough Sleepers and other cohorts) in M9- 2025-26. The risk of further overspend in 2025/26 against homelessness costs remains high given the rising levels of homeless presentations and the challenges in securing suitable alternative accommodation to prevent homelessness, particularly in the private rented sector.

Budget Proposals for 2026/27 recognised the exceptionally challenging environment in which the budget has been prepared. Members highlighted the significant financial pressures arising from national asylum and resettlement responsibilities, including costs associated with asylum presentations and the Chagos Islander settlement, for which the Council is not fully or sustainably reimbursed. These externally driven pressures continue to place a disproportionate burden on Residents' Services, particularly housing and temporary accommodation.

It is noted that a proposed net increase of approximately £15.8m within Residents' Services is driven largely by unavoidable demand pressures, particularly homelessness. The scale of the challenge due to continued focus on controlling temporary accommodation costs, securing private rented sector supply and increasing the provision of social rented homes has been taken into consideration in setting the 2026/27 budget. The emphasis on prevention, move-on pathways and partnership working has been welcomed, while recognising that many drivers of demand remain outside the Council's control.

The Government announced the draft Local Government finance settlement figures on 17 December 2025, the data from which was built into the Council's consultation budget issued to the December Cabinet and published on 23 December 2025. On 9 February 2026, the Government released the final Local Government settlement.

In the final settlement, the additional funding to the Council came through as an increase to the Homelessness and Rough Sleeping grants and the total for those two grants amounted to £18.4m over a period of three years from 2026/27 to 2028/29.

RESIDENT BENEFIT & CONSULTATION

The benefit or impact upon Hillingdon residents, service users and communities

The Homelessness and Rough Sleeping Strategy has a direct bearing on the Council's vision of 'Putting Our Residents First'. It sets out plans for the prevention of homelessness and rough sleeping, and for securing accommodation and support for those who are homeless or at risk of homelessness.

An Equalities Impact Assessment (see Appendix 4) has been completed and concludes that the strategy will have a positive impact for all groups of households through actions to prevent homelessness and increase accommodation supply.

Consultation & Engagement carried out

The strategy has been subject to a wide-ranging consultation process with staff, partner organisations and residents. This is summarised in the body of this report and fully detailed in a consultation report at Appendix 3.

CORPORATE CONSIDERATIONS

Corporate Finance

Corporate Finance have reviewed this report and concur with the Financial Implications set out above, noting the recommendations to approve the adoption of the Homelessness and Rough Sleeping Strategy 2026-2030, alongside the associated Homelessness and Rough Sleeping Review.

Furthermore, it is noted there is no direct financial impact in relation to the recommendations contained within the report, however, the Strategy is intended to support the mitigation of future cost pressures on temporary accommodation where demand remains volatile due to external factors. As at Month 9 the Temporary Accommodation service were reporting an adverse variance of £6,854k, with this being a national pressure, but with Hillingdon particularly impacted by having Heathrow within its boundaries having a material impact on supply and demand.

The consultation reaffirmed the significant operational and financial pressures arising from sustained temporary accommodation demand and the importance of strengthened prevention, improved triage and clearer performance management to support more effective control of demand. The Strategy has therefore been updated to reflect this feedback, including strengthened resident-focused practice, enhanced communication processes and improved actions around accommodation standards and landlord engagement, which are expected to support longer-term cost mitigation.

The Council's budget strategy approved in February 2026, contains an increase in the budget strategy effectively aiming to fund the additional growth currently in the system along with forecasted demand. The demand, cost and measures contained within this strategy will be monitored through the demand led financial and activity-based model as part of the established Monthly Monitoring Cycle and will inform the wider future MTFS refresh.

Legal

Legal Services confirm that pursuant to sections 1-3 of the Homelessness Act 2002, the Council must also ensure that it publishes a new homelessness strategy every 5 years after a formal review. The Council's previous homelessness strategy covered the period 2019 to 2024, thus a new strategy was due. The review and recommended strategy are included at Appendices 1 and 2 respectively.

The Council has various duties under Part VII of the Housing Act 1996 towards applicants who are homeless or threatened with homelessness. Under the Homeless Reduction Act 2017, the Council is further required to intervene and prevent homelessness. The Council must also have regard to the Ministry of Housing, Communities and Local Government's ['Homelessness code of guidance for local authorities'](#) (last updated 4 December 2025). The recommended strategy addresses how the Council intends to deliver its homelessness functions. The body of this report also addresses recent legislative reforms that address homelessness, such as the Renters' Rights Act and the Supported Housing (Regulatory Oversight) Act, and how these have informed the recommended strategy.

Section 3 of the Homelessness Act 2002 addresses the content of a homelessness strategy and what the Council must have regard to when formulating it. It requires the Council to consult such public or local authorities, voluntary organisations or other persons as they consider appropriate hence the consultation exercise addressed in this report and in further detail in Appendix 3. For a consultation to be lawful, it must fulfil the established public law principles on consultation, namely fairness and adequacy, which are mainly defined by the 4 *Gunning* principles:

- a. Consultations must occur while proposals are still at a formative stage
- b. Sufficient information needs to be supplied to consultees to give the consultation 'intelligent consideration'
- c. There needs to be an adequate time for the consultees to consider the proposal and respond
- d. Conscientious consideration must be given to the consultation responses before decisions are made

In particular, the decision maker, when deciding whether to approve the recommended strategy for adoption, must be satisfied that all consultation responses have been considered. This report addresses how the proposed strategy has been amended following the consultation.

In carrying out its homelessness functions, the Council, pursuant to section 6 of the Human Rights Act 1998, must not act in a way that is contrary to any rights protected by the European Convention of Human Rights. The Council must also ensure it is acting in a manner compliant with the public sector equality duty under section 149 of the Equality Act 2010. To this end, an equality impact assessment has been conducted and is included at Appendix 4. The public sector equality duty is an ongoing duty, so the Council must continuously monitor the position.

BACKGROUND PAPERS

- Report from Resident Services' Select Committee – Homeless Prevention and the Customer Journey, [Cabinet 26 June 2025](#), Agenda item 6
- [Minutes of the Residents' Services Select Committee 18 February 2026](#)
- [Homelessness Act 2002](#)

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Hillingdon Homelessness and Rough Sleeping Strategy 2026 to 2030



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Foreword

Homelessness and rough sleeping are among the most urgent and visible challenges facing our communities today and London is at the centre of the homelessness crisis. On 31st March 2025, of the 131 thousand homeless households in England in temporary accommodation, more than half were in London. Spending by councils in England on temporary accommodation reached £2.8 billion in 2024-25, up 25% from the year before.

Outer-London boroughs like Hillingdon, face significant housing needs and a critical shortage of affordable housing. As a port borough and a hub for asylum hotels and recently for Chargossian families, who have a route to British nationality in place, Hillingdon faces additional and unsustainable pressures. The levels of asylum seekers/refugees and other new arrivals, places strain on already limited housing resources and rough sleeping, exacerbating the challenges of providing adequate accommodation and support services. In Hillingdon, we are determined to

tackle these issues head-on with compassion, innovation, and a relentless focus on prevention.

This strategy sets out our vision for a borough where homelessness is rare, brief, and non-recurring. It reflects our commitment to putting residents first—ensuring that every individual who faces or is at risk of homelessness is treated with dignity, empathy, and respect. It also recognises the complex and evolving landscape in which we operate.

Loss of private rented sector lettings is the most frequent reason for approaches to the council regarding homelessness and by far the most common reason for households becoming homeless and needing to be housed in temporary accommodation. Other key reasons for homelessness approaches are no longer being able to stay with family and friends and movement out of Home Office accommodation. Our services are being shaped to respond appropriately. We are also aware that the causes of homelessness are varied and often deeply rooted. That is why this strategy prioritises early intervention, tailored support, and

strong partnerships across council services, voluntary organisations, health providers, and the wider community. It builds on the progress we have made through initiatives such as the development of housing pathways for rough sleepers and advances made in delivering our Temporary Accommodation Reduction Strategy and our plan to reduce the budgetary impact of homelessness and adverse impacts on the lives of those affected. To reduce the use and unsustainable cost of temporary accommodation, workstreams are focused on increasing early intervention and preventions and on increasing the supply of both temporary and settled accommodation for homeless residents in the private rented and social sectors

The private rented sector is the main source of housing for homeless households. The private rented market is changing and to avoid costly nightly paid accommodation we need to review our offer and incentives to attract the larger and institutional parties who will provide stability and longer term housing options.

Hillingdon Homelessness and Rough Sleeping Strategy 2026 to 2030

We are building on our existing relationships with private sector landlords and are actively seeking new partners to increase the availability of private rented accommodation for homeless residents, including longer-term leasing arrangements for groups of properties.

We are exploring alternative options for direct housing provision by the council through existing arrangements and/or new company structures.

We are proud of the work already underway—from securing new funding and expanding supported housing, to strengthening our services through staff development. We are expanding the supply of council homes through acquisitions, development and regeneration and are working with Housing Associations to encourage further development. We make best use of existing homes through initiatives to reduce under-occupation and to tackle housing fraud. We recognise that there is

much more to do. This strategy sets out a clear roadmap for the next five years, with goals and measurable outcomes to guide our efforts.

Councillor Steve Tuckwell

Cabinet Member for Planning, Housing and Growth

Introduction

The Hillingdon Homelessness and Rough Sleeping Strategy 2026-2031 sets out how we will work to prevent and relieve homelessness and remove the need to sleep rough. It outlines five strategic priorities which will direct the work of the council and inform our work with partners over the next five years.

Our Strategic Priorities

Priority One: Resident focussed homelessness services

Priority Two: Early and sustained prevention of homelessness

Priority Three: Support access to safe, suitable and sustainable accommodation

Priority Four: Targeted housing pathways for single homeless, rough sleepers and other groups

Priority Five: Modern, data-led and cost-effective services

The strategy has been produced after engagement with a range of local stakeholders and it is informed by best practice and the wider policy and legislative environment.

We have completed a comprehensive homelessness review which evidences the extent of the challenges faced by Hillingdon in relation to homelessness and rough sleeping and identifies key trends and challenges. Key findings are covered under ‘What we know about Homelessness in Hillingdon’ below.

Our Vision for Homelessness and Rough Sleeping

Putting residents first: a compassionate, preventative and empowering approach to tackling homelessness and rough sleeping, with access to appropriate accommodation and support

We envision a borough where homelessness is rare, brief, and non-recurring. Our commitment is to put residents first, ensuring that every individual facing or at risk of homelessness is treated with respect, dignity, and empathy.

We will prioritise prevention, intervening early to stop homelessness before it starts, and we will support people to help themselves, building resilience and independence through tailored support and opportunities. We recognise that appropriate accommodation and support are fundamental to achieving lasting solutions and enabling people to rebuild their lives.

We will deliver this vision through:

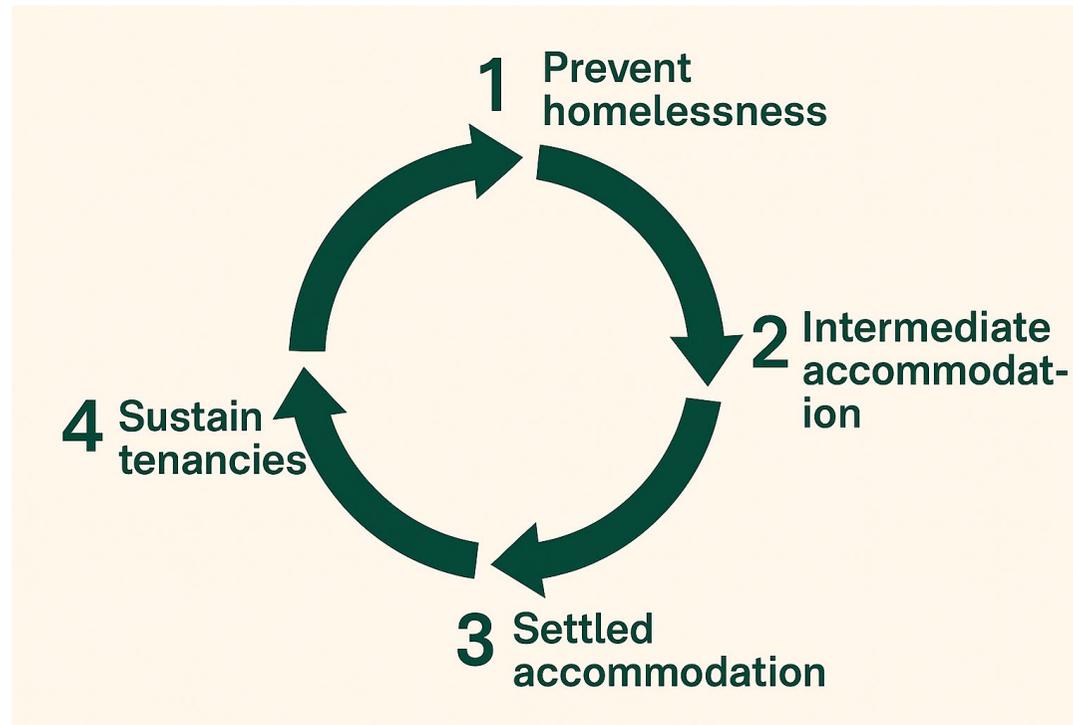
- **Respectful, person-centred and trauma informed services** that listen to and involve residents in shaping their own solutions.
- **Early intervention and prevention** strategies that tackle the root causes of homelessness.
- **Provision of safe, suitable, and sustainable accommodation**, matched

with the right level of support to meet individual needs.

- **Sound financial management**, ensuring that resources are used effectively and sustainably to maximise impact.

- **Empowerment and partnership**, helping residents build the skills, confidence, and connections they need to thrive.
- **Collaborative working** across council departments, voluntary sector partners,

and communities to create a joined-up response.



Context

Major Shifts Since the 2019

Strategy

COVID-19 Disruption: The pandemic reshaped service delivery, accelerating digital transformation and remote working. Unlike many councils, Hillingdon maintained face-to-face support for homeless individuals, preserving continuity of care.

‘Everyone In’ & Rough Sleeping Pathway: The national initiative led to 160 rough sleepers being housed from Heathrow. Olympic House was leased as a 33-bed first-stage accommodation and multi-service hub. This marked a turning point in Hillingdon’s rough sleeping response.

Funding Landscape: The Rough Sleeper Initiative (RSI) enabled multi-agency partnership development. Additional funding from public health and accommodation grants expanded capacity, especially for substance misuse and wraparound support.

National Homelessness Challenges

- High levels of homelessness and households housed in temporary accommodation.
- The cost of temporary accommodation reaching crisis levels with local authorities less and less able to spend funding on homelessness prevention.
- Increasing numbers of households with children in B&B with shared facilities and the number that have been there for more than the six-week statutory limit.
- Placements made a long distance from communities, schools, work, families and friends.
- Rents growing far faster than benefit levels.
- The impact of providing asylum accommodation on the ability to tackle homelessness.
- Insufficient oversight of supported housing with some providing sub-standard housing with little support, supervision or care.

- There are concerns that welfare reforms could increase poverty and the risk of homelessness.

Evictions from private sector housing are the most common reason for homelessness approaches to local authorities.

Housing Market Dynamics & Affordability Challenges

Private Rented Sector (PRS) Pressures: Hillingdon’s average rent rose to £1,423 in 2024/25 — 12% higher than the previous year and £429 above the England average.

Despite being relatively affordable within London (ranked 28th of 33 boroughs), affordability remains a major barrier for low-income households.

Local Housing Allowance (LHA): Re-pegged to the 30th percentile in 2024, but not updated in 2025, creating a widening gap between LHA and actual rents.

Council data shows significant shortfalls in properties available at LHA rates, especially for larger households (e.g., £788 gap for 4-bed homes).

Structural Market Changes:

Small landlords are exiting the market rapidly — 290,000 PRS homes sold (2021–2024), while only 130,000 new Build to Rent homes were delivered.

London PRS listings have dropped 41% since 2017, with larger homes hardest hit. Only 5% of listings were affordable to LHA recipients in mid-2024.

The PRS is evolving with professional and institutional investors stepping in. These buyers are well-capitalised, often operating with lower levels of debt and are focused on sustainability, operational efficiency and long-term capital appreciation rather than short term yields. Demand for rental housing continues to outstrip supply, supporting rental growth and underpinning long-term investment.

Legal and Policy Developments

Key Case Law:

Croydon v Imam: Financial constraints do not excuse councils from statutory duties.

Hajjaj v Westminster: Suitability assessments must be evidence-based.

Ciftci v Haringey: Reinforced procedural rigour in intentional homelessness decisions.

Renters' Rights Act

A major reform aimed at improving security and fairness for tenants in the private rented sector.

It will abolish Section 21 'no fault' evictions, meaning landlords must provide legitimate reasons—such as rent arrears or needing to sell the property—to end a tenancy. The Act introduces rolling periodic tenancies, strengthens protections against retaliatory evictions, and enhances tenant rights, including the ability to request pets and challenge poor housing conditions.

It also establishes a Private Rented Sector Database and Landlord Ombudsman, applies the Decent Homes Standard to private rentals, and bans discrimination against tenants on benefits or with children.

These changes aim to reduce homelessness risk by making tenancies more secure and

improving housing standards although landlord withdrawal and court delays may offset benefits.

The Act may well continue to impact on supply and procurement as more landlords leave the market, particularly those with small portfolios. There may other consequences as landlords become increasingly selective about tenants and seek alternative eviction routes.

Ending of private rented sector evictions is a major cause of homelessness. It accounted for the highest number of approaches to Hillingdon's Homelessness services in 2024/25 and by far the highest number of bookings into temporary accommodation.

Although the Renters' Rights Act is intended to protect tenants there are considerable risks. Without court reform many landlords believe they will be left stranded if tenants stop paying rent. If possession becomes too slow or uncertain more landlords may simply exit the market leaving fewer homes and upward pressure on rents.

Supported Housing Oversight (SHROA 2023):

The Act aims to raise standards in a part of the housing system perceived to lack oversight. It introduces licensing and national standards for supported housing providers, motivated by concerns that exemptions from housing benefit subsidy caps were being exploited by some providers.

Councils must conduct needs assessments and develop supported housing strategies, improving regulation and quality assurance.

The intent of the legislation is supported but there remains a lot of uncertainty regarding the impact of the legislation. Many people at risk of homelessness have support needs and over the past six years the share of households owed a duty with at least one identified support need has steadily increased across the country from 45% in 2019 to 58% in early 2025.¹

National Plan to End Homelessness A cross-government Homelessness and Rough Sleeping Strategy was published in December 2025 with a focus on prevention and long-term planning and recognising the leading role of local councils in responding to homelessness. A new Outcomes Framework for local government identifies priority outcomes for local government across service areas including for homelessness, rough sleeping and multiple disadvantage.

Local Outcome Metrics

- Households with children in temporary accommodation
- Families in B&B over 6 weeks
- Success at preventing and relieving homelessness
 - Sub metric: for those experiencing multiple disadvantage.
- People sleeping rough on a single night
- People sleeping rough over the month are long term rough sleepers

Councils will be required as a condition of funding to publish and regularly update their action plans. These must include local targets against each of the Outcomes Framework and set out how the council will achieve those targets.

Government Housing Strategy also expected 2025/26.

Repeal of the Vagrancy Act (1824) to decriminalise rough sleeping.

Allocation of Social Housing Regulations 2025: have exempted domestic abuse survivors and care leavers under 25 from local connection tests.

Fair Funding Review 2.0 to include separating temporary accommodation funding from Homelessness Prevention Grant, creating ring-fenced preventions stream.

¹ Ministry of Housing, Communities and Local Government, 'Statutory homelessness England level time series "live tables"', GOV.UK, 22 July

2025, www.gov.uk/government/statistical-data-sets/live-tables-on-homelessness

Mayor of London's Rough Sleeping Plan (2025–2030)

Aims to eliminate rough sleeping by 2030 through prevention, early intervention, and sustainable housing pathways.

Key initiatives: Ending Homelessness Hubs, prevention phonenumber, outreach expansion, and refurbishment of 500 social homes via 'Homes Off the Streets'.

Government Investment

Commitments:

£100m for homelessness prevention.

£1950m for Local Authority Housing Fund (Round 4) to reduce reliance on B&Bs and hotels.

£39bn Social and Affordable Homes Programme (2025–2035), with 60% for social rent. London receives 30% of funding despite having 56% of TA households.

Demand Pressures & Vulnerable Groups

Asylum seekers/refugees: Applications nationally surged to 109,000 in 2025.

Hotel placements in the borough have increased local demand on homelessness services.

Policy changes (e.g., pause on refugee family reunion) may lessen future strain on services to some extent, but new arrivals are a considerable pressure on homelessness resources.

Policy Landscape

Housing Supply Constraints

Delivery Challenges: Only 3,991 affordable homes started in London last year — second-lowest on record.

Viability issues due to land costs, interest rates, build cost inflation, and fire safety regulations (e.g., second staircase requirement).

Provider Pressures: Housing associations are scaling back development to focus on existing stock.

Retrofitting for fire safety, damp, and mould is diverting resources from new builds.

For-Profit Registered Providers (FPRPs):

Rapid growth expected — current 43,100 homes projected to triple by 2030.

May help fill gaps left by traditional providers, especially for social rent.

Technology and Homelessness Services

AI & Digital Tools: Potential to identify homelessness risk factors, coordinate support, and match services to needs.

Risks include misinformation, bias, and undermining person-centred approaches.

Digital Exclusion: A growing barrier for those in TA or on low incomes. Limited access to secure connectivity affects ability to manage benefits, health appointments, and engage with support services.

Landlord Practices: Increased use of digital tenant screening tools (e.g., risk profiling algorithms).

May disadvantage benefit recipients, those in non-standard employment, or with limited digital literacy.

A multi-year settlement is expected from 26/27. The formula for distributing the Homelessness Prevention Grant is being reformed and will shift the focus towards prevention. It is likely that the RSP&RG will become part of the HPG. The funding will be split into two components – Temporary Accommodation demand and costs and Prevention and Relief demand and costs. The existing split of 49% for prevention/relief and 51% for TA will shift to a greater proportion for prevention/relief. The TA element may be consolidated into the Local Government Finance Settlement.

- Prevent rough sleeping wherever possible.
- Deliver rapid, sustainable routes away from the streets

Ending rough sleeping in London

In May 2025 the Mayor launched his new plan of action on rough sleeping, promising to break the ‘vicious cycle’ of street homelessness and to put London on a pathway to end rough sleeping for good by 2030. The Plan is framed around three key steps to achieve this ambition.

- Provide leadership to join together services and make sure people can get the help they need, as early and as simply as possible.

What we know about homelessness in Hillingdon

There are roughly 109 thousand households in Hillingdon. During April 2024 to March 2025, 7306 contacted the council because they were either already homeless or they were threatened with homelessness. This number has more than doubled over a 3 year period and is likely to increase again in the current year.

Three reasons account for 58% of all approaches:

- Family and friend evictions
- Evictions from private rented sector housing
- Ending of Home Office accommodation

A homelessness prevention or relief duty was accepted for 2053 households, around a third for prevention of homelessness and the other two thirds for relief when the resident had already become homeless.

Nightly paid temporary accommodation

The number of households booked into nightly paid temporary accommodation during 2024/25 was 740.

- 208 with a 1 bedroom need,
- 269 with a 2 bedroom need,
- 198 with a 3 bedroom need, and
- 69 with a 4 bedroom need

Private sector evictions are by far the most common reason, accounting for 42% of these bookings, and three quarters of those are for families with children. Of all 3 bedroom bookings, 58% are due to private sector evictions and this rises further to 82% for 4 bedroom bookings. Other prominent reasons for nightly paid temporary accommodation bookings are domestic abuse, ending of Home Office accommodation and friends and family evictions.

The number of homeless households in temporary accommodation on 1 April 2025 was 1,562 of which 796 were in nightly paid accommodation.

The cost of providing temporary accommodation has increased markedly in Hillingdon as it has in local authorities across the country. Councils in England spent £2.8bn on temporary accommodation in 2024/25 – an increase of 25 per cent in just 12 months.² Reducing the number of residents placed in and the cost of nightly paid temporary accommodation is an imperative for the borough.

Declining availability in the private rented sector

Since our last homelessness strategy, housing affordability has worsened, private renting is more expensive and the gap between rents and the amount of benefit that can be claimed to cover housing costs has grown.

²[Local authority revenue expenditure and financing England 2024 to 2025](#)

Small, individual landlords are leaving the housing market at an accelerated pace driven by rising costs, tax changes, ageing landlord demographics and forthcoming legislative changes under the Renters' Rights Act. A study by Savills and the London School of Economics³ found that the availability of private rented homes had dropped by 41%, with the steepest decline in larger properties. The contraction is most severe in the more affordable areas - Hillingdon is one of the most affordable London boroughs ranking 28th out of 33 boroughs.

If the private rented sector continues to shrink, the pressure on social housing, already severe, will continue to grow. However, not all types of landlords are in decline. Corporate landlords and institutional investors benefit from economies of scale, streamlined management, and lower financing costs, making them more resilient to economic and legislative pressures.

New arrivals from overseas

There has been a significant increase in the number of people claiming asylum and action to speed up applications and reduce use of hotels has meant additional pressures for homelessness services.

There has been higher migration for humanitarian reasons via bespoke schemes such as those for Ukrainians and Afghans. Chagossian families, that have a right under the Nationality and Borders Act 2022 to apply to be registered as British citizens have been arriving following the agreement that Diego Garcia will no longer remain a British Indian Ocean Territory.

Rough sleeping in Hillingdon

Hillingdon has a high number of rough sleepers compared to other London boroughs. During 2024/25 there were 793 CHAIN⁴ verified rough sleepers – 301 at Heathrow airport and 492 in the rest of the borough. The number at the airport is similar

to the previous year, but the number in the rest of the borough increased by 66%.

- 315 rough sleepers had a mental health support need,
- 145 had an alcohol related support need,
- 155 had a drugs related support need, and
- 217 had more than one of these needs.
- 17 were previously in the armed forces
- 86 had been in prison
- 21 had been in care

Although data is not available, we are aware that people from LGBTQ+ communities and those who are neuro-divergent are also disproportionately over-represented amongst rough sleepers.

We have a growing cohort of people facing homelessness and rough sleeping after being moved on from Home Office accommodation. An increasing number are becoming street homeless as the council struggles to meet statutory obligations amid funding shortfalls and rising demand.

³ [Supply of Private Rented Sector Accommodation in London](#)

⁴ CHAIN (Combined Homelessness and Information Network) is a multi-agency database recording

information about people sleeping rough and the wider street population in London.

Temporary Accommodation Reduction

Hillingdon Council already has in place a strategy to reduce temporary accommodation. The associated Delivery Plan has four workstreams:

- Increase prevention and reduce new temporary accommodation placements
- Increase access to alternative housing options
- Reduce cost of temporary accommodation
- Increase move-on into social housing

Review of Housing advice and Homelessness Service

- The Council's Cabinet has approved taking forward recommendations made by the Residents' Services Select Committee Review into the Council's Housing Advice and Homelessness Service. Recommendations are made in the following areas:
 - Enhancing Resident Experience

- Managing expectations and process efficiency
- Staff support & training
- Partnerships & collaboration

Stakeholder engagement – Emerging themes

Engagement with internal and external colleagues and partners in developing this consultation draft has been carried out. The following themes have been highlighted in these discussions:

- Prioritising prevention at an early stage.
- Integration of employment support with housing services.
- Addressing needs of some specific groups – including households: with an autistic member; under age 35; that are benefit capped, ex-offenders, that have no recourse to public funds, and victims of domestic abuse.
- Improved partnering including planning and coordination of services, data sharing and referral pathways.

- More joint training, protocols and communication channels with internal and external partners.
- Engagement wider range of voluntary and faith based organisations
- Ensure that residents are provided with information to enable them to make an informed choice about realistic, sustainable options. Unaffordable housing, especially for single adults combines with a reluctance to consider other locations.
- Capture learning from complaints and reviews.
- Structured approach to gathering resident feedback
- Framework to promote staff wellbeing and prevent burnout
- Increase accommodation options for both temporary and permanent housing across tenures. To include longer term leasing options. planned acquisitions and development

- Address concerns around the quality of accommodation and anti-social behaviour.
- Develop an engagement plan to build relationships with corporate landlords. Address concerns regarding S21 changes causing landlords to exit the market.
- Coordinate work to identify HMO landlords early and to work with them.
- Address concerns regarding increased numbers of predominantly single male asylum seekers/refugees and fairness of the particular pressure on Hillingdon.
- Lack of resources for non-priority need homelessness groups is impacting on rough sleeping.
- Need for mental health outreach services
- Consider how a Housing First model could work in Hillingdon.
- Focus on service delivery to ensure professionalism, consistency and efficiency. Better collaboration between teams. Clear plans and guidelines. Clear governance and decision making structures.
- Need for a quality control and performance management culture.
- Develop existing work to enhance data capabilities and allow for access to data on demand. Explore opportunities for use of AI in service delivery.

The data gathered during our Homelessness Review, existing plans and the feedback from internal and external colleagues and partners has helped to inform our proposed priorities and goals.

More detailed action plans to deliver the Homelessness Strategy will be prepared on an annual basis.

Key Stats



305,900

Population in Hillingdon increased by 7.5% from 273,900 in 2011 to 305,900 in 2021. This compares to a London average of 7.7% and England average of 6.6%.



23.4%

Households with a couple and dependent children rose from 22.2% in 2011 to 23.4% in 2021. Lone parent households fell slightly from 12.8% to 12.7%.



33.3%

In 2021, 33.3% of residents identified as Asian; 48.2% White; 7.8% Black; 6.3% Other.



25.9%

Hillingdon saw a rise in privately rented homes from 18.1% in 2011 to 25.9% in 2021.



14.4%

In 2021, 14.4% identified as Muslim; 39% Christian; 19.4% no religion; 10.8% Hindu; 8.6% Sikh.



£481,197

Average house price in Hillingdon rose 38% from £347,828 in 2015 to £481,197 in 2025.



3,226

In April 2025, there were 3,226 households on the housing register.



129%

Homeless approaches increased by 129% from 3,198 in 2021/22 to 7,306 in 2024/25.



1,537

Households in temporary accommodation rose from 485 in 2020 to 1,537 in 2024.



0

Zero households with dependent children in non-self-contained B&Bs at end of March 2025.



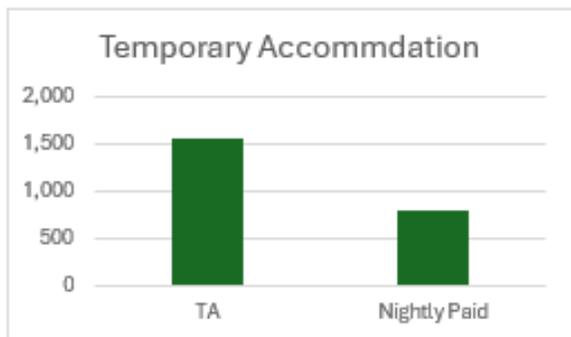
96%

New social lettings increased by 96% from 290 in 2020/21 to 569 in 2023/24.



£1,526

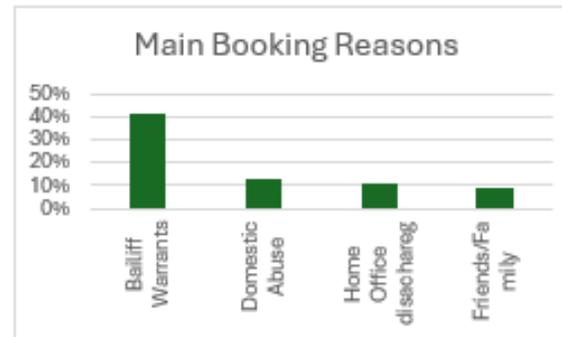
Average monthly private rent in Hillingdon was £1,526 in May 2025.



On 1 April 2025 there were 1,562 households in temporary accommodation (TA), an increase of 36% compared to the previous year. Of these 796 were in nightly paid



Bookings into nightly paid accommodation between April 2025 and March 2026 totalled 740. This is 8% more than the previous year.

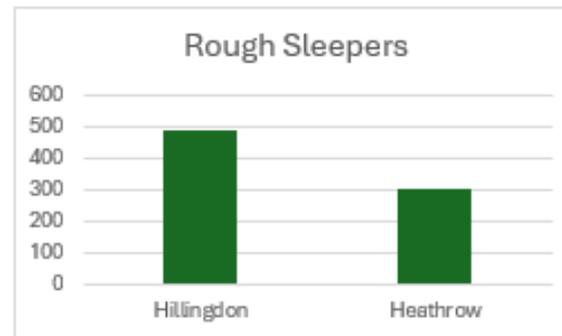
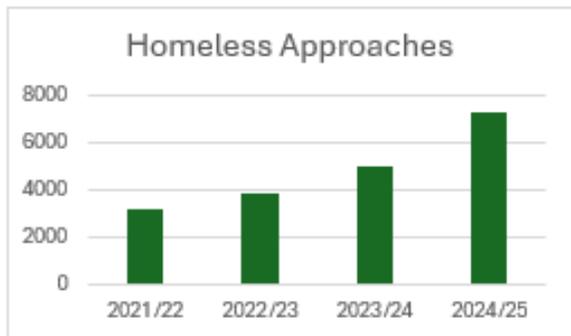


Bailiff warrants for private sector evictions are by far the most prominent reason for bookings into nightly paid accommodation

Homeless Approaches have seen a steady increase for the past four years and there is an expectation it will continue to rise in 2025/26

3,194 households on Hillingdon Housing Register 895 of those registered were homeless households (29% 1 bed need, 34% 2 bed, 26% 3 bed & 11% 4 bed or more).

CHAIN data for rough sleepers shows a total of 793 individuals were recorded as sleeping rough in Hillingdon between 1 April 2024 and 31 March 2025



Strategic Priority 1: Resident focused homelessness services

We are committed to delivering homelessness services that are compassionate, empowering and responsive to the needs of our residents.

We believe that everyone deserves to be treated with dignity, to understand their rights and responsibilities, and to receive high quality support from well trained staff.

Hillingdon Council has adopted the following set of values to guide how we engage with our communities, our residents and each other.

Respect: Collaboration: Efficient: Integrity: Open and honest.

We will work to make sure that our staff working with homeless people and those threatened with homelessness embody these values and that they adopt an empathetic approach

Current service provision

Our Residents' Services Select Committee has undertaken a review of our Housing Advice and Homelessness Service. The primary aims were to identify ways to improve the experience of those presenting as homeless, better manage their expectations, enhance satisfaction, streamline processes and ultimately provide improved support to prevent homelessness. Key findings from the review included:

- The importance of prevention and early intervention in addressing homelessness.
- The need for improved communication and empathy from housing officers.
- The necessity for better systems and technology for case handovers.
- The challenges faced by victims of domestic abuse in accessing housing support.

This strategy will take forward the recommendations from the review which cover:

- Enhancing Resident Experience
- Managing Expectations and Process Efficiency
- Staff Support & Training
- Partnerships and Collaboration

Equalities and diversity

We are committed to promoting equality of opportunity, celebrating and valuing diversity, eliminating unlawful discrimination, harassment and victimisation, and promoting good relations.

Complaints

Our Corporate complaints policy and procedure enables complaints to be made quickly and easily 24 hours a day, seven days a week.

Complaints reports analyse complaints received across the council. It is however our intention to have a stronger framework in place, within homelessness services to ensure that learning from complaints and translating that learning into service

improvements is part of our standard practice.

Priority 1: Resident focussed homelessness services – Our Goals

Residents are clear about their rights and responsibilities and are respected, understood and supported

We will ensure that every resident who engages with our homelessness services feels heard, valued and informed. This means:

- **Communications:** We will review how we communicate with our residents to provide increased clarity in how homelessness services are delivered.
- **Residents' Charter:** We will develop a clear, accessible guide explaining each stage of the homelessness support process. This will set expectations, reduce confusion and address common questions.
- **Welcoming Environment:** We will reconfigure the Housing Reception to be more empathetic and welcoming.

- **Compassionate Response:** All staff engaging with homeless or potentially homeless households will receive training in trauma-informed and empathetic communication, enabling them to recognise vulnerability, reduce stigma, and provide a respectful, person-centred service at every point of contact.
- **Efficient Appointments:** We will improve appointment systems by exploring automated text reminders and a self-check-in system at reception. These changes are intended to reduce missed appointments and improve flow through the service.
- **Quality assurance:** We will adopt quality control standards and procedures to continuously monitor service delivery.
- **Feedback Mechanisms:** We will gather resident feedback on an ongoing basis to inform service improvements and we will promote co-production opportunities.
- **Complaints:** We will strengthen our complaints process, ensuring residents know how to raise concerns and that we have mechanisms to learn from complaints and reviews to improve services.

- **Document Review:** We will continue to update resident facing materials to ensure clarity and understanding.

Staff are equipped to provide excellent services

We will invest in our workforce to ensure that they are confident, capable and supported to deliver high- quality, person-centred and trauma informed services. This includes:

- **Training and Development:** We will deliver joint training with partners, including trauma informed approaches, safeguarding and legal duties.
- **Supervision and Wellbeing:** All staff will receive regular casework supervision and will have access to tools and policies that support mental health and burnout.
- **Learning Culture:** We will create a learning environment to share good practice and promote continuous improvement.
- **Professionalism and Consistency:** We will embed clear service standards, protocols and guidelines to ensure consistent delivery.

- **Triage:** Strengthen triage and follow up processes to minimise repeat presentations and prevent premature case closure.
- **Duty to Refer:** Use the process to maintain engagement with referral agencies for longer periods of time.
- **Effective Case Management:** We aim to make sure that every homeless applicant will have a named case worker. We will actively communicate to provide advice and assistance throughout.
- **Staff Voice:** We will actively promote staff involvement in service design. This will include creating a forum for staff to participate and encouraging use of the suggestion box system for ideas to improve service efficiency and resident experience.

Strengthening Partnerships

We recognise that homelessness cannot be tackled in isolation. Our partners play a vital role in supporting residents and delivering joined-up services. We are committed to strengthening these relationships through meaningful engagement, shared planning and clear coordination. We will:

- **Recognise and Value Contributions:** Acknowledge the expertise, resources, and commitment that partners bring to supporting residents, and celebrate collaborative successes.
- **Shared protocols and integrated systems:** We will ensure working processes are in place across partners to ensure timely and appropriate support for residents, reducing duplication and improving outcomes.
- **Referrals across departments:** A streamlined referral system will be implemented to improve coordination between housing, children's services, adult social care, public health, and voluntary sector partners.
- **Engage Actively:** Facilitate regular meetings, forums, and joint planning sessions with internal and external partners to share updates, align priorities, and build trust.
- **Coordinate Activities:** Improve planning and coordination of services to reduce duplication, close gaps, and ensure residents receive timely, holistic support.
- **Forward Planning:** Work with partners to anticipate future challenges, plan

strategically, and respond proactively to emerging needs.

- **Longer-Term Commissioning:** Where possible, we will move toward longer-term contracts with voluntary and community sector partners, underpinned by clear outcomes, performance indicators, and robust monitoring arrangements. This will support service continuity, innovation, and stronger relationships.
- **Shared Learning and Development:** Promote joint training, peer learning, and shared resources to build capacity and consistency across organisations.

Outcomes for residents

- Residents feel respected, heard, understood and supported throughout their homelessness journey leading to higher satisfaction with the service and staff interactions.
- Residents understand their rights, responsibilities and what to expect at each stage and they receive timely updates and reminders reducing missed appointments and delays.

- Improved support for complex needs including mental health and substance misuse.
- Services are inclusive and accessible. Residents with language barriers or additional needs can access services equitably and residents are able to provide feedback on services received.
- Residents are supported by well-trained empathetic staff and benefit from coordinated support across council and partner services.
- Residents build resilience and independence
- Regularly updated Personal Housing Plans
- Improved referral and partnership data
- Reduction in complaints and improved resolution times
- Positive outcomes in homelessness prevention and sustained tenancies
- Delivery against commissioned service outcomes and KPIs

Key Performance Targets

- Number of Stage 1 and Stage 2 complaints and resolution time.
- Number/percentage of reviews upheld
- Number/percentage of triage cases over 14 days
- Number/percentage of relief duty cases over 56 days
- Number/percentage of cases with a Personal Housing Plan
- Annual Personal Housing Plan review for main duty cases

Measuring Success

We will monitor progress through:

- A "One Council" approach to cross-departmental collaboration
- Resident satisfaction and feedback mechanisms
- Staff training uptake
- Joint training manuals developed and disseminated across housing and social care
- Staff satisfaction and wellbeing surveys
- Quality assurance and case audit outcomes

Strategic Priority 2: Early and sustained prevention of homelessness

The best way to reduce homelessness is to prevent it happening in the first place.

Hillingdon's approach to homelessness is rooted in early intervention, targeted support, and sustained tenancy

outcomes.

We provide signposting information on our website for residents in housing need who are able to self-help and also provide residents with tailored advice and information to empower them to make informed decisions about their housing options.

We aim in particular to target upstream preventative measures to achieve most impact. This includes prevention activity designed to address the main causes of

homelessness and to address the needs of particular groups of residents.

Private rented sector evictions are by far the most frequent reason for households in Hillingdon to become homeless and require temporary accommodation. We want to make sure all avenues to relieve the threat of homelessness are available as soon as our service becomes aware of the threat. This can include working with the current landlord, investigating benefit issues, and helping to locate alternative accommodation. We will track success in preventing homelessness for this reason through the numbers of prevention versus the number of relief duties and how those duties are ended.

The changes being brought forward by the Renters' Rights Act will have significant impacts for Housing Advice and Homelessness Officers. The nature of approaches is likely to change. Without the availability of Section 21 evictions use of other grounds will become more likely and there may also be an increase in illegal evictions.

Current Service Provision

- The Homelessness Team works collaboratively with applicants, their support networks—including family and friends—and landlords to offer guidance and assistance aimed at preventing homelessness and maintaining tenancies where appropriate.
- We work in close partnership with hospital discharge teams to ensure appropriate support is in place for individuals transitioning from hospital into the community.
- We work in close partnership with relevant agencies to prevent and address domestic abuse. This includes funding the Sanctuary Scheme, which enables victims to remain safely in their own homes. Additionally, we are actively progressing towards achieving Domestic Abuse Housing Alliance (DAHA) accreditation
- Housing staff actively participate in a range of multi-agency forums, including the Multi-Agency Risk Assessment Conference (MARAC), which coordinates risk management strategies for victims and survivors identified as being at the

Hillingdon Homelessness and Rough Sleeping Strategy 2026 to 2030

highest risk of harm due to domestic abuse.

- The Housing Protocol for Care Leavers has been updated and includes direct offers of accommodation as well the implementation of a panel to determine best course of action.
- Hillingdon has established a Single Homelessness and Rough Sleepers Group that includes Public Health, CNWL NHS Trust, ARCH, social care colleagues and other partners. This multi-agency forum coordinates responses to complex cases and ensures wraparound support. We successfully secured funding for the Accommodation for Ex-Offenders (AfEO) scheme. Through this programme, we work collaboratively with partners to support individuals with offending histories who are at risk of homelessness, helping them access suitable accommodation with a strong focus on tenancy sustainment.

Universal Advice – Targeted Advice

Hillingdon’s homelessness services provide both universal and targeted advice. Universal advice is delivered through the Housing

Needs and Homelessness Service, including triage, reception, and online resources.

However, targeted advice is increasingly prioritised for high-risk groups such as care leavers, asylum seekers/refugees, victims of domestic abuse, and those with complex support needs. The P3 service for young people and the tailored Personal Housing Plans are examples of targeted interventions. The Council is exploring digital tools to help residents self-assess eligibility and receive tailored guidance earlier in their journey.

Homeless Prevention Fund

A dedicated Homeless Prevention Fund is being reviewed to support upstream interventions. This includes financial incentives to retain tenancies, prevent family evictions, and support “Find Your Own” schemes. The fund will be used flexibly to reduce new placements into temporary accommodation and support sustainable housing outcomes. Staff are encouraged to use the fund proactively, and a consistent framework is being developed to ensure equitable access and impact tracking.

Joint Working with Social Care – Pipeline for Care Leavers

Joint working with Children’s Services is being strengthened to improve housing pathways for care leavers. The review highlights the need for clearer protocols, better communication, and earlier planning. The Council is working to embed housing officers within social care teams and develop a shared pipeline of supported and general needs accommodation. Partnerships with P3 and YMCA are key components of this pathway, offering tailored support and transitional housing.

Links with Social Care, Health Services, and Public Health

Hillingdon has established a Single Homelessness and Rough Sleepers Group that includes Public Health, CNWL NHS Trust, ARCH, and social care colleagues. This multi-agency forum coordinates responses to complex cases and ensures wraparound support. Public Health leads on the Rough Sleeping Drug and Alcohol Treatment Grant, and a Hospital Discharge Officer has been appointed to improve transitions from

hospital to housing. The Council is also working to align with national safeguarding guidance and improve data sharing across services.

Sustaining Tenancies – Support

Tenancy sustainment is a core focus of the strategy, particularly for households in temporary accommodation and those rehoused via PRS or social housing. Support includes floating support services (e.g. P3), tenancy support, and integration with employment and financial advice. The Council constantly reviews its Discretionary Housing Payment process to better support households at risk of arrears and subsequent eviction. Trinity's shared housing model and YMCA's keywork system are examples of tenancy sustainment in action helping prepare for longer term solutions.

Hospitals – Protocols

Protocols are being developed to improve hospital discharge processes. A dedicated Hospital Discharge Officer is now in post, working with Hillingdon Hospital and CNWL to ensure timely and appropriate housing solutions. The aim is to prevent discharge

into homelessness and reduce repeat admissions. The Council is exploring joint training and referral pathways with health services to embed housing considerations into discharge planning.

Prison / Probation – Protocols

We will be looking at stronger protocols with probation and prison services. A significant number of rough sleepers have a history of custody, and ex-offenders face barriers in accessing housing. The Council is working to improve referral pathways, engage landlords, and develop supported housing options. Trinity and Olympic House provide accommodation for ex-offenders, and the Council is exploring Housing First models for those with multiple support needs.

Asylum seekers/refugees – early work in the hotels

Hillingdon has the highest concentration of asylum seekers/refugees in contingency hotel accommodation in London. A specialist asylum team works with NASS applicants before and after status decisions to prevent homelessness. Early engagement includes housing advice, reconnection

planning, and coordination with Heathrow Travel Care. The Council is advocating for fairer funding and national dispersal to reduce local pressures. Rough sleeping among asylum seekers/refugees is rising, and targeted outreach is being expanded.

Strategic Priority 2: Early and sustained prevention of homelessness – Our Goals

Improve Access to Early Advice and Intervention

- **Universal advice:** We will deliver universal advice through triage, reception, and online resources.
- **Targeted advice:** This will be expanded for high-risk groups including care leavers, asylum seekers/refugees, victims of domestic abuse, and those with complex needs.
- **Tailored response to high volume presentations:** We will focus on ensuring effective and consistent responses where homelessness is related to PRS evictions, family or friend evictions or other prominent reasons for homelessness.

- **Readiness for Renters Rights legislation:** Preparation for the Act's implementation will include developing our understanding of the likely impacts and available tools. Staff will receive comprehensive training and work will be cross service to coordinate the work of Homelessness Prevention with Private Sector Enforcement.
- **Digital tools:** Enhancements will enable residents to self-assess and to receive tailored guidance earlier.

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Joint working with Children's Services: We will strengthen our working arrangements to improve housing pathways for care leavers, including linking housing officers with colleagues in Children's Services and developing shared accommodation pipelines.

Strengthen Financial and Multi-Agency Support to Prevent Homelessness

- **Homeless Prevention Fund:** We will review and promote proactive use of the Homeless Prevention Fund to retain tenancies and prevent family evictions.

- **Coordinate wraparound support:** through the Single Homelessness and Rough Sleepers Group, involving Public Health, CNWL NHS Trust, ARCH, and social care.
- **Hospital discharge protocols:** Housing considerations will be embedded into protocols, supported by a dedicated Hospital Discharge Officer.
- **Prison and probation services:** We will develop stronger protocols with prison and probation services to support ex-offenders into housing.

Support Tenancy Sustainment and Long-Term Housing Stability

- **Floating support:** We will continue to provide floating support and tenancy management services through partners such as P3 and YMCA and our own inhouse services.
- **Employment and financial advice:** We will engage employment support and financial support with housing services to promote long-term stability.
- **Discretionary Housing Payments:** The process for making discretionary housing payments will be kept under review to better support households at risk.

- **Preparation for independent living:** We will promote innovative models such as Trinity's shared housing coaching and YMCA's keyworker system to prepare residents for independent living.

Outcomes for residents

- Improved Access to Early Advice and Intervention
- Strengthened Financial and Multi-Agency Support
- Enhanced Tenancy Sustainment and Long-Term Stability

Measuring Success

- Publication of a supported housing needs assessment and strategy
- Establishment of a Homelessness Forum to support coordinated and effective partnership working
- Achievement of Domestic Abuse Housing Alliance (DAHA) accreditation
- Increasing the proportion of cases addressed at the prevention stage rather than at the relief stage
- Proportion of prevention and relief cases resulting in a successful outcome

- Increased move-on for individuals to independent living

Key Performance Targets

- Percentage of homelessness cases owed a prevention duty at initial assessment
- Number/percentage of repeat applications in 12 months
- Percentage of all duties owed where homelessness was prevented or relieved
- Number of cases referred via Duty to Refer

Strategic Priority 3:

Support access to safe, suitable, sustainable accommodation

Vastly increasing the supply of settled accommodation available for homeless households is imperative to reduce the number of households currently living in nightly paid temporary accommodation.

London is at the centre of a homelessness crisis with high levels of homelessness demand and supply pressures in both social and private rented sectors, record numbers of homeless households are in temporary

accommodation, more than half of them in London.

Housing supply is about more than numbers. We aim for suitable and sustainable placements. Safety and compliance are important to us across sectors and tenures, including in temporary accommodation.

Private Rented Sector Pressures

Incremental reform of the private rented sector has led to significant churn, with small-scale landlords exiting the market and rental stock becoming increasingly concentrated among professional landlords with larger portfolios.

These landlords are more likely to offer settled, good quality homes, but are current incentives are not structured to attract long term landlords and investors.

In London, private rented sector availability has dropped by 41% since 2017, with the steepest decline in larger properties.

Demand for private sector housing remains high. During 2024/25, Hillingdon's average rent reached £1,423 – a 12% increase year on year.

The gap between average rents and the amount that can be covered by benefits ranged from an average £223 for 1 bedroom property to an average £788 for a 4 bedroom property in mid-2024

Temporary Accommodation Pressures

In Hillingdon, there are in the region of 1,500 households in temporary accommodation. Over time the proportion of insecure nightly paid accommodation has increased and now makes up more than half of temporary accommodation used.

We do not have any households with children in non- self-contained temporary accommodation and are committed to maintaining this.

Temporary accommodation can have wide-ranging negative impacts for those living in it,

including worse outcomes for health, education and employment. It is also an unsustainable cost pressure for the council.

Our Temporary Accommodation Strategy includes measures aimed at increasing prevention activity and keeping the cost of temporary accommodation secured as low as possible.

We are transitioning our temporary accommodation supply towards that which is council owned or leased over a longer period to bring greater stability and reduce costs.

The strategy also needs to address the shortage of supply of homes to meet housing demand.

Homelessness Accommodation Demand

The number of homeless families needing to be housed during the course of a year 2025/26 is estimated at 674, and this is anticipated to increase by a further 10% to 741 in 2026/27. Some of these households will find their own solution, but we forecast that 628 will require accommodation in either the social or private rented sector Our

aim is to eliminate the use of nightly paid accommodation and for housing supply to keep pace with new demand from homeless households.

To do this, in addition to meeting the demand arising during the year, settled accommodation is also needed for the currently 800+ households in nightly paid temporary accommodation.

This is demand from homelessness households only and demand from other residents is additional to this.

We need to increase supply significantly, particularly private sector supply, but also social sector supply in order to meet demand. We need to frontload meeting this demand as much as possible to achieve a rapid impact.

Social Housing Supply

Hillingdon Council owns approximately 10,000 homes for social renting and there are a further roughly 8,000 homes owned by Private Registered Providers (mainly Housing Associations) in the borough.

During 2024/25 there were 690 social housing lettings of which 383 went to homeless households. This includes both re-lets of current social homes as they become vacant and through lettings of additional stock from new development and acquisitions of existing properties.

Our target is for 500 social housing lettings to homeless households during 2025/26. This will be achieved mostly through a marked increase in acquisitions and new house building.

An increased proportion of lettings will go to homeless households, and we will engage with Housing Associations working in the borough to also maximise social lettings within their housing stock.

We will also consider including quotas for young people, vulnerable adults and single homeless in an annual lettings plan.

Making best use of our existing homes

We have a number of workstreams that are focused on using our existing council properties to better meet housing need. These include:

- Tackling Fraud – Our Counter Fraud team are active in recovering social housing properties that have been fraudulently let and in identifying when temporary accommodation is not being used as arranged for homeless households
 - A cash incentive scheme provides incentives for existing tenants to purchase alternative properties, freeing homes for those in need.
 - We have an active extension programme which modifies suitable void properties to create much needed larger homes.
- A Home Release Downsizer programme includes incentives for tenants to move to smaller properties and release family homes.

The council uses some of its own housing stock for temporary accommodation. Where appropriate we will consider making settled offers in the existing homes.

Property Acquisitions

During 2024/25 there were 228 property acquisitions completed, some, but not all of which were let to homeless households.

More than half of the acquisitions were studios and 1 bedroom properties; 2 and 3 bedroom properties made up 20% each and 4 bedroom properties accounted for 4% of acquisitions.

The acquisitions included a pilot programme with a company to purchase and refurbish 20 properties on our behalf. This programme has now been extended to purchase an additional 200 properties. The contract runs for 2 years, but the aim is for all of the properties to be purchased in the first year.

We also have an in-house team that is continuing to purchase additional homes. The Single Homeless Accommodation Programme (SHAP) accounted for 10 of the properties purchased in 2024/25 and the Local Authority Housing Fund (LAHF) accounted for 16 purchases in 2024/25 and will provide grant funding towards the purchase of a further 19 properties in 2025/26.

For 2025/26 we have a target for 300 acquisitions to be completed in total.

By focusing activity on property purchase we will be able to bring additional properties on

stream quickly. In future years the balance of acquisition to new build will switch further in favour of new build.

New Housing Development

During 2024/25 the combined number of newly built properties for Social or London Affordable Rent was 176. Of these 19% had 1 bedroom, 69% had 2 bedrooms, 9% had 3 bedrooms and just 3% had 4 bedrooms.

For 2025/26 the projected number of newly developed properties for Social or London Affordable rent is increased by 36% to 239. The new development is still weighted towards smaller properties, but a healthier proportion of 3 bedroom homes is included and a slight increase in the proportion of 4 bedroom homes. 36% have 1 bedroom, 35% have 2 bedrooms, 25% have 3 bedrooms and 4% have 4 bedrooms.

Private Rented Sector

We aim to increase private sector supply for both settled housing and to provide temporary accommodation.

Leasing Programme

The Council is transitioning from a temporary accommodation portfolio significantly reliant on insecure, expensive nightly paid accommodation to a more secure and cost effective, leased based portfolio.

Longer term leases for a minimum of 10 years and one day are being secured and held within the Housing Revenue Account.

We are exploring the option to transfer existing leased properties used for temporary accommodation to Hillingdon First or the Housing Revenue Account. This will allow increased funds to be reclaimed via government subsidy.

This will ensure due diligence and full evaluations of any future leasing arrangements.

Settled housing in the Private Rented Sector

We will continue to engage with private sector landlords to ensure a good working relationship with them and to understand how best we can attract landlords to provide homes for our homeless residents.

Our most recent Landlord Forum was successfully held in July 2025. We aim to hold forums on an annual basis at a minimum. It provides a networking opportunity to explore working relationships and new supply opportunities and to keep landlords up to date with changes to legislation, policy etc.

Our offer to landlords including incentives is kept regularly under review and other initiatives, such as insurance and bonds are being explored.

We will actively engage larger landlords and investors to understand what is needed for them to be able to operate in Hillingdon and meet our housing needs.

We will explore the opportunity of becoming a direct provider of PRS through Hillingdon First or a similar entity and will review our Allocations Policy to include enhancements for residents who secure their own PRS from temporary accommodation.

We will review temporary accommodation rents so that they are more into line with those charged in the private rented sector.

The disparity between rents acts as a disincentive to move-on.

Standards in the Private Rented Sector

We are committed to ensuring a good quality accommodation in the private rented sector and supporting our resident to find their own homes

All temporary accommodation is subject to routine inspections. We aim to increase the regularity of inspections. Ideally these would happen at least once a year.

We carry out or arrange for inspections for properties that we lease or offer incentives for.

The physical standards in temporary accommodation should be comparable to those in the general council housing stock. The homes should be free from damp and mould or major hazards and repairs should be carried out in set timescales.

Supported Housing

Supported housing is an important part of our supply for single homeless people. This is provided in properties leased from private sector landlords by Trinity and dwellings in

Ventura House provided by YMCA. (See Priority 4: Housing Pathways for Single Homeless and Rough Sleepers).

Temporary Accommodation

An HRA Capital funded lodge acquisition programme is under consideration to acquire 100 units of temporary accommodation. These will be hostel-like units, such as HMOs, decommissioned care homes and hotels. This will deliver improved temporary accommodation property and management standards and reduced costs.

Strategic Priority 3: Support Access to Safe, Suitable, Sustainable Accommodation – Our Goals

Increase Access to Safe, Suitable and Sustainable Housing

- Develop a homelessness accommodation pipeline plan
- Maximise use of council-owned assets for homelessness provision

- Address HMO quality and regulation through licensing schemes and inspections
- Develop an assurance framework for safety compliance and standards of housing provided across housing tenures and including temporary housing.
- Review and update the existing policy for temporary accommodation and private rented sector offers.
- Maximise use of existing council housing stock through:
 - Fraud recovery
 - Promoting downsizing
 - Extension programme to create larger homes
 - Cash incentives to release properties

Reduce Reliance on Emergency Housing

- Increase supply of temporary and supported accommodation
- Continue to develop relationships with individual private sector landlords to reduce the number of properties let on a nightly basis and maximise settled housing opportunities

- Engage with landlords to share understanding regarding responsibilities under Renters’ Rights Act and opportunities that this may create for greater partnering.
- Strengthen partnerships with housing associations and larger private sector housing providers

Improve Pathways to Settled Housing

- Secure move-on options through collaboration with housing providers
- Promote tenancy sustainment and support services
- Monitor and evaluate transition outcomes to inform future planning

Outcomes for Residents

- Residents have timely access to safe, suitable and stable accommodation
- Fewer residents are placed in emergency housing
- Residents experience smoother transitions from temporary to permanent housing
- Accommodation meets the needs of different household types

Key Performance Targets

- Households with children in temporary accommodation
- Number of families in B&B for over 6 weeks
- Percentage of temporary accommodation with valid compliance
- Annual TA inspection
- Number/percentage of all duties owed where homelessness was prevented or relieved via private rented sector access
- Number/percentage of main duty cases ended via acceptance of a private rented sector offer
- Number/percentage of main duty cases ended via acceptance of a social rented sector offer

Strategic Priority 4: Targeted housing pathways for single homeless, rough sleepers and other groups

**Sleeping rough can have serious
and lasting impacts on both
physical and mental health.**

**Where instances do occur, we
are committed to ensuring they
are rare, short-lived, and not
repeated.**

High numbers of asylum seekers are currently placed by the Home Office near to Heathrow airport and the Council is also seeing significant number of families arrive from the Chagos Islands via Heathrow Airport seeking housing support.

We remain committed to working collaboratively with both commissioned and non-commissioned services to support individuals sleeping rough, ensuring they are assisted off the streets as swiftly and sustainably as possible.

In 2024/25, Thames Reach Hillingdon Street Outreach team, has supported 793 individuals who have been bedded down and sleeping rough in Hillingdon. 492 have been seen in Hillingdon borough and 301 at Heathrow airport. Of these, 16% were female and the vast majority were male. 3 were noted as not known. The number seen bedded down at the airport is 2% lower than in 2023/24, but the number in Hillingdon borough increased by 66%. Anecdotally, the number of rough sleepers made up of asylum seekers/refugees has increased. Numbers of rough sleepers increased with each consecutive quarter of 2024/25.

The proportion of rough sleepers from EEA European countries declined between 2021/22 and 2024/25, while those from African nations increased. While the 26 to 35

age range consistently has the highest number of rough sleepers, over the last couple of years there has been an increase in younger rough sleepers aged 18 to 25. The number of individuals seen sleeping rough on multiple occasions rose significantly between 2023/24 and 2024/25, highlighting a growing issue of entrenched or repeat homelessness in the borough.

The following tables show the support needs of roughs sleepers and if there is an institutional or armed forces history. There is a mental health support need for 43% of rough sleepers at Heathrow and 38% of rough sleepers in the rest of the borough. Support needs related to alcohol are more prevalent than for drugs at Heathrow but a support need for drugs is more prevalent than for alcohol in the rest of the borough.

Support needs 2024/25	Heathrow	Rest of Hillingdon
Mental Health	128	187
Alcohol	49	96
Drugs	34	106
More than one of alcohol,	49	106

drugs and mental health		
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Institutional & Armed Forces history 2024/25	Heathrow	Rest of Hillingdon
Armed forces	16	12
Prison	43	86
Care history	9	21

Total rough sleepers	301	492
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Page 72 **Current Service Provision**

- Voluntary and community sector (VCS) organisations are encouraged to engage with residents through community-based projects, fostering a sense of belonging and connection to the local area.
- Thames Reach is commissioned to deliver a borough-wide rough sleeping outreach service, operating up to seven days a week. The team provides direct support to individuals found sleeping rough, including those with restricted eligibility, with the aim of helping them

exit street homelessness as swiftly and sustainably as possible.

- Heathrow Travel Care (HTC) is a social work team based at the airport. Their purpose is to assess, advise and assist anyone in potential difficulty at the airport and this includes working with rough sleepers. HTC is part funded by the Council.
- Hillingdon offers dedicated accommodation for rough sleepers at Olympic House, comprising 33 supported beds and including 5 emergency bed spaces and 5 bedspaces for individuals without recourse to public funds. The service is delivered in partnership with Trinity who provide tailored support to help residents access education, training, employment opportunities, private rented accommodation, and immigration advice where appropriate.
- Additional services, including ARCH and Central and North West London NHS Foundation Trust (CNWL), attend Olympic House regularly to provide specialist support. Their involvement helps improve outcomes by supporting

individuals to remain off the streets and prepare for move-on accommodation.

- Funding was successfully secured through the Rough Sleeping Drug and Alcohol Treatment Grant (RSDATG), provided by the Office for Health Improvement and Disparities (OHID). This funding enables targeted support for individuals who are rough sleeping or at risk of doing so, helping them to access substance misuse treatment and wider health services.
- Single Homelessness Accommodation Programme (SHAP) delivered supported housing for young people aged 18-25 at risk of homelessness. The scheme enabled Hillingdon to provide 20 single-person units across 10 properties, combining stable housing with tailored support to help people move on and rebuild their lives.
- We successfully secured grant funding through the Accommodation for Ex-Offenders (AfEO) scheme, enabling us to work in partnership with key agencies to support individuals leaving custody who may be at risk of homelessness. The programme aims to provide stable

accommodation and tailored support to reduce reoffending and promote successful reintegration into the community.

- Trinity Shared Supported Housing: Trinity help to unblock the shortage of housing for single people by making it accessible through creating shared housing in the Private Rented Sector without the need for employment, deposits or credit history. The council has 100% nomination rights to the accommodation. As at September 2025 they were 195 bedspaces.

Riverside Hotel is owned by Trinity and provides 41 self-contained affordable apartments. These units are designed to support low-income households, especially those who have experienced homelessness or social exclusion. The development is part of a move-on accommodation strategy, helping individuals transition from shared housing to independent living.

- Trinity also currently supports 15 ex-rough sleepers via floating support in the community to ensure tenancy sustainment.
- We are committed to improving the welfare of asylum seekers/refugees and

supporting them wherever possible. Welfare bridging support has been established for families and individuals to help them settle into new accommodation and access services. We work with organisations from the voluntary sector to support asylum seekers/refugees.

- Housing support is being provided for those arriving from the Chagos islands via Heathrow, where they are eligible.

Strategic Priority 4: Targeted housing pathways for single homeless, rough sleepers and other groups – Our Goals

Build Clear and Sustainable Housing Pathways

- **Robust Pathways:** We are committed to establishing and maintaining clear, robust pathways and processes that effectively support individuals to move away from rough sleeping and into sustainable accommodation.
- **Pathways for new arrivals:** Housing options for those recently arrived in the country take account of eligibility and the

cost of accommodation.

Accommodation is in short supply and options in other areas are part of our considerations.

- **Shared accommodation:** We aim to increase our shared accommodation provisions for under-35s.
- **Targeted Supported Housing for 18-25s:** Create dedicated pathways into supported housing that reflect the transitional needs of young adults, including access to education, employment and mental health services.

In 2025/56, the most significant reason for loss of settled home among the group is being required to leave accommodation provided by the Home Office as asylum support, accounting for 30.6% of all cases. This is closely followed by situations where the family is no longer willing or able to accommodate the individual, which makes up 24.7% of the total.

Together, these two reasons represent over half of all cases, highlighting the critical impact of both institutional

transitions and family breakdowns on housing stability for young people.

- Safe Temporary Accommodation for Survivors of Domestic Abuse: a proposal is under consideration to acquire 30 units of accommodation for domestic abuse survivors which would provide improved property and management standards.
- **Benefit capped households:** Combine housing advice with employment and other support to expand the range of available options.
- **Hospital discharge:** A dedicated officer is working with hospital discharge teams to relieve pressure on bedspaces by assisting patients to return home or find alternative accommodation.

Strengthen Partnership and Outreach to Address Complex Needs

- **Partnership Working:** We will continue to work collaboratively with other London boroughs in partnership to provide coordinated support for individuals experiencing complex rough sleeping, ensuring a joined-up approach to addressing their needs.

- **Off-street transition:** We are committed to ongoing collaboration with both commissioned and non-commissioned services to support individuals experiencing rough sleeping, with the aim of helping them transition away from the streets and into stable accommodation with focused outreach.
- **Community Impact:** Provide clear information to residents on how to report concerns, engage in local solutions and understand the Council's enforcement powers in areas affected by rough sleeping.
- **Outreach Services:** Review our rough sleeping outreach service to ensure it remains responsive to the evolving needs and challenges within the borough, and continues to deliver effective, targeted support.
- **Public health related housing need:** Consider provision to meet the particular needs of some individuals where shared accommodation may not be appropriate e.g., those under treatment for tuberculosis or where there are specific high risk needs making shared schemes untenable.

Promote Recovery, Independence and Long-Term Stability

- **Health and wellbeing:** Focus on the health and wellbeing of individuals experiencing rough sleeping across all services, while also ensuring access to meaningful opportunities in education, training, and employment to support long-term recovery and independence.
- **Independent living:** We aim to empower individuals to progress positively in their lives by providing tailored support that enables a successful transition from supported accommodation into independent living.
- **Housing first:** Begins with a simple but powerful principle: a settled home. From that solid foundation, people can access the tailored, wraparound support they need to address deep rooted challenges. It is suitable for those with complex challenges and disadvantages requiring intense support like an adult social care intervention.

Outcomes for Residents

- More effective and joined-up support for individuals with complex needs
- Clearer and more accessible pathways
- Increased access to shared accommodation
- Successful transitions from street homelessness
- Dedicated supported housing for young people aged 18–25
- Access to Housing First placements for those with complex needs, offering stability and wraparound care.
- Tailored support for refugees and asylum seekers, ensuring smoother transitions from Home Office accommodation.

Measuring Success

- Identification and pursuit of new funding opportunities to support rough sleeping initiatives
- Number of individuals accessing support through the dedicated pathways
- Number of people supported into settled and secure accommodation
- Increase in the number of single homeless individuals placed into

sustainable accommodation, including Housing First and shared housing.

- Reduction in the number of individuals sleeping rough, as measured by CHAIN and local outreach data.
- Increased participation in training, education, and employment programmes among formerly homeless individuals.

Key Performance Targets

- Number of people sleeping rough on a single night
- Number of people sleeping rough over the month who are long-term rough sleepers
- Percentage of all duties owed where homelessness was prevented or relieved for those experiencing multiple disadvantages
- Percentage of all duties owed where homelessness was prevented or relieved for single people
- Percentage of all duties owed where homelessness was prevented or relieved for domestic abuse
- Percentage of all duties owed where homelessness was prevented or relieved for care experienced young people

Strategic Priority 5: Modern data led cost effective services

A desire to adopt a modern, intelligence-led approach that places data, digital innovation, and value for money at the heart of service design and delivery.

This priority recognises the need to improve operational efficiency, enhance decision-making, and ensure resources are targeted where they have the greatest impact. Predictive analytics, and performance monitoring, will allow the Council to strengthen its ability to respond to emerging trends, reduce reliance on costly temporary accommodation, and improve outcomes for residents.

One of the council’s ambitions is to be a digital-enabled, modern, well-run sustainable council with sound financial

management achieving positive outcomes for residents.

Our Digital Strategy sets out our vision to embrace technology to be efficient and make it easier for residents to use council services, including supporting those who are unable to use technology.

We aim to better understand our residents’ needs, through the smarter use of joined up data sets and for our workforce to be digitally skilled and equipped with the systems they need for their work and to put residents first.

Current Service Provision

- Temporary Accommodation costs, Private Rented Sector incentive payments, and acquisition programme spend are tracked against budget forecasts to ensure value for money.
- Hillingdon’s commissioned outreach team records rough sleeping data via the London-wide CHAIN system. Data quality is routinely monitored to ensure accuracy and track performance against targets. This enables the Council to identify trends and respond proactively.

- Homelessness Case Level Information Collection (H-CLIC) statistical returns are used to provide overview of key homelessness trends in the borough
- Online portal for creation and ongoing homelessness applications for resident and service to collaborate
- Data analytics supports corporate strategic planning and improved service outcomes with more targeted interventions.
- Referrals made under the Duty to Refer are made formally and properly recorded.

Strategic Priority 5: Modern data led cost effective services – Our Goals

Use Data to Drive Prevention and Early Intervention

- **Centralised Homelessness Dashboard:** A dashboard will be developed to provide real-time visibility of key metrics including case volumes, temporary accommodation usage, referral pathways, and service outcomes. The dashboard will support operational

oversight, strategic planning, and performance management across departments.

- **Data Collection Analysis:** A comprehensive review of data sources and collection methods, including from partner organisations, will be undertaken. This will incorporate equalities data.
- **Predictive Analytics:** Predictive analytics will be used to identify households at risk of homelessness earlier, enabling targeted interventions.
- **Data Modelling:** will support resource allocation, forecast demand, and inform commissioning decisions. This approach will reduce crisis presentations and improve long-term outcomes.

Embed Performance, Workforce and Service Quality Monitoring

- **Benchmarking:** Benchmarking against other London boroughs and national indicators will ensure services remain

competitive, efficient, and responsive. Comparative analysis will inform policy development, highlight areas for improvement, and support continuous learning.

- **Monitoring case volumes, staff burnout:** Regular monitoring of case volumes, staff caseloads, and wellbeing indicators will be embedded into service management. This will support workforce sustainability, reduce burnout, and maintain service quality.
- **Key metrics:** so as re-approach rates, resolution times, and resident satisfaction will be tracked.

Outcomes for Residents

- Earlier identification and prevention of homelessness.
- Reduced time spent in temporary accommodation.

- Enhanced resident experience through digital access and empathetic service delivery.
- Greater housing stability and reduced repeat homelessness.
- More equitable access to services for underrepresented groups.

Measuring Success

- Reduction in average case handling time
- Increase in resident engagement via online portals (e.g. appointment bookings, document uploads)
- Number of households identified as at-risk before crisis presentation
- Reduction in repeat homelessness cases
- Evidence of service redesign informed by benchmarking insights

Key Performance Targets

- Homelessness dashboard
- Quarterly publication of key performance indicators

Effective from:	2026		2030
Policy Owner:	Dan Kennedy – Corporate Director Residents Services		
Policy Author:	Debby Weller/Sachin Patel		
Approved by:			
Version Number:	V1		

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Homelessness and Rough Sleeping Review 2025

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No. 5

Executive Summary

Hillingdon faces rising homelessness demand, driven by affordability pressures, asylum dispersal, and private rental market contraction.

This review document considers the following to inform the development of our homelessness strategy:

- Current and future demand related to homelessness in Hillingdon.
- Existing prevention activity, accommodation, and support for homeless households.
- gaps and challenges in current homelessness services.

Key findings

Recent and future developments impacting on Homelessness and Rough Sleeping

- COVID-19 and resulting changes in responses to rough sleeping. This included 'Everyone In' and an increase in grant funding options for rough sleepers which aided development of our rough sleeping pathway.
- Changing working patterns with much more online and hybrid working.
- World affairs, increased migration and shifting public opinion and political scene. High numbers of asylum seekers and government speeding up of decision making with the aim to reduce use of hotels for migrants.
- Periods of increased inflation and interest rates, increasing unaffordability and wider sections of the population affected by homelessness.
- Widening gap between Local Housing Allowance and rental costs.
- Landlord rent increases, Section 21 evictions, and some exiting of the market particularly by landlords with small numbers of properties.
- Impact of the building safety agenda and social housing regulation on the balance of social housing provider investment going to existing homes rather than new provision.
- Change of government. Stated ambition for 1.5m homes and increase in social rented supply, but considerable challenges in delivering.
- Big increase in the numbers of homeless families in nightly paid temporary accommodation with associated costs and risks to council finances.
- Forthcoming licensing of supported housing.
- Renters' Rights Bill will bring major reforms to tenancy law—ending Section 21 evictions, introducing Decent Homes Standards (including Awaab's Law), capping rent increases, and launching a landlord ombudsman.
- The nature of the housing sector continues to evolve, with larger landlord portfolios in the private rented sector and an increasing presence of for profit providers in the social rented sector. More small landlords exiting the market.
- Advances in digital technology bringing both efficiencies and additional challenges around digital exclusion and potentially large changes associated with AI.

Homelessness and related data

England January to March 2025

- Initial assessments to determine whether a homelessness duty is owed were down 6.3% compared to the same quarter in 2024.
- Those owed a prevention duty were down 4.5%.
- Those homeless and owed a relief duty were down 7.1%.
- Those owed a main homelessness duty were down 7.9%.
- 131,140 households were in temporary accommodation on 31 March 2025, an increase of 11.8%.
- Households with children in temporary accommodation increased by 11.6%.
- Single households in temporary accommodation increased by 12%.
- 3,870 households with children were in non-self-contained accommodation, nightly paid accommodation; down 30.1% from 31 March 2024. 2,300 had been resident for more than 6 weeks, a 29% drop.
- The number of households in temporary accommodation is much higher in London than in other parts of the country.

Hillingdon data April 2024 to Mar 2025

- The number of households assessed as owed a prevention or relief duty during 2024/25 was 2053 (728 prevention 35%, 1325 relief 65%). Of these 1,381 had a household member with a support need.
- The ethnic profile of homeless applicants in Hillingdon shows a substantial overrepresentation of certain ethnic minority groups, particularly Black and 'Other' ethnic communities including Arab and other unspecified categories. White and Asian residents are underrepresented.
- Approaches by those threatened with homelessness in Hillingdon are on an upward trend. There were 7,306 approaches in 2024/25. The most common reasons for approach are family and friend evictions (63% singles, 37% families), private rented sector (PRS) S21 evictions (25% singles, 75% families), and ending of home office accommodation (81% singles, 19% families). These three reasons account for 58% of approaches. The number of approaches is expected to increase again in 2025/26.
- The number of households in nightly paid accommodation and the cost of that accommodation is increasing. This has become a significant financial issue for the Council and prompted the development of a dedicated action plan to reduce use of high cost provision.
- On 1 April 2025 there were 1,562 households in temporary accommodation (TA), an increase of 36% compared to the previous year. Of these 796 were in nightly paid accommodation, a 10% increase over the previous year. There were no households in non-self-contained nightly paid accommodation on or since 1 April 2025.
- Bookings into nightly paid accommodation between April 2025 and March 2026 totalled 740. This is 8% more than the previous year.
- Bailiff warrants for private sector evictions are by far the most prominent reason for bookings into nightly paid accommodation, accounting for 42% of all bookings in 2024/25. This rises to 58% of bookings for families requiring 3 bedrooms and 82% of bookings for those requiring 4 bedrooms or more. Other prominent reasons for bookings are domestic abuse (13%), ending of Home Office accommodation (11%), and friends and family evictions (9%). The most common booking reason for those needing a single bedroom was domestic abuse, accounting for 18% of bookings, followed by hospital discharge (14%) and bailiff warrant/PRS eviction, medical and, ending of Home Office accommodation (all 13%).

- The highest number of bookings was for households needing 2 bedrooms (269), followed by 1 bedroom (208), 3 bedrooms (198), and then 4 or more bedrooms (69).
- On 31 March 2025 there were 3,194 households on Hillingdon Housing Register (28% 1 bed need, 32% 2 bed, 29% 3 bed & 11% 4 bed or more).
- 895 of those registered were homeless households (29% 1 bed need, 34% 2 bed, 26% 3 bed & 11% 4 bed or more). The vast majority, 830, were owed the main homelessness duty. 46 were owed the relief duty and 19 the prevention duty.
- The main age groups of homeless households on the housing register are 25 to 44 (507) and 45-59 (248). These two groups account for 85% of applicants.
- Overcrowding is the most common cause for registration accounting for 38% of applicants compared to 29% homeless.
- CHAIN data for rough sleepers shows a total of 492 individuals were recorded as sleeping rough in Hillingdon between 1 April 2024 and 31 March 2025. When including figures from Heathrow, this number increases by a further 301 individuals, bringing the total to 793. This combined figure places Hillingdon above neighbouring boroughs such as Hounslow (336), Hammersmith & Fulham (439), Brent (551) and Ealing (723). Harrow recorded the lowest number of rough sleepers across West London, with 94 individuals during the same period.
- The number seen bedded down at the airport is 2% lower than in 2023/24, but the number in Hillingdon borough increased by 66%.
- The vast majority of rough sleepers in Hillingdon borough (excluding Heathrow) are male, 26 to 35 is the large age group. The main ethnic make-up is 33% White, 28% Asian or Asian British and 26% Black or Black British. The number seen rough sleeping on multiple occasions rose significantly between 2022/23 and 2023/24 and remained high in 2024/25, highlighting a growing issue of entrenched or repeat homelessness.
- During 2024/25 there were 187 rough sleepers in Hillingdon borough (excluding Heathrow) with a mental health support need, 106 with a drugs related support need and 96 alcohol. There were 49 rough sleepers with more than one support need and 121 with no alcohol, drugs or mental health support needs.
- The corresponding figures for Heathrow were: 128 rough sleepers at Heathrow with a mental health support need, 49 with an alcohol related support need and 49 drugs. There were 106 rough sleepers with more than one support need and 168 with no alcohol, drugs or mental health support needs.
- The proportion of female rough sleepers is much higher at Heathrow accounting for between 23% and 29% each year since 2020/21.
- Of the rough sleepers in Hillingdon borough in 2024/25 there were 9 people previously in the armed forces, 86 in prison and 21 care leavers. The corresponding numbers for Heathrow were 8 armed forces, 43 prison and 9 care leavers.
- Hillingdon has a 'Target Priority Group' of 19 complex and entrenched rough sleepers.
- We have a growing cohort of people facing homelessness and rough sleeping after being moved on from Home Office accommodation. Hillingdon has the highest concentration of asylum seekers in contingency hotel accommodation in any London borough. A growing number are becoming street homeless as the council struggles to meet statutory obligations amid funding shortfalls and rising demand.
- There is a generally upward trend in repossession across landlord types.
- Based on July 2024 to June 2025 average rental costs were between £224 more per month than Local Housing Allowance rates for a 1 bed roomed property to £788 more for a 4 bed roomed property.

- We estimate that there will be approximately 741 bookings into nightly paid temporary accommodation during 2026/27. To remove the need for nightly paid accommodation and keep pace with homelessness demand, it is estimated that we will need to source accommodation placements for around 628 of these bookings as some will make their own arrangements. We will also need find alternative accommodation for the 800+ households currently in nightly paid temporary accommodation.

Homelessness Challenges and Priorities

- A dedicated plan has been developed to reduce the number and cost of households placed in temporary accommodation. The following four workstreams are taking this work forward.
 - Increase prevention and reduce new temporary accommodation placements
 - Increase access to alternative housing options
 - Reduce the cost of temporary accommodation
 - Increase move-on into social housing
- The Council's Cabinet has approved taking forward recommendations made by the Residents' Services Select Committee Review into the Council's Housing Advice and Homelessness Service. Recommendations are made in the following areas:
 - Enhancing Resident Experience
 - Managing expectations and process efficiency
 - Staff support & training
 - Partnerships & collaboration
- Engagement with stakeholders in developing the strategy has covered a wide range of issues and recommendations. Key emerging themes are:
 - Prioritise preventative work to prevent homelessness at an early stage.
 - Improved partnering arrangements with better planning and coordination of services. Improved data sharing and referral pathways.
 - Engagement with wider range of voluntary and faith based organisations
 - A focus on service delivery to ensure professionalism, consistency and efficiency. Better collaboration between teams. Clear plans and guidelines. Clear governance and decision making structures.
 - Need for more joint training, protocols and communication channels with internal and external partners.
 - Further integration of employment support with housing services.
 - Need for a quality control and performance management culture along with a framework that promotes staff wellbeing and prevents burnout.
 - Concerns regarding increased numbers of asylum seekers and the fairness of pressure on Hillingdon in particular. A large proportion are single males and a lack of resources for this group, that does not have statutory priority need, is impacting on rough sleeping.
 - A need for mental health outreach services.

- Specific groups - Increase in households with an autistic member; housing options for those under 35 and for those who are benefit capped; reluctance of landlords to accept ex-offenders, solutions for those without recourse to public funds; increased domestic abuse presentations.
- Further develop existing work to enhance data capabilities and allow for access to data on demand. Explore opportunities for use of AI to assist in service delivery.
- Focus on increasing accommodation options for both temporary and permanent housing across tenures. To include longer term leasing options and a planned acquisitions and development programme with a key focus on reducing TA volumes and costs.
- Building corporate landlord relationships, concerns regarding S21 changes causing landlords to exit the market. Engagement plan for landlords; coordination to identify HMO landlords early and to work with them.
- Unaffordable housing options, especially for single adults combine with a reluctance to consider other geographical areas. Need to ensure that residents are provided with information to enable them to make an informed choice about realistic, sustainable options.
- Concerns around the quality of accommodation and anti-social behaviour.
- Mechanism to monitor and capture learning from complaints and reviews. Structured approach to gathering resident feedback.
- Consideration should be given to see how a Housing First model could potentially work in Hillingdon.

1. Introduction

The homelessness review is about understanding the picture related to homelessness in Hillingdon. Its purpose is to determine the extent to which the population in the district is homeless or at risk of becoming homeless, assess the likely extent in the future, identify what is currently being done and by whom, and identify what resources are available, to prevent and tackle homelessness.

The Homelessness code of guidance for local authorities requires that the review of homelessness includes:

- (a) The levels and likely future levels of homelessness in the borough;
- (b) The activities which are carried out for any of the following purposes (or which contribute to achieving any of them):
 - I. Preventing homelessness in the borough
 - II. Securing that accommodation is available for people in the district who are or may become homeless; and
 - III. Providing support for people in the district who are homeless or who may become at risk of homelessness; or who have been homeless and need support to prevent them becoming homeless again; and,
- (c) The resources available to the housing authority, the social services authority, other public authorities, voluntary organisations and other persons for the activities outlined in (b) above.

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Changes since our last Homelessness and Rough Sleeping Strategy

Our last strategy was published right at the end of 2019 and there have been huge changes in the landscape around homelessness services since that time. It was shortly before Covid hit and the accompanying lockdowns. This had significant impacts for homelessness and for the working environment in general. It speeded up a transition to more online and home working. Many councils stopped in person work with homeless people altogether although that wasn't the case in Hillingdon.

'Everyone In', Rough Sleeping Initiative and development of Hillingdon's Rough Sleeping Pathway

Of particular significance was the 'Everyone In initiative which saw around 160 rough sleepers moved into accommodation from Heathrow Airport. Arrangements were made for leasing of Olympic House, a 33 bed unit which provides first stage accommodation for rough sleepers and a hub to provide other services for homeless clients.

Throughout the last homelessness strategy there have been grant funding regimes for homelessness, especially for rough sleepers. The Rough Sleeper Initiative (RSI) in particular has been significant in developing the rough sleepers' partnership in Hillingdon. Other funding streams such as public health funding for drug and alcohol services for homeless people and funding for accommodation has also enabled increased service provision.

Affordability, private rental market and cost of living

Incremental reform of the PRS has created churn in the market as small-scale investors sell up and the stock becomes slightly more concentrated among professional business landlords with larger portfolios. Large landlords, such as those in the Build to Rent market have emerged as an important component but remain peripheral.

Demand in the PRS remains high and rents have risen. In 2024/25, Hillingdon's average rent stood at £1,423, marking a 12% annual increase from the previous year. This is £429 higher than the England average (£994), but still below the London average, which reached £2,698 for new tenancies in Q1 2025. Hillingdon ranks 28th out of 33 London boroughs in terms of rental cost, indicating it's relatively more affordable position within the capital.¹ The most common rental property type in Hillingdon is 2-bedroom homes, comprising 39.1% of the rental stock.

The Local Housing Allowance (LHA) rates for Hillingdon are set annually by the Rent Officer. After having been frozen for a number of years, the government re-pegged LHA rates to the 30th percentile of local rents as of September 2023 and applied this rate from April 2024, resulting in an average increase of 16% across Broad Rental Market Areas (BRMAs). In Central London, households renting a 3-bedroom property saw support rise by up to £82 per week. In Outer London areas like Hillingdon, increases were more modest but still significant. The April 2004 adjustment was not repeated for 2025 when 2004 rates were carried forward. While exact figures on how many properties were listed at LHA levels aren't published, anecdotal evidence and council data suggest a significant shortfall in properties available at or below LHA rates, especially for larger households. The gap between average rents charged between July 2024 and June 2025 ranged from £223 for 1 bed properties to £788 for 4 bed properties.

Savills has recently published a comprehensive analysis on the availability of private rented accommodation in the UK, highlighting a significant structural shift in the market. Their report, Beyond Buy to Let, reveals that small individual landlords are exiting the market at an accelerated pace, with 290,000 rental properties sold between 2021 and 2024, compared to just 130,000 new Build to Rent homes delivered.² The ratio of homes sold by landlords to those bought by landlords from owner occupiers reached 5.4:1 in 2024, up from 1:1 in 2021. This trend is driven by rising costs, tax changes, and ageing landlord demographics, with many seeking to cash in on capital gains. The result is a net loss of rental supply, particularly in suburban areas, where listings remain 31% below pre-pandemic levels.

¹ [Council and housing association evictions: Overview - GOV.UK](#)

² [Savills UK | Beyond Buy to Let: Where next for the UK private rented sector](#)

In London, a joint study by Savills and the London School of Economics found that the availability of private rented homes has dropped by 41% since 2017, with the steepest decline in larger properties³. The research shows that only 5% of listings were affordable to households relying on Local Housing Allowance (LHA) in mid-2024, despite a nominal LHA rate increase. The contraction is most severe in the most affordable areas, where rental stock is disappearing fastest. This has profound implications for homelessness prevention, as boroughs increasingly struggle to source suitable accommodation. The reports call for urgent government intervention, including raising LHA rates, offering fiscal incentives to landlords, and funding public acquisition of rental stock to stabilise the market and vulnerable renters.

Developments in Housing Case Law

In recent years, the legal landscape surrounding homelessness in England has undergone notable shifts, driven by evolving interpretations of statutory duties and the impact of broader societal challenges such as the COVID-19 pandemic. For housing professionals and policy officers, staying abreast of these developments is essential - not only to ensure compliance with legal obligations but also to uphold the rights and dignity of those experiencing homelessness. Since 2020, several key court decisions have clarified the responsibilities of local authorities, particularly in relation to the provision of suitable accommodation, assessments of vulnerability, and the treatment of repeat applications. The following case law highlights some of the most influential rulings that continue to shape policy and practice in this sector.

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Croydon LBC v Imam reinforced that financial constraints do not absolve councils from their statutory obligations, with the Supreme Court affirming that mandatory orders can compel compliance unless robust justification is provided⁴.

Other cases have focused on the quality and suitability of accommodation offered. In Hajjaj v Westminster, the Court of Appeal ruled that councils must base suitability assessments on evidence, not assumptions, especially when offering private rented homes. Similarly, Ciftci v Haringey clarified that while councils have discretion in determining intentional homelessness, they must still conduct reasonable enquiries and document their decisions thoroughly. Collectively, these rulings underscore the need for transparency, evidence-based decision-making, and procedural rigour in how homelessness duties are administered.⁵

Increase in number of asylum seekers

³ [Private Rented Sector Supply in London | London Councils – Home](#)

⁴ [Key Supreme Court judgment concerning... - Landmark Chambers](#)

⁵ [Homelessness duties for local authorities - Birketts](#)

Since the last Hillingdon homelessness strategy was published there has been a significant increase in the number of people claiming asylum. Between 2004 and 2020 there were between 22,000 and 46,000 people claiming asylum in the UK each year. However, since the second half of 2021 the increase has been notable, with 109,000 applications in the year to the end of March 2025, of which 33% arrived via small boats.⁶ The total asylum caseload has grown, driven both by applicants waiting longer for an initial decision and a growth in the number of people subject to removal action following a negative decision.

The North East and the North West regions have the highest number of asylum seekers relative to their population. London also has a high ratio compared to other areas (21.2 per 10,000 at the end of March 2025) due to the presence of a large number of asylum seekers in hotels which, along with the proximity of Heathrow airport, has impacted on the number of asylum seekers in Hillingdon and Hounslow. The topic has become increasingly contentious, marked by demonstrations and legal action in some areas.

As the government has taken actions to speed up processing of asylum applications and reduce the number housed in hotels, this has meant additional pressure on local authority homelessness advice and housing services and has negatively impacted on rough sleeping numbers in the capital.

Action has been taken from September 2025 to pause the Refugee family reunion scheme, while changes are made to the law. Under proposed new rules, refugees will have to remain in the UK for two years to qualify to bring their family and will face tougher financial and language requirements.

Future changes affecting homelessness and rough sleeping

The Mayor's Rough Sleeping Plan of Action 2025

The Mayor of London's 2025 Rough Sleeping Plan of Action outlines a comprehensive and ambitious strategy to eliminate rough sleeping across the capital by 2030. Central to the approach are measures aimed at prevention, early intervention, and the provision of sustainable housing pathways. A key reform includes transitioning from the current requirement for individuals to be visibly rough sleeping before receiving support, to a needs-based assessment model by 2028. The plan proposes the establishment of Ending Homelessness Hubs, the launch of a dedicated prevention phoneline, and the expansion of support worker outreach in community settings such as day centres and food banks.

A flagship initiative, 'Homes off the Streets', will see up to 500 vacant social housing units refurbished for long-term accommodation for those at risk. The Mayor has secured £17 million in government funding, alongside a £10 million investment from City Hall, to underpin these interventions. The strategy also urges central government to enhance funding for local authorities, restore the social safety net, and significantly increase the

⁶ [How many people claim asylum in the UK? - GOV.UK](#)

supply of affordable housing. Building on previous achievements, including supporting over 18,000 individuals off the streets, the plan marks a shift from reactive crisis management to a system-wide, preventative approach.⁷

Applications for the Homes Off the Streets Programme (part of the Affordable Homes Programme 2021–2026) must be submitted via the GLA’s Open Project System (OPS), with projects starting on site by March 2026 and most completions expected by 2028 (some strategic sites may extend to 2029). Application proposals should include project details, tenure mix, financials, and timelines. The GLA prioritises large-scale, deliverable schemes that demonstrate value for money, quality, and alignment with Mayoral priorities such as sustainability, equality, and building safety.

National Government Approach to Homelessness

The government has in December 2025 published ‘A National Plan to End Homelessness⁸’, its Homelessness and Rough Sleeping Strategy and is set to publish a wider Housing Strategy. The Homelessness Strategy is cross-government, to include a focus on prevention and to deliver a long-term plan. The Plan aims (1) to halve rough sleeping within 3 years; (2) to end the use of bed and breakfast as temporary accommodation for families with children beyond the statutory limit of 6 weeks and (3) prevent more households from becoming homeless in the first place. Public investment over the next three years includes a fourth round of the Local Authority Housing Fund which will help to increase the supply of good-quality temporary accommodation. Action to help prevent homelessness includes an additional Homelessness Prevention Grant in the current year, 2025/26, and a new duty on public bodies to work together to prevent homelessness, which is intended to ensure that no-one is discharged from prison, hospital or asylum accommodation without accommodation being available for them. There will also be a review of social housing allocations policy to assess how effectively housing associations and local authorities are using new homes and relets to meet the needs of homeless households.

The wider ‘Plan for Change aims to also boost social and affordable housing and end no fault evictions. It has been confirmed that the Vagrancy Act 1824 will be repealed by Spring next year to ensure that rough sleeping is no longer a criminal offence.

The Government has proposed reforms to how homelessness services and temporary accommodation are funded as part of the Fair Funding Review 2.0. Temporary accommodation funding currently provided through the Homelessness Prevention Grant will be transferred to the Revenue Support Grant which will have a new Temporary Accommodation funding formula to account for varied need for temporary accommodation across the country. All other homelessness and rough sleeping funding will come through a consolidated Homelessness and Rough Sleeping Grant. The separation of TA funding aims to resolve the current tension faced by local authorities between investing in prevention and covering TA costs and will create dedicated ring fenced funding streams for homelessness and rough sleeping prevention.

⁷ [The Mayor's Rough Sleeping Plan of Action 2025 | London City Hall](#)

⁸ [A National Plan to End Homelessness](#)

The Spending Review announced an additional £100 million to fund increased homelessness prevention activity by local authorities. The government is also providing £950 million of investment for the fourth round of the Local Authority Housing Fund to support local authorities in England to increase the supply of good quality temporary accommodation and drive down the use of costly bed and breakfasts and hotels.

A commitment has been made for a £39bn Social and Affordable Homes Programme over the next 10 years to boost the supply of social and affordable housing. 60% of the programme will be aimed at properties for social rent. More of the funding will be in the latter half of the time period, with only around a third in the current parliament. The proportion for London is 30% despite having 56% of the households in temporary accommodation. The Government's overall housing target is for 1.5 million homes over the current Parliament.

Local Housing Allowance (LHA) rates have been periodically capped and frozen and this has resulted in a growing number of households facing a shortfall between the LHA they receive and the rent they pay, impacting on homelessness. For temporary accommodation, funding is essentially based on the 2011 rate and has not kept pace with local authorities' rising TA costs. Government is reluctant to increase spending on LHA but have signalled that they may look again at the time of the Autumn 2025 budget.

New homes delivery across London

Last year, 3,991 affordable homes were started in London. This was well above the 2,358 starts in 2023-24, but still the second-lowest on record.

A number of factors have been highlighted as undermining housing supply and the delivery of affordable homes across the capital. Complex brownfield sites, high land values, rising interest rates, and sustained build cost inflation have increased development costs, leading developers to conclude many projects are 'unviable'. The Mayor has also stated that the requirement for a second staircase in residential buildings over 18 metres as a fire safety measure has also impacted viability.

Affordable housing providers have said that macroeconomic conditions, increased costs relating to their existing stock, and reduced forecast rental incomes have pressured their budgets for building new homes. The rising cost of retrofitting existing homes, especially in relation to fire safety, damp and mould, are major constraints on development plans. Lack of suitable land and inadequate grant levels, given increased build costs and higher environmental standards are also cited.⁹

Renters' Rights Bill

The Renters Rights Bill currently working its way through parliament will strengthen tenants' rights and professionalise property management in the sector. It is expected to receive Royal Assent in late 2025 and to become law in early 2026. It will:

- Abolish section 21 evictions

⁹ [Affordable homes programmes in London, July 2025](#)

- Ensure possession grounds are fair to both parties
- Provide stronger protections against backdoor evictions
- Introduce a new Private Rented Sector Landlord Ombudsman
- Create a Private Rented Sector Database
- Give tenants strengthened rights to request a pet in the property
- Apply the Decent Homes Standard to the private rented sector
- Apply 'Awaab's Law' to the private rented sector
- Make it illegal for landlord and agents to discriminate against prospective tenants in receipt of benefits or with children
- End the practice of rental bidding by prohibiting landlords and agents from asking for or accepting offers above the advertised rent
- Strengthen local authority enforcement
- Strengthen rent repayment orders

Once the bill has received royal assent there is an expected phased introduction of the various measures. Some will only become law when additional regulations are made. Private rented sector enforcement powers are expected to be amongst the earlier measures introduced. The abolition of S21 evictions is currently expected around April 2026. The introduction of the PRS database and of Awaab's law are expected to be further in the future.

The Renters' Rights Bill marks a significant shift in the private rented sector by abolishing Section 21 'no fault' evictions, a long-standing mechanism that allowed landlords to terminate tenancies without providing a reason. This reform is expected to enhance housing security for millions of renters, reducing the risk of sudden displacement and the associated pathway into homelessness. By moving to a system of rolling periodic tenancies and requiring landlords to cite legitimate grounds for possession—such as persistent rent arrears or the need to sell or occupy the property—the Bill aims to create a fairer and more transparent framework. These changes are anticipated to empower tenants to challenge poor conditions and unfair rent increases without fear of retaliatory eviction, thereby contributing to greater housing stability and potentially easing pressure on homelessness services.

In Hillingdon, where demand for temporary accommodation is already high and budgets are under pressure, the removal of this eviction route could help reduce the number of households entering homelessness by offering greater security of tenure. However, the effectiveness of this reform will depend on the timely implementation of court system improvements and the availability of genuinely affordable housing. Without these, the pressure on local services may persist, even as the legislative landscape shifts.

There is concern that some landlords may choose to exit the rental market in response as landlords will no longer be able to regain possession of their properties without citing specific legal grounds, such as rent arrears or anti-social behaviour. The increased reliance on Section 8 and the court system may also raise concerns about delays and administrative burdens, prompting some to reconsider their involvement in the sector. The actual scale of landlord withdrawal will likely depend on how effectively the new system is implemented, including court efficiency and support for landlords navigating the new legal framework.

Supported Housing Regulatory Oversight Act 2023 (SHROA)

The introduction of this legislation was motivated by gaps in regulation, which led to some inconsistencies in standards amongst providers. Additionally, the rapid growth of exempt accommodation, has raised concerns in some areas about high rental charges and limited support being provided. The SHROA seeks to improve oversight by enabling councils to identify and respond to providers who do not meet expected standards. Supported housing provides essential services to diverse groups of individuals with support needs, of interest to homelessness services as well as colleagues and partners working in related areas. Primary groups of people served by supported housing include:

- Older adults
- People with physical and learning disabilities
- People with mental health conditions
- People fleeing domestic abuse
- People experiencing or at risk of homelessness
- People recovering from substance misuse
- Individuals transitioning from the justice system
- Young people leaving care

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The SHROA requires local councils to conduct comprehensive needs assessments to understand local demand and plan service provision accordingly. It also requires each council to develop a supported housing strategy outlining how the council plans to meet the assessed needs and include frameworks for monitoring, evaluation and enforcement.

One of the most significant provisions of the SHROA is the introduction of a licensing system for supported housing providers. Councils will be responsible for issuing licences based on a provider's ability to meet new National Supported Housing Standards. This provides the mechanisms and relevant powers for LA s to regulate both commissioned and non-commissioned providers, ensuring that all housing meets consistent standards. Draft regulations are expected early in 2026.

For profit housing providers

The presence of For-Profit Registered Providers (FPRP) in the affordable housing sector is continuing to increase. Savills has found a clear ambition from investors to scale up their portfolios, with an expectation that a current 43,100 homes will triple by 2030. A quarter of the sector's housing stock is expected to be for social rent through new build and through investment in existing homes, releasing capacity for housing associations. This comes at a time when many traditional housing associations have reduced development programmes in favour of investment in existing homes.

Advances in digital technology

The increasing use and the capabilities of digital technology have profound significance for many service areas, including those impacted by homelessness and those working in homelessness services. Digital service delivery is becoming more and more relevant in increasing resident accessibility to services and delivering efficiencies.

Embracing GenAI tools has the potential to assist with general tasks such as writing emails, project planning, and writing up notes for instance. It has also been suggested that AI could be used in homelessness for identifying risk factors that may lead to homelessness and for coordinating the support people experiencing homelessness receive from various channels helping to match services to a person's specific needs. There are also potential pitfalls including the need to check the accuracy of information produced and ensuring that confidential and sensitive information is not shared. AI has potential but can also draw unhelpful conclusions and undermine professional and person-centred approaches.

As public and other services move increasingly online, being digitally excluded is a growing barrier to everyday life and is especially so for those facing housing instability, low income or health challenges. For those living in temporary accommodation, access to private, secure connectivity can be difficult. Many are forced to rely on free public access Wifi in shared public spaces. They may struggle to manage bank or benefit accounts, access health appointments or communicate confidentially with support services.

Digital technology is also changing how landlords let properties and seek to protect their income and property. Landlords with fewer properties face heightened vulnerability, where a single non-paying tenants can result in substantial income loss. In response, landlords increasingly prioritise stringent tenant screening to mitigate risks such as rent arrears and property damage. 'Professionals only' advertisement are common on digital platforms.

Estate agents are leveraging technology to augment rather than replace services, including use of digital tenant risk-profiling tools which use algorithms to streamline tenant selection, replacing traditional judgement based methods. Services combine identify verification and credit checks with other data sources to offer comprehensive tenant screening and risk scoring. The adoption of these tools raises questions about their impacts on fairness, discrimination and tenant rights. The tools enable landlords to access financial and administrative data, enhancing tenant selection decisions while streamlining processes. However, digitalisation also exacerbates accessibility barriers, particularly for tenants in non-standard employment, reliant on benefits or with limited digital proficiency.

2. Homelessness and related data

This section is concerned with the types of homelessness in Hillingdon and the number of people and households affected. It considers what types of households are most susceptible to homelessness in Hillingdon and, what causes them to be homeless or threatened with homelessness.

National statutory homelessness statistics published for the 2025 January to March quarter show that the total number of households in temporary accommodation continues to rise and is at record levels for households both with and without children. At the end of March 2025, 131,140 households were living in TA an increase of 11.8% over the previous year, two-thirds (63.4%) of which are households with children.

There have been some improvements. The number of households owed a main homelessness duty fell by 7.9% and accommodation secured at the end of both relief and prevention duties are higher than for the previous two years. The number in non-self-contained B&B also dropped and those in this accommodation for more than 6 weeks also reduced. Section 21 evictions remain a leading cause of homelessness presentations.

In the quarter January to March 2025 the number of households per 1,000 in the area threatened with homelessness was 2.86 in London compared with 1.71 for the Rest of England. The following number per 1,000 were recorded for West London Boroughs.

West London Borough	Threatened with homelessness per 1,000 households
Brent	5.10
Ealing	2.79
Hammersmith and Fulham	2.61
Harrow	1.77
Hounslow	4.16
Hillingdon	4.01
Kensington and Chelsea	2.60

On 31 March 2025, there were 19.9 households living in temporary accommodation per 1,000 households in London, compared to 2.8 households per 1,000 in the Rest of England. Newham had the highest rate in London with 57.7 households per 1,000. The corresponding figure for Hillingdon is **17.7**. Slough Borough Council had the highest rate outside London with 23.8 households per 1,000.

Summary of Statutory Homelessness Data for Hillingdon

	Q1	Q2	Q3	Q4	Total
Initial assessment completed	393	435	688	639	2155
Total households with support needs owed a duty	178	277	463	463	1381
Households owed a prevention duty	154	126	280	168	728
Households owed a relief duty	218	258	393	456	1325
Secured accommodation for 6 months at prevention stage	45	57	66	36	204
- alternative accommodation	16	25	33	23	97
- existing accommodation	29	32	33	13	107
Helped to secure with a financial payment at prevention stage	4	8	14	11	37
Secured accommodation for 6 months at relief stage	48	105	66	60	279
Helped to secure with a financial payment at relief stage	4	13	10	6	33
Number of main duty decisions	172	158	109	90	529
Of which, accepted priority need, unintentional	138	134	90	71	433
- includes dependent children	115	105	61	47	328
Number of main duty ended	10	14	35	15	74

Ethnicity of homeless applicants	Q1		Q2		Q3		Q4		Total	
White	105	28.2%	113	27.6%	169	25.1%	122	19.6%	509	25.1%
Black / African / Caribbean / Black British	74	19.9%	95	23.2%	170	25.3%	193	30.9%	532	24.8%
Asian / Asian British	83	22.3%	91	22.2%	174	25.9%	144	23.1%	492	23.4%
Mixed / Multiple ethnic groups	25	6.7%	15	3.7%	28	4.2%	23	3.7%	91	4.6%
Other ethnic groups	64	17.2%	79	19.3%	105	15.6%	113	18.1%	361	17.6%
Not known	21	5.6%	16	3.9%	27	4.0%	29	4.6%	93	4.6%

In 2024/25, the ethnic profile of homeless applicants in Hillingdon shows notable disparities when compared to the borough's overall population based on the 2021 Census¹⁰. White residents, who make up around 48.2% of Hillingdon's population, accounted for only 25.1% of homeless

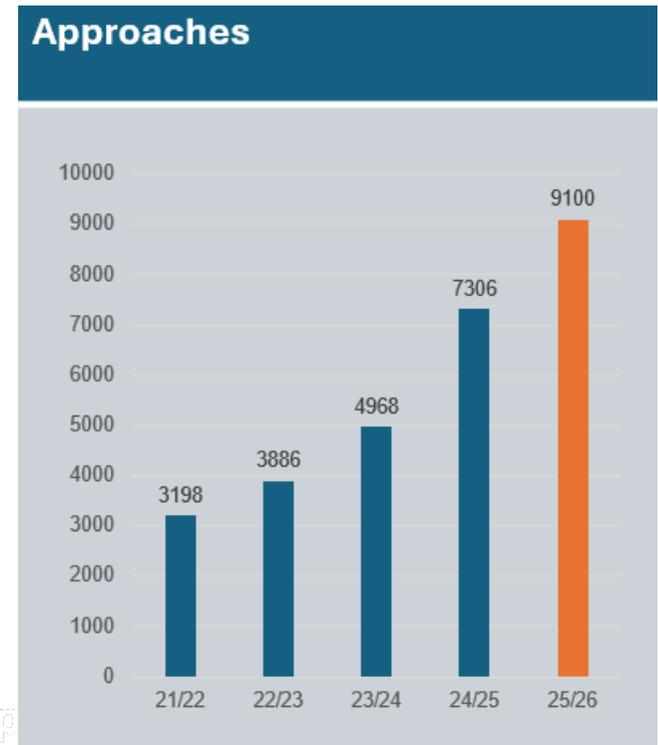
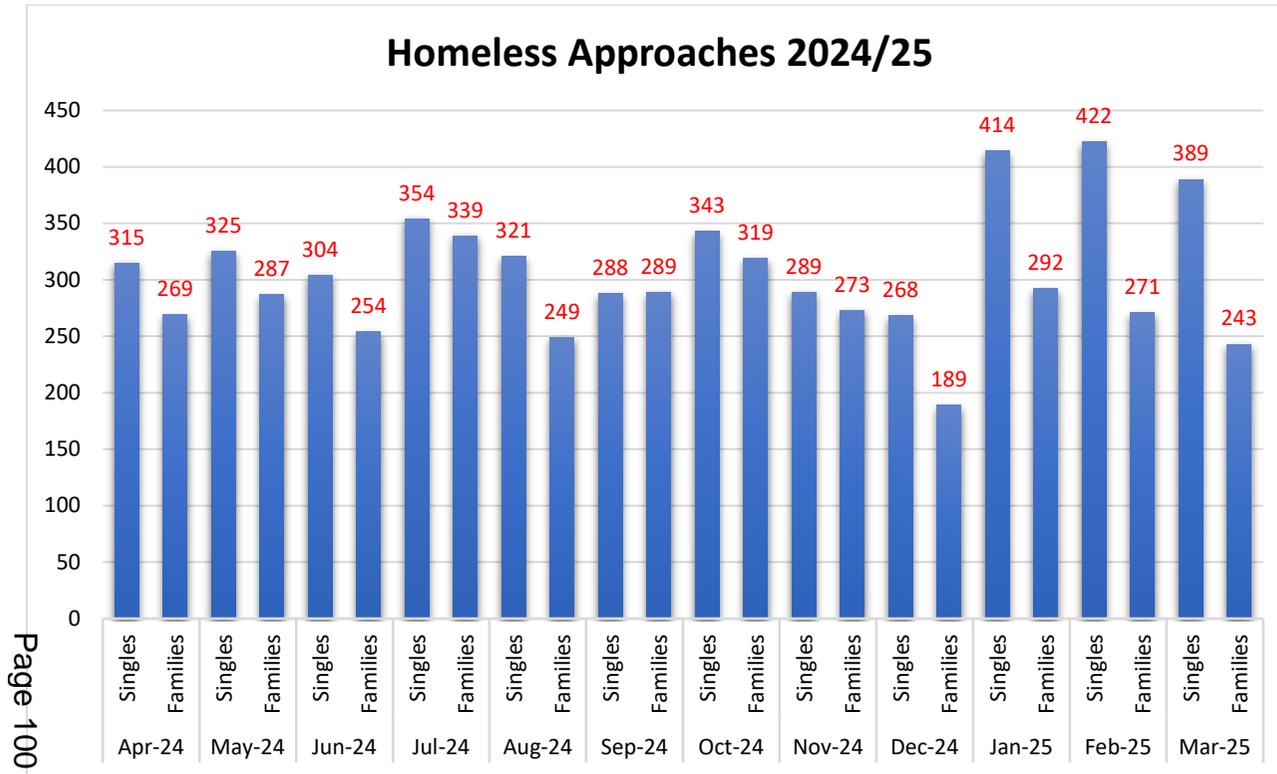
¹⁰ [How life has changed in Hillingdon: Census 2021](#)

applicants, indicating significant underrepresentation. Conversely, Black / African / Caribbean / Black British individuals represented 24.8% of homeless applicants, despite comprising just 7.8% of the general population—highlighting a substantial overrepresentation. Asian / Asian British residents were also underrepresented, making up 23.4% of homeless applicants compared to 33.3% of the population. Other ethnic groups, including Arab and other unspecified categories, were overrepresented at 17.6% of applicants versus 6.3% of the population. Mixed / Multiple ethnic groups were proportionally represented, with 4.6% of applicants compared to 4.4% of the population. These figures suggest that homelessness in Hillingdon disproportionately affects certain ethnic minority groups, particularly Black and Other ethnic communities.

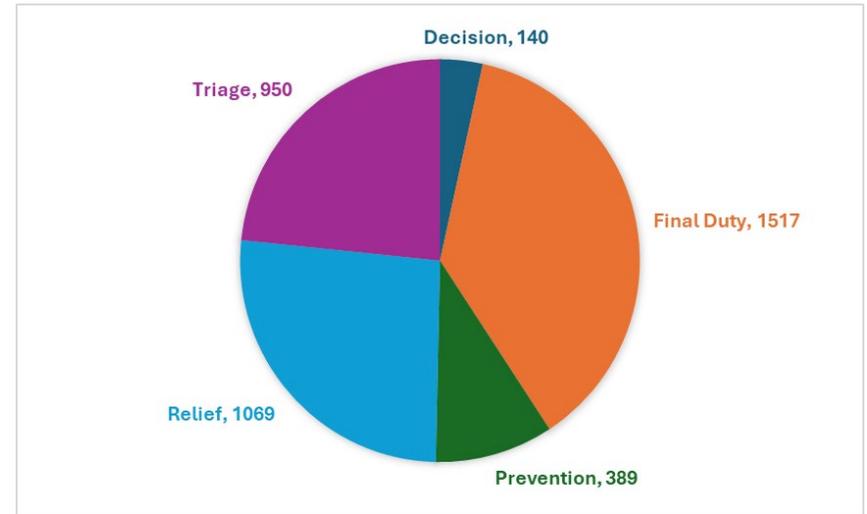
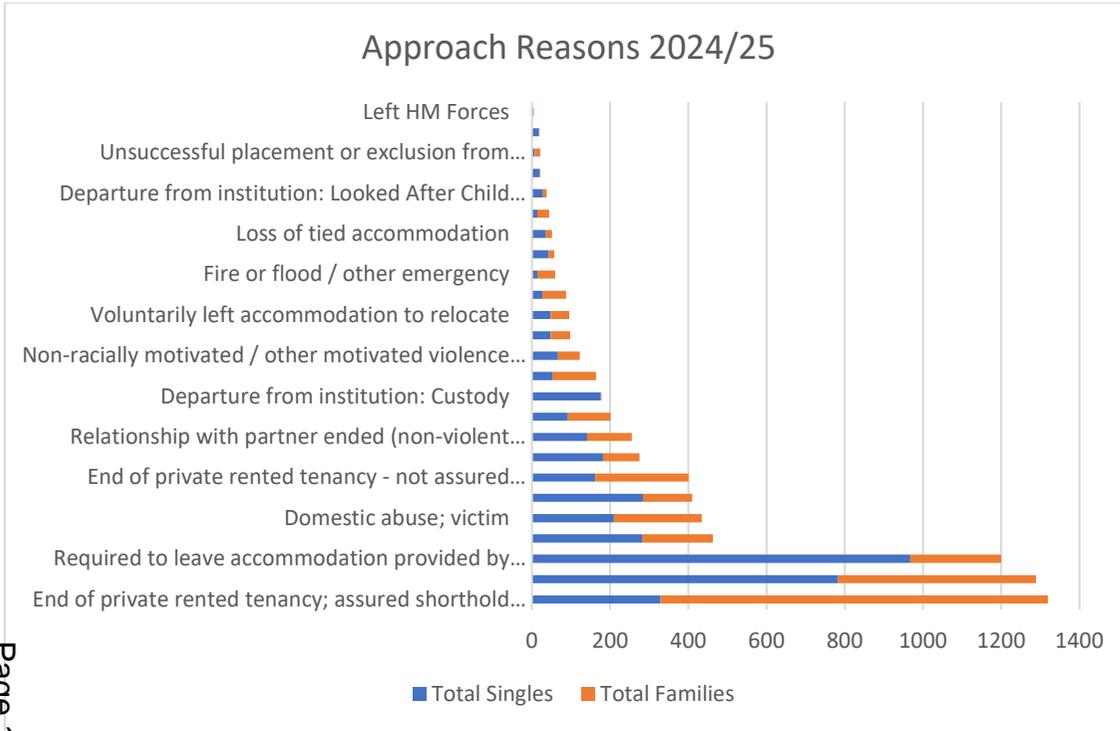
Homeless Approaches

In the fiscal year 2024/25, Hillingdon Council experienced a significant increase of 47% in homelessness approaches over the previous year, which was itself an increase of 28% over the year before that. Single-person households constituted 55% of these cases. This is a reduction from 66% the year before.

In 2024/25, the total number of homelessness approaches received by the local authority rose significantly to **7,306**, compared with **4,968** in 2023/24 and **3,886** in the preceding year. This upward trend is expected to continue over the coming year. The pattern of two-thirds of approaches originating from single-person households remained consistent with previous years. Of the total, **4,032** approaches were from single individuals, while **3,274** were from households with families. This upward trend is expected to continue into 2025/26.



Homeless approaches in Hillingdon remained consistently high throughout 2024/25, with notable fluctuations. Singles accounted for the majority of approaches each month, peaking sharply in January 2025 at 414 cases, while families reached their highest point in February at 422 cases. The winter period (December–February) saw a significant surge compared to earlier months, suggesting seasonal pressures and possibly clearance of court backlog driving demand. Overall, the trend indicates sustained and rising pressure on homelessness services, with single households consistently forming the largest cohort, though family approaches also spiked during the year.



The chart highlights the main reasons for homelessness approaches in Hillingdon during 2024/25. The two dominant causes are end of private rented tenancy (assured shorthold) and requirement to leave Home Office-provided accommodation, together accounting for the largest share of cases. Both reasons affect families more than singles, with family approaches for assured shorthold tenancy terminations exceeding 1,200 cases, compared to around 330 for singles. Conversely, leaving Home Office accommodation disproportionately impacts singles, with nearly 970 cases, compared to 233 for families. Other significant factors include domestic abuse, relationship breakdown, and eviction from supported housing, though these are far less frequent. This pattern underscores the dual pressures of private rental insecurity and asylum dispersal policies as key drivers of homelessness demand, alongside persistent issues such as domestic abuse and institutional discharge.

HOMELESS APPROACHES 2024/25	Total Singles	Total Families	Overall Total
Friends/Family no longer willing or able to accommodate	1067	632	1699
End of private rented tenancy; assured shorthold tenancy	329	990	1319
Required to leave accommodation provided by Home Office as asylum support	967	233	1200
Eviction from supported housing	283	180	463
Domestic abuse; victim	210	224	434
End of private rented tenancy - not assured shorthold tenancy	162	239	401
Not known due to last settled accommodation Not known	182	93	275
Relationship with partner ended (non-violent breakdown)	141	114	255
Home no longer suitable due to disability / ill health	92	109	201
Departure from institution: Custody	176	2	178
Mortgage repossession or sale of owner occupier property	54	110	164
Non-racially motivated / other motivated violence or harassment	67	55	122
End of social rented tenancy	48	50	98
Voluntarily left accommodation to relocate	48	47	95
Property disrepair (Inhabitable)	27	60	87
Fire or flood / other emergency	14	45	59
Domestic abuse; alleged perpetrator excluded from property	42	15	57
Loss of tied accommodation	36	15	51
Racially motivated violence or harassment	14	30	44
Departure from institution: Looked After Child Placement	28	9	37
Departure from institution: Hospital (general or psychiatric)	37	4	41
Unsuccessful placement or exclusion from resettlement scheme/sponsorship	7	14	21
Left HM Forces	1	4	5

NO
5

Youth Homelessness

Analysis of the 2024/25 dataset reveals that the most prevalent reason for homelessness is “**Required to leave accommodation provided by Home Office as asylum support**”, accounting for **279 cases (31.2%)**. This is most commonly associated with applicants previously housed in National Asylum Support Service (NASS) accommodation, refuges, and temporary arrangements. The second most frequent reason is “**Family no longer willing or able to accommodate**”, with **271 cases (30.3%)**, predominantly linked to those living with family or friends. **Domestic abuse** (victim) ranks third, contributing to **53 cases (5.9%)**, with a notable proportion coming from refuge settings and temporary accommodation. These findings highlight the critical intersection between immigration status, family breakdown, and domestic abuse in driving housing instability. The data underscores the need for tailored support pathways for individuals exiting asylum support and those affected by familial or relationship breakdowns. The most common accommodation outcome under both prevention and relief duties was securing self-contained units in the private rented sector, accounting for 0.6% and 3.4% of cases respectively.

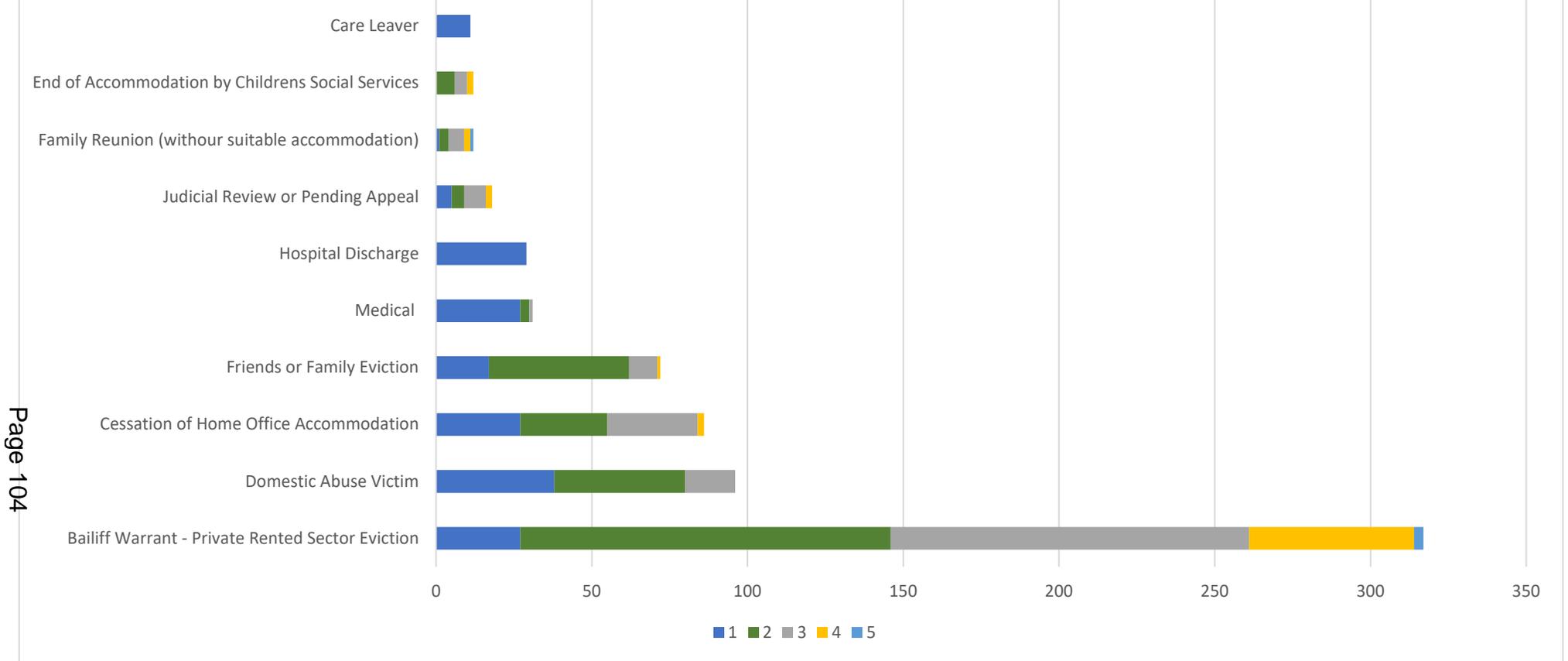
Main reason for loss of settled home (Top 10)	Total
Required to leave accommodation provided by Home Office as asylum support	279
Family no longer willing or able to accommodate	271
Domestic abuse; victim	53
Eviction from supported housing	43
End of private rented tenancy; assured shorthold tenancy	43
Friends no longer willing or able to accommodate	35
Departure from institution: Custody	27
Not known due to last settled accommodation Not known	26
End of private rented tenancy - not assured shorthold tenancy	26
Departure from institution: Looked After Child Placement	17

Temporary Accommodation/B&B

At the close of the 2024/25 period, the count of households residing in temporary accommodation (TA) stood at **1,562**, marking an increase of **415** from the **1147** recorded at the year’s commencement. During 2024/25 there were 740 new bookings into temporary accommodation. This is 58 more than the previous year. On 31 March 2025 the number of households in high cost B&B was 796 which is an increase of 18.3% over two years.

Throughout the 2024/25 year, the **B&B** bookings distributed as follows: **206** for one-bedroom (-15 compared to 2023/24), **267** for two-bedroom (+20), **199** for three-bedroom (+40), **64** for four-bedroom (-8), and **4** for accommodations larger than four bedrooms (-1).

Top 10 Booking Reasons by Bed Size



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Private rented sector evictions via bailiff warrants dominate, accounting for the largest share of bookings across all bed sizes, particularly for larger homes (3–4 bedrooms), where this reason represents the overwhelming majority. Domestic abuse and cessation of Home Office accommodation are the next most common causes, with a more even distribution across smaller bed sizes (1–2 bedrooms). Other reasons such as friends or family eviction, hospital discharge, and medical needs appear less frequently and are concentrated in smaller properties. This pattern highlights that eviction from the private rented sector is the primary driver of high-cost temporary accommodation, especially for families requiring larger homes, while single-person households are more likely to enter TA due to domestic abuse or health-related issues.

Reason	1B	2B	3B	4B	5B	Total	% of Approaches	% of all bookings
Bailiff Warrant - Private Rented Sector Eviction	27	119	115	53	3	317	24%	43%
Domestic Abuse Victim	38	42	16			96	22%	13%
Cessation of Home Office Accommodation	27	28	29	2		86	7%	12%
Friends or Family Eviction	17	45	9	1	0	72	4%	10%
Medical	27	3	1			31	15%	4%
Hospital Discharge	29					29	71%	4%
Judicial Review or Pending Appeal	5	4	7	2	0	18	-	2%
Family Reunion (without suitable accommodation)	1	3	5	2	1	12		2%
End of Accommodation by Children's Social Services (S17) / Eviction from supported living	4	10	4	2		20	4%	3%
Care Leaver	11					11	30%	1%
Rough Sleeper	8	1				9	3%	1%
Victim of Civil Unrest - Chagos Islands		5	3			8		1%
Prison Release	6					6	3%	1%
Regeneration Scheme		2	4			6		1%
Victim of Civil Unrest - Lebanon	1		3	1		5		1%
Illegal Eviction	2		1			3		0%
Fire	1	1				2	3%	0%
Relationship Breakdown	1	1				2	1%	0%
Accepted Main Housing Duty		1	1			2		0%
Victim of Civil Unrest - Sudan			1	1		2		0%
Modern Trafficking Victim	1					1		0%
Referral by Local Authority under S198		1				1		0%
Unsuitable Housing		1				1	1%	0%
	206	267	199	64	4	740		100%

Private sector evictions are by far the most prominent reason for bookings into nightly paid accommodation, especially for larger homes - 58% of bookings for families requiring 3 bedrooms and 82% of bookings for those requiring 4 bedrooms or more. One bed bookings are much more evenly split between private sector evictions, domestic abuse, cessation of home office accommodation, medical and hospital discharge, with domestic abuse being the most prevalent reason.

Families in need of four or more bedrooms predominantly consisted of households at risk of:

- homelessness under section 21 (56 compared to 42 last year),
- those fleeing domestic violence (zero compared to 11 last year), and
- family reunion (3, not one of the top 3 last year), representing the three primary categories.

In contrast, families in need of three bedrooms largely consisted of:

- households at risk of homelessness under section 21 (115 compared to 83 last year +32),
- asylum seekers whose Home Office-provided housing had ceased (29 compared to 23 last year +6) and
- domestic abuse (16 compared to 8 last year) making up the three primary categories.



Housing Register Analysis

As of 31st March 2025, Hillingdon's housing register listed **3,194 households** (29% 1 bed need, 34% 2 bed, 26% 3 bed & 11% 4 bed or more). At this time, we were transitioning to a new banding system with bands 1 to 14, 3,112 had been placed on the new banding system as shown in the table below. A further 82 were still to transition.

Housing Register by Band on 31 March 2025						
	0&1 bed	2 beds	3 beds	4 beds	5 beds	Total
Band 1	0	0	1	0	0	1
Band 2	1	1	3	1	0	6
Band 3	5	11	3	0	1	20
Band 4	109	63	12	5	0	191
Band 5	8	1	3	6	0	18
Band 6	14	10	15	5	0	44
Band 7	2	0	2	0	0	4

Band 8	14	5	1	1	0	21
Band 9	25	59	119	97	1	301
Band 10	64	86	91	27	0	268
Band 11	72	270	365	122	0	829
Band 12	305	234	132	23	0	694
Band 13	254	244	163	54	0	715
Band 14	0	0	0	0	0	0
Total 1 to 14	873	984	910	341	2	3112

Of those registered, 895 were homeless households, 819 of which were in the new bands.

Housing Register by Band on 31 March 2025				
	Homeless Main Duty	Homeless Relief	Homeless Prevention	Total
Band 1	0	0	0	0
Band 2	0	0	0	0
Band 3	0	0	0	0
Band 4	0	0	0	0
Band 5	3	0	0	3
Band 6	2	0	0	2
Band 7	1	0	0	1
Band 8	1	0	0	1
Band 9	64	0	2	66
Band 10	68	4	2	74
Band 11	69	0	2	71
Band 12	19	2	4	25
Band 13	534	36	6	576
Band 14	0	0	0	0
Total	761	42	16	819

The proportion on the register for different bedsizes is similar for homeless households and the housing register as a whole. There is a slightly higher proportion requiring 1 and 2 bed properties and slightly lower proportion requiring 3 bed properties.

Housing Register by Homelessness Duty/Beds						
	0&1 bed	2 beds	3 beds	4 beds	5 beds	Total
Homeless Main Duty	211	297	227	95	0	830
Homeless Relief	40	4	2	0	0	46
Homeless Prevention	6	6	6	1	0	19
Total	257	307	235	96	0	895

Housing Register by Transfers/Beds						
	0&1 bed	2 beds	3 beds	4 beds	5 beds	Total
Total	220	276	385	167	2	

Housing Register for Overcrowding for Beds						
	0&1 bed	2 beds	3 beds	4 beds	5 beds	Total
Total	179	446	411	108	0	

Age Bands

Housing Register by Homelessness Duty/Age band							
	16-24	25-44	45-59	60-64	65-74	75+	Total
Homeless Main Duty	66	478	228	27	24	7	830
Homeless Relief	7	18	13	4	3	1	46
Homeless Prevention	0	11	7	0	1	0	19
Total	73	507	248	31	28	8	895

84% of homeless households on the housing register have a main applicant aged between 25 and 59.

The primary cause for registration on the housing list is due to overcrowding, which affects 1144 households (where known), representing 38% of the total registrations with homeless household accounting for 29%. Many homeless cases (84%) fall within the 25 to 59 age group.

Housing Register by Main Reasons	
Overcrowding	1144

No Priority	52
Elderly Sheltered	150
Medical	246
Under Occupation	212
Homeless	876
Unsatisfactory Housing Conditions	11
Social Hardship	0
Management Transfer	49
Leaving Care	13
Release Supported	0
Ex-Service	6
Permanent Decants	8
Statutory overcrowding	282

Among the households experiencing homelessness listed on the housing register, 30% had been registered prior to 2020, compared to 61% of all households on the housing register. Those with a 3 or 4 bed need are more likely to have been waiting since prior to 2020.

Homeless households registered prior to 2020	
Before 2010	68
2010 to 2014	92
2015 to 2019	103
2020 to 2023	108
2024 to present	36

Larger homeless households are more likely to have been on the housing register for a longer period of time.

	Before 2010	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020 to 2023	2024 to present
0 & 1 Bed	17.6	13.6	20.0	16.7	11.8	20.0	15.8	8.3	15.0	17.4	29.4	18.5	38.9
2 Bed	29.4	31.8	15.0	33.3	52.9	20.0	26.3	37.5	35.0	34.8	47.1	54.6	27.8
3 Bed	36.8	36.4	40.0	22.2	23.5	40.0	52.6	45.8	40.0	30.4	5.9	19.4	16.7
4 Bed	16.2	18.2	25.0	27.8	11.8	20.0	5.3	8.3	10.0	17.4	17.6	7.4	16.7
Total	17%	5%	5%	4%	4%	4%	5%	6%	5%	6%	4%	27%	9%

Housing Register Applicant gender		
	Whole register	homeless
Male	1016	328
Female	2173	564
Unknown/other	5	3
Total	3194	895

As with the register as whole, homeless families are more likely to have been registered with a female applicant

While there are some apparent differences in the ethnic breakdown across the housing register as a whole compared to homeless applicants, this is inconclusive because of high numbers where the ethnicity is unknown, especially for homeless households.

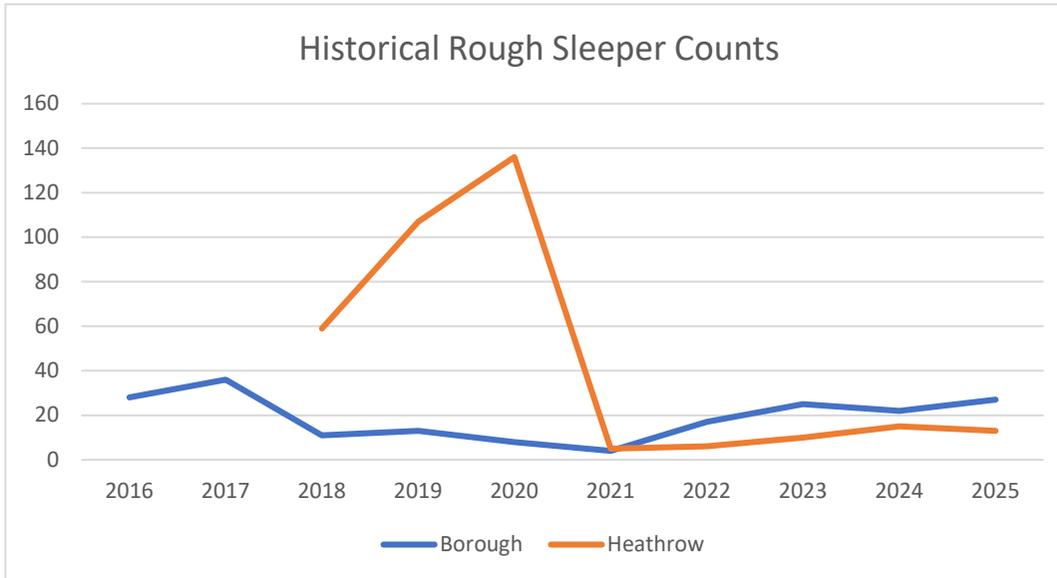
Ethnicity of Homeless Housing Applicants					
	Whole register	Homeless	% Homeless vs Whole Register	Whole Register % by ethnicity	Homeless % by ethnicity
White	1090	166	15.2%	34%	19%
Black/ African/ Caribbean/ Black British	543	117	21.5%	17%	13%
Asian/ Asian British	453	127	28%	14%	14%
Mixed/ Multiple Ethnic groups	91	19	21%	3%	2%
Other Ethnic groups	193	65	37%	6%	7%
Not Known	824	401	49%	26%	45%
Total	3194	895	28%	100%	100%

Rough Sleepers

Annual Rough Sleeper Count

Each autumn an official count is completed and reported to MHCLG. At the most recent count in November 2024 there were 37 people in total recorded for Hillingdon, of which 15 were at Heathrow. This is slightly more than the 2023 count, which recorded 35. We also conduct monthly counts for own purposes, which are recording similar numbers. The highest recorded was in March 2020 when 155 people were recorded. This was just before the 'everyone in' initiative during covid.

Annual Hillingdon Rough Sleepers Count		Nov-2024 Totals	In-Borough Nov 2024	Heathrow Nov 2024	Nov-2025 Totals
Total		37	22	15	40
Sex	Female	6	3	3	7
	Male	31	19	12	33
Nationality	UK	15	12	3	9
	EU	4	2	2	6
	Other non-UK	13	8	5	24
	Not known	5	0	5	1
Age	Under 18	0	0	0	0
	18 to 25	4	3	1	7
	Over 25	26	18	8	32
	Not known	7	1	6	1



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CHAIN Data

Between 1 April 2024 and 31 March 2025, a total of 142 cases were allocated to officers within the Rough Sleepers Team for individuals verified on CHAIN as rough sleepers. Of these, 21 cases involved NASS applicants who later became verified rough sleepers.

The council has a specialist asylum team that works with NASS applicants prior to the Home Office decision on their status and once confirmed works with refugees regarding their housing options.

The following table shows CHAIN data giving the total number of bedded down rough sleepers seen in each of the West London boroughs over the last five years.

Borough	2020/21	2021/22	2022/23	2023/24	2024/25
Brent	374	283	373	455	551
Ealing	624	448	563	710	723
Hammersmith & Fulham	243	214	238	462	439
Harrow	67	58	96	128	94
Heathrow	117	233	233	308	301
Hillingdon	282	140	167	296	492
Hounslow	223	144	196	328	336
RBKC	271	193	199	226	218

In 2024/25, Thames Reach Hillingdon Street Outreach team, has supported 793 individuals who have been bedded down and sleeping rough in Hillingdon. 492 have been seen in Hillingdon borough and 301 at Heathrow airport. Of these, 128 were female and 645 were male. 3 were noted as not known. The number seen bedded down at the airport is 2% lower than in 2023/24, but the number in Hillingdon borough increased by 66%. Anecdotally, the number of rough sleepers made up of asylum seekers/refugees has increased.

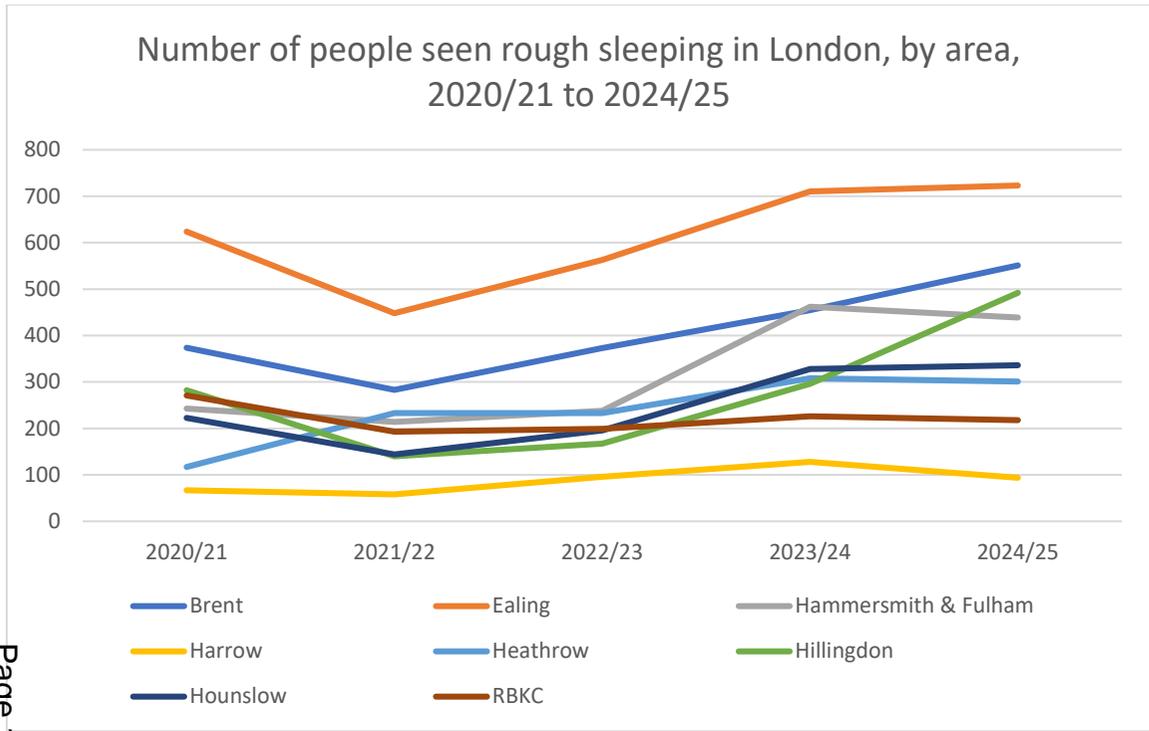
Numbers of rough sleepers have increased quarter by quarter during 2024/25. and numbers are rising. Q1 – 193 Q2 – 205 Q3 – 237 Q4 – 256. Some individuals including our entrenched and complex cohorts are seen bedded down in multiple quarters.

Accommodation outcomes in 2024/25, summarises that without Severe Weather Emergency Protocol (SWEP) placements, Hillingdon SORT supported 300 clients into 399 accommodations, and 348 clients into 521 accommodations when SWEP is included.

There are also rough sleepers that we are unable to place in accommodation due to non-engagement, dis-engagement after national reconnections, international reconnections, and those that we lose touch with and are unable to locate.

The demographic profile, nationalities and reconnections are shaped differently in borough to the airport. There are more UK nationals found in borough, with the Heathrow cohort being more diverse and more likely to need support with reconnection both within the UK to other boroughs or further away, and internationally.

Hillingdon SORT have conducted 237 out of hours shifts during the 24/25 year, alongside other individual targeted outreach, and appointment support that Thames Reach conduct day to day.



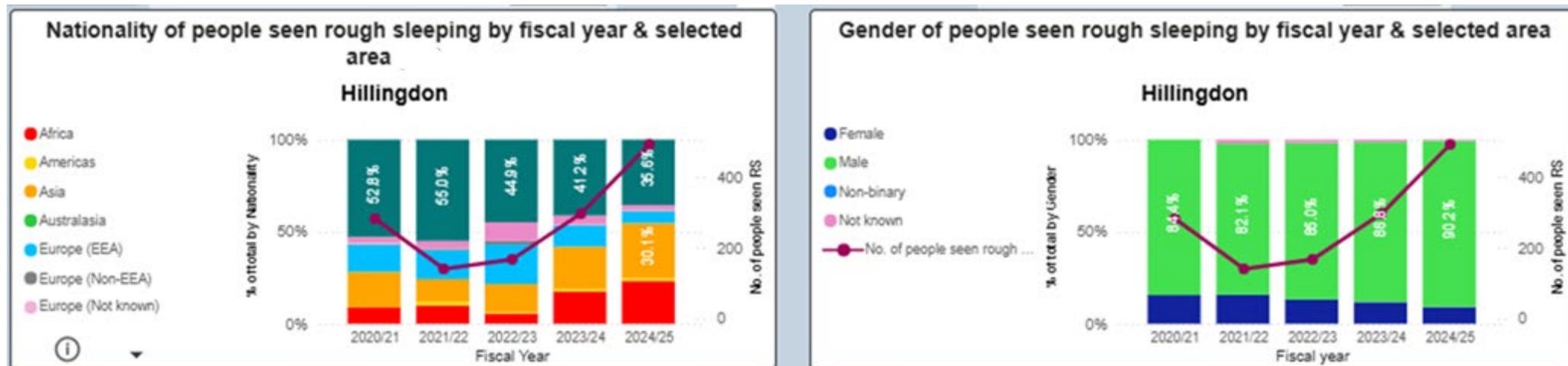
11

CHAIN Annual Data

Between 2021/22 and 2024/25, the data on individuals seen rough sleeping in Hillingdon reveals several notable shifts. The proportion of individuals from EEA European countries declined, while those from African nations increased, suggesting a change in the demographic composition of the rough sleeping population. Gender distribution remained predominantly male, though there was a slight rise in cases where gender was not recorded.

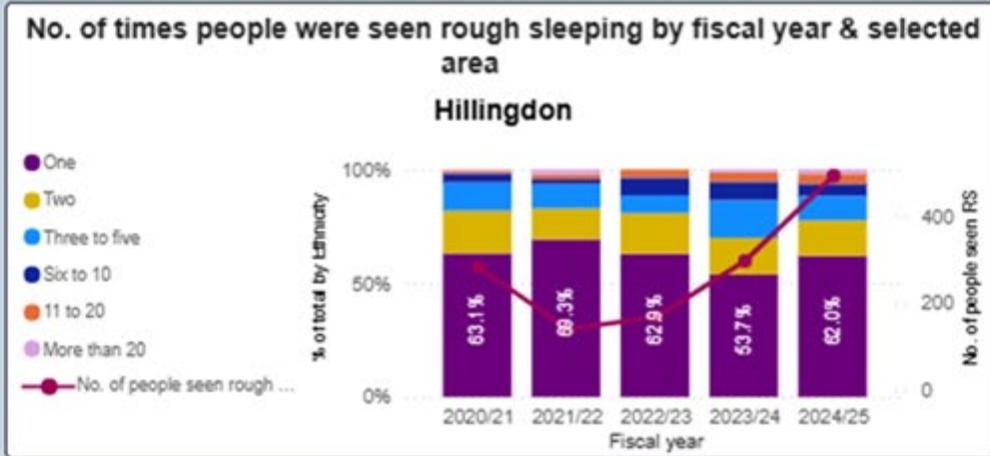
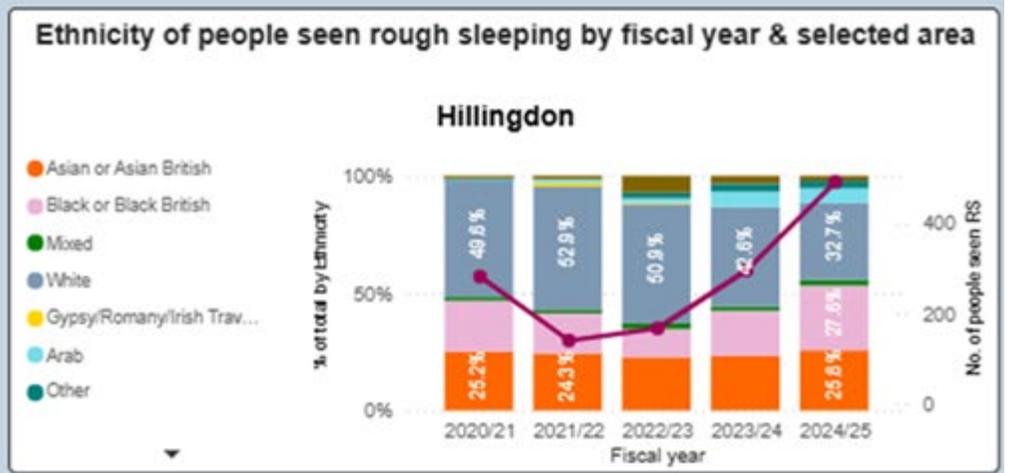
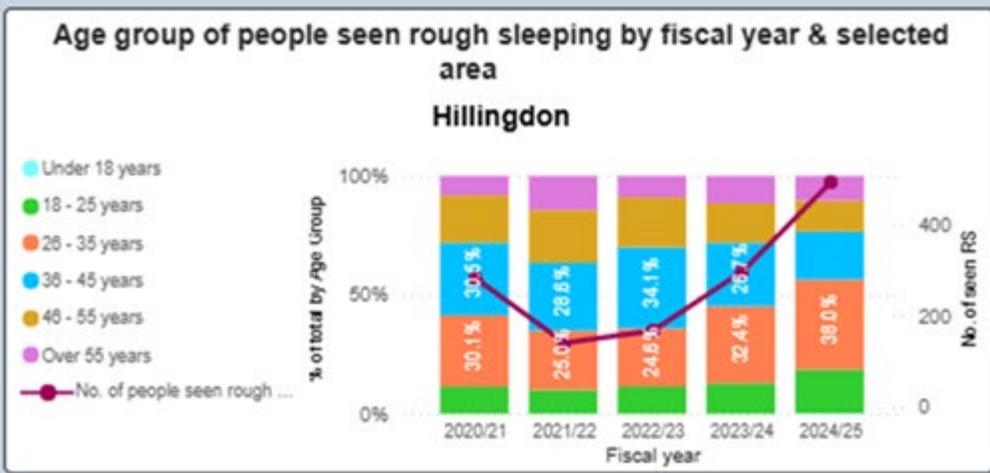
¹¹ [Rough sleeping in London \(CHAIN reports\) - London Datastore](#)

Hillingdon CHAIN Data



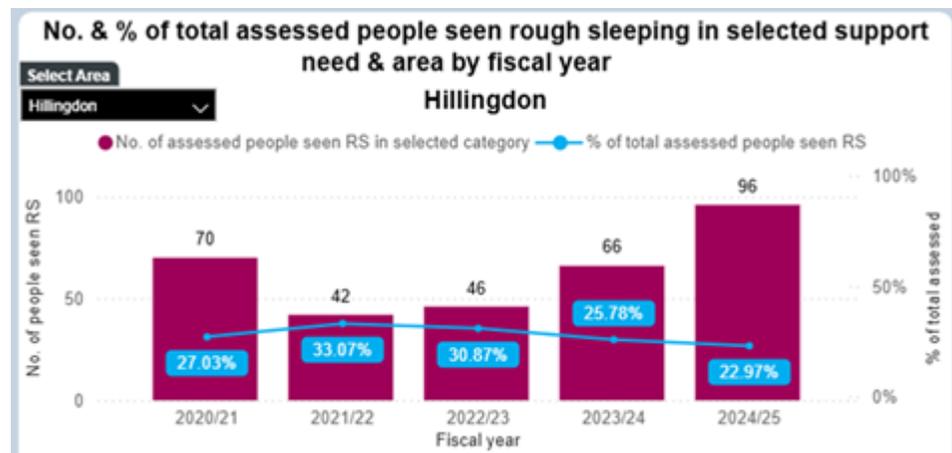
The 26–35 age group consistently represented the largest cohort, indicating a sustained trend in younger adults experiencing homelessness. Ethnically, individuals identifying as White continued to form the majority, though there was a modest increase in those from mixed ethnic backgrounds. Importantly, the number of individuals seen rough sleeping on multiple occasions rose significantly, highlighting a growing issue of entrenched or repeat homelessness in the borough.

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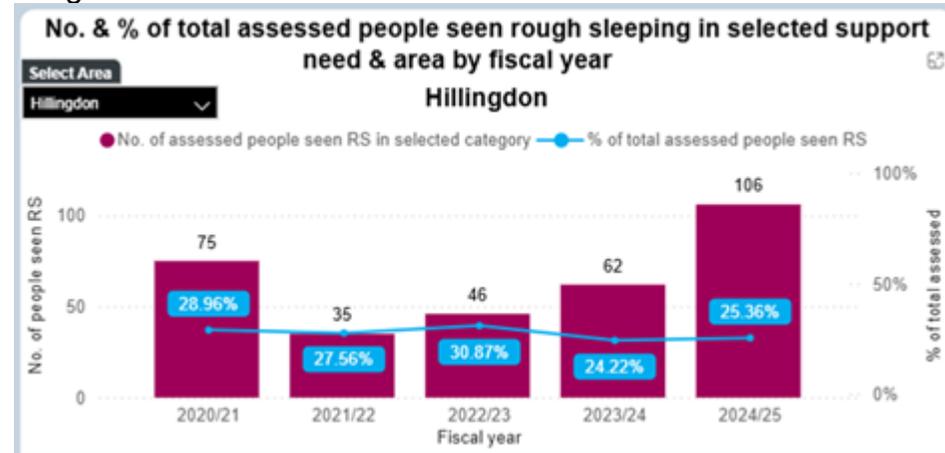


Support Needs of people seen rough sleeping in Hillingdon by fiscal year

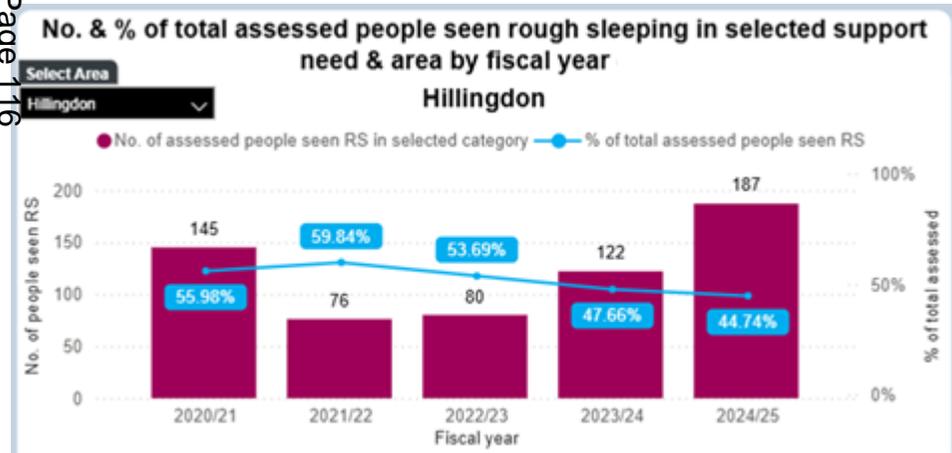
Alcohol



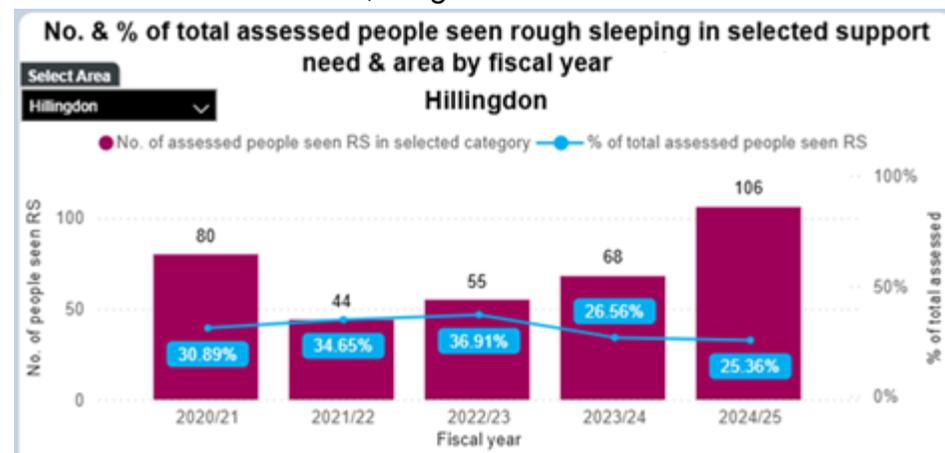
Drugs



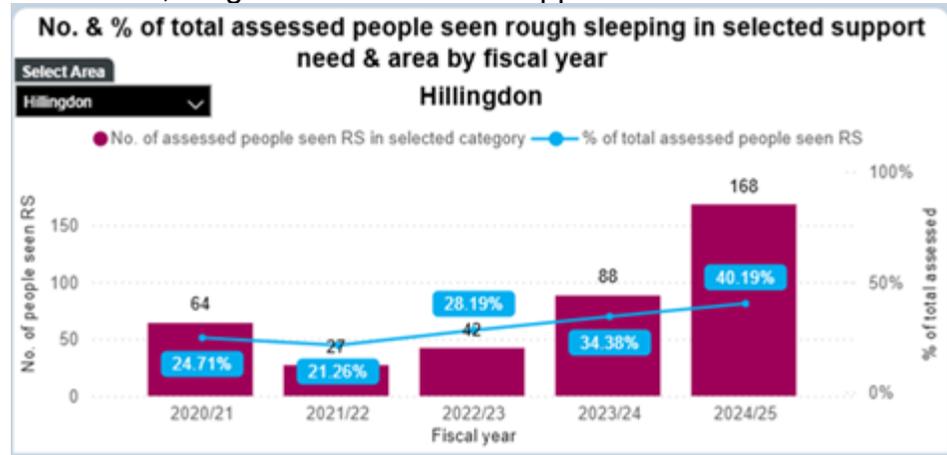
Mental health



More than one of alcohol, drugs and mental health



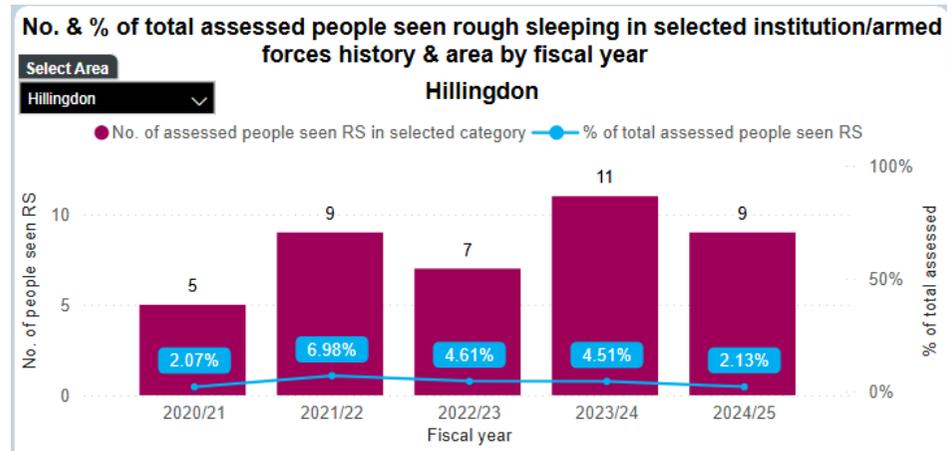
No alcohol, drugs or mental health support needs



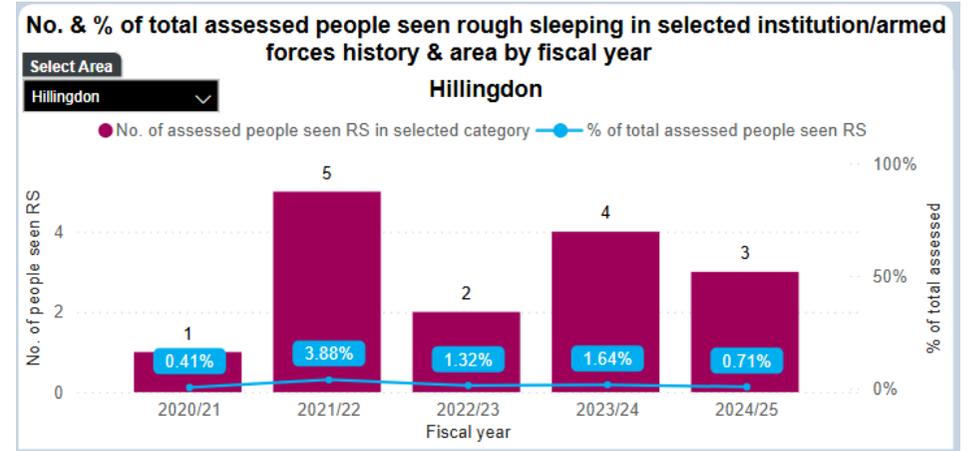
During 2024/25 there were 187 rough sleepers in Hillingdon borough (excluding Heathrow) with a mental health support need, 106 with a drugs related support need and 96 alcohol. There were 106 rough sleepers with more than one support need.

Institutional & Armed Forces history of those seen rough sleeping by fiscal year

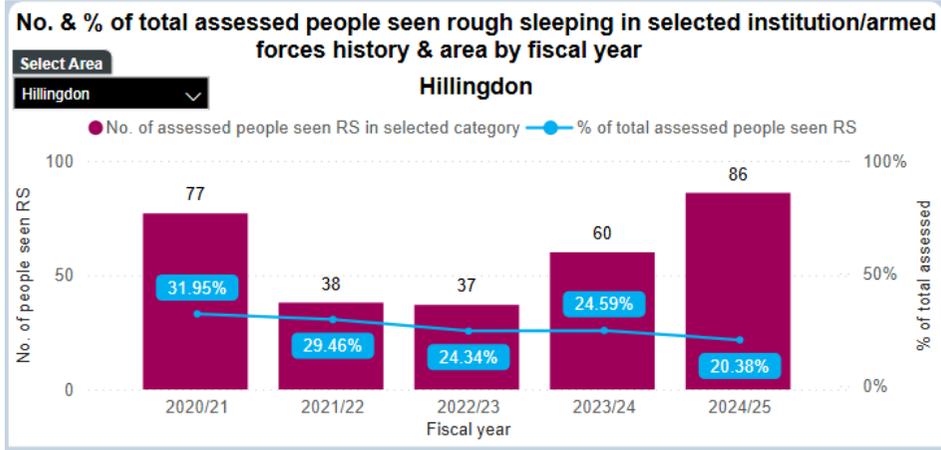
Armed Forces



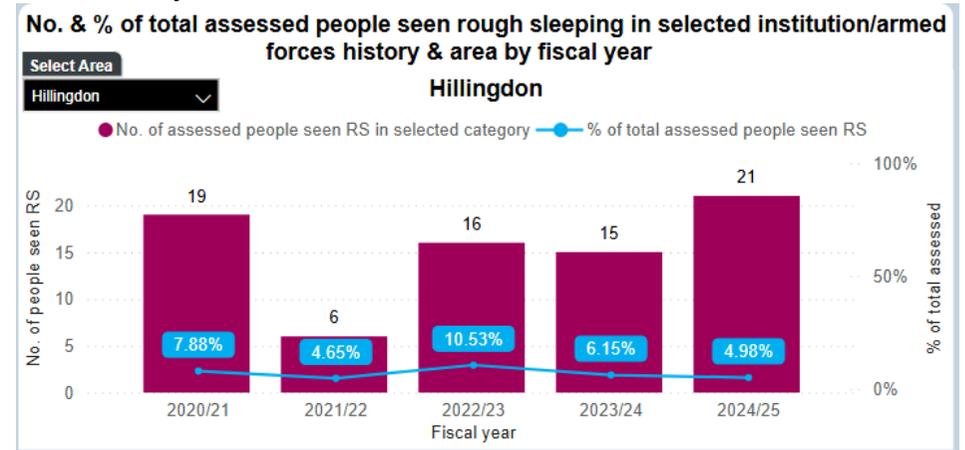
Armed Forces – UK Nationals



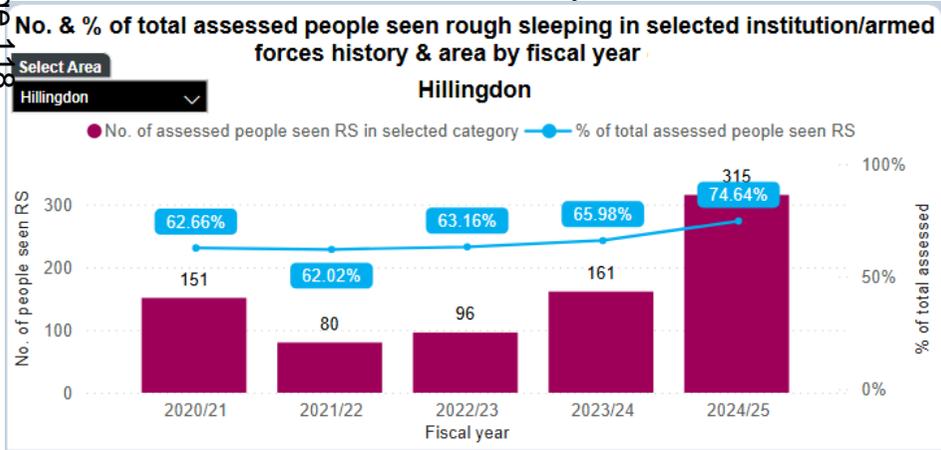
Prison



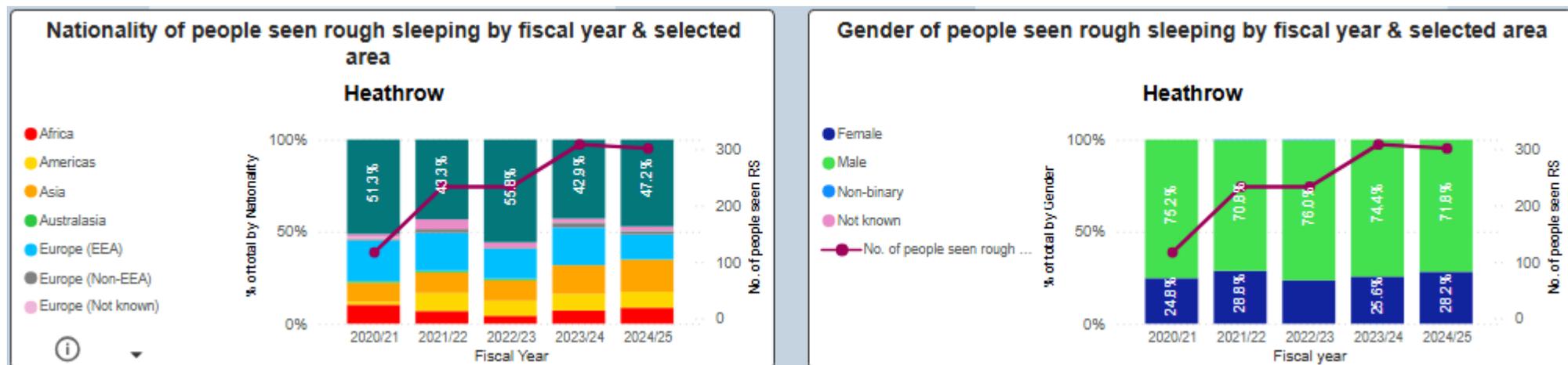
Care history



No Armed Forces, Care or Prison History

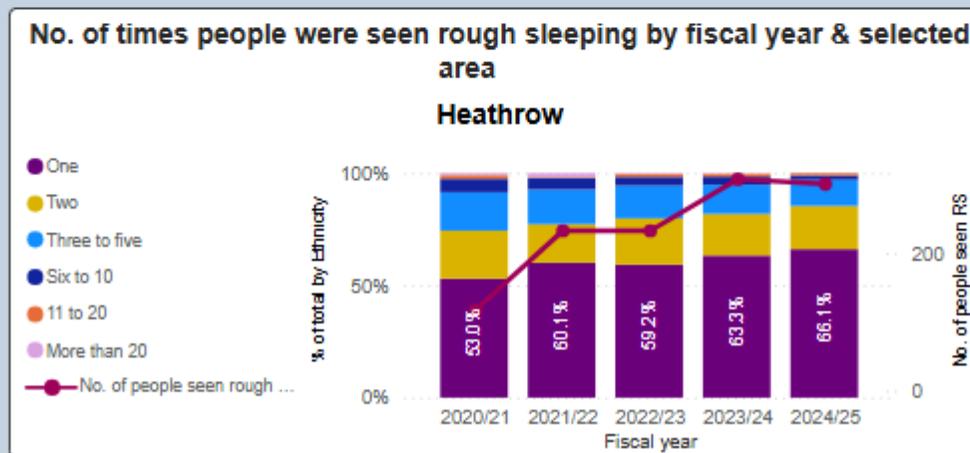
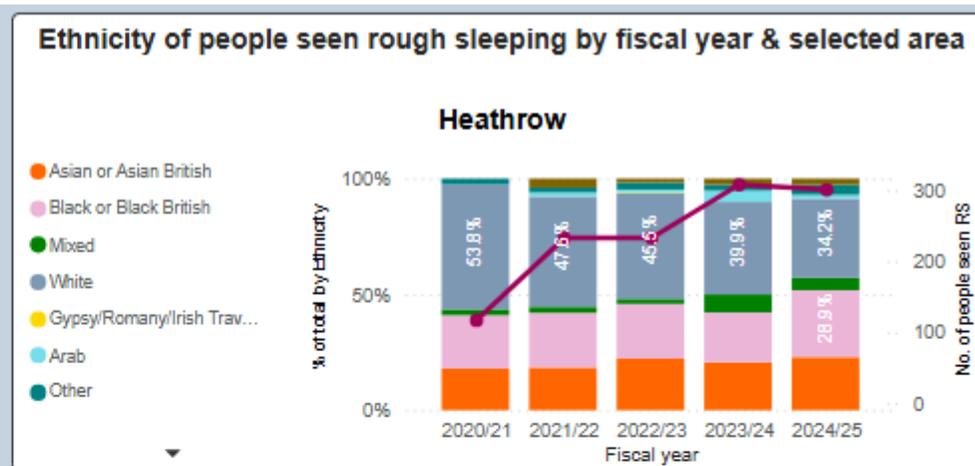
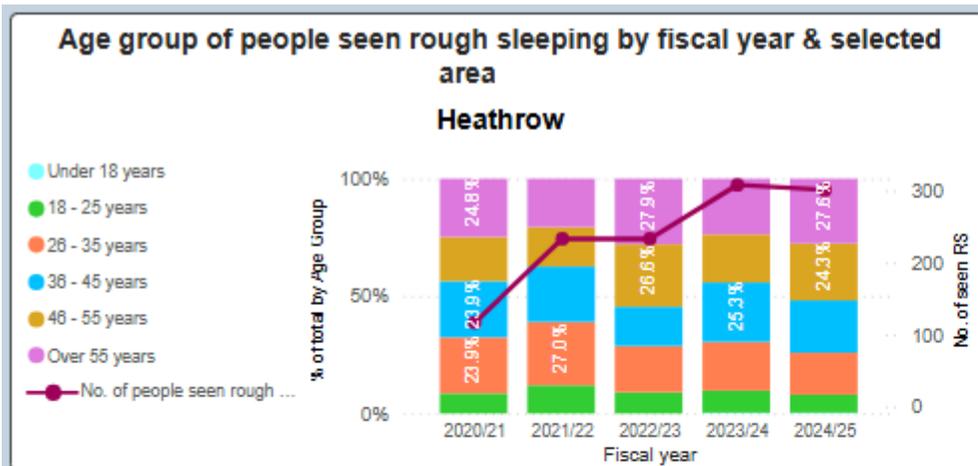


Heathrow CHAIN Data



From 2020/21 to 2024/25 in Heathrow, the majority of rough sleepers were consistently male (around 70–76%) and predominantly of European (EEA) nationality, with their share fluctuating between 42% and 57%. Female representation varied between 23% and 29%, showing no clear trend.

Compared to Hillingdon, Heathrow shows similar patterns in rough sleeping demographics, with European (EEA) nationals and males consistently making up the majority. However, Hillingdon appears to have slightly more variation in nationality distribution year-on-year and a marginally lower proportion of females. Both areas reflect persistent rough sleeping trends dominated by European males, with limited shifts over the five-year period.

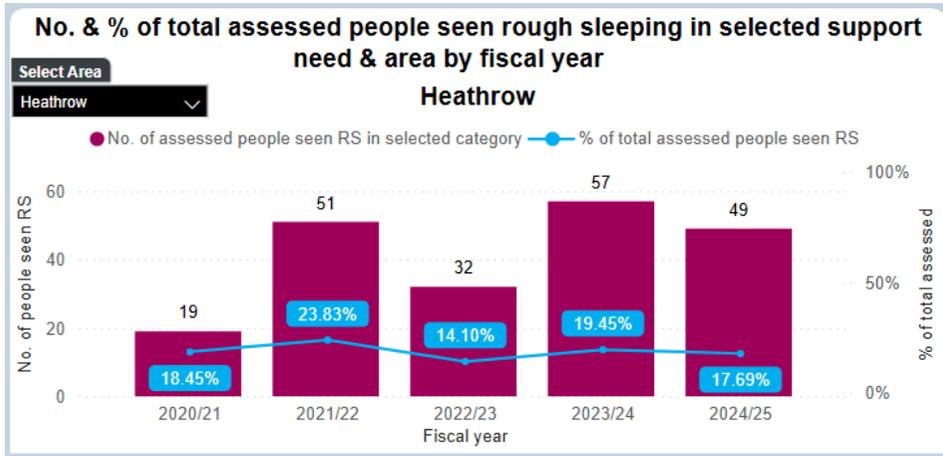


Rough sleeping in Heathrow is most prevalent among individuals aged 26–45 and predominantly among those identifying as White. The frequency chart indicates that most people are seen rough sleeping only once, though a notable minority are seen multiple times. These patterns suggest a recurring but varied population, highlighting the need for targeted interventions based on age, ethnicity, and repeat occurrences.

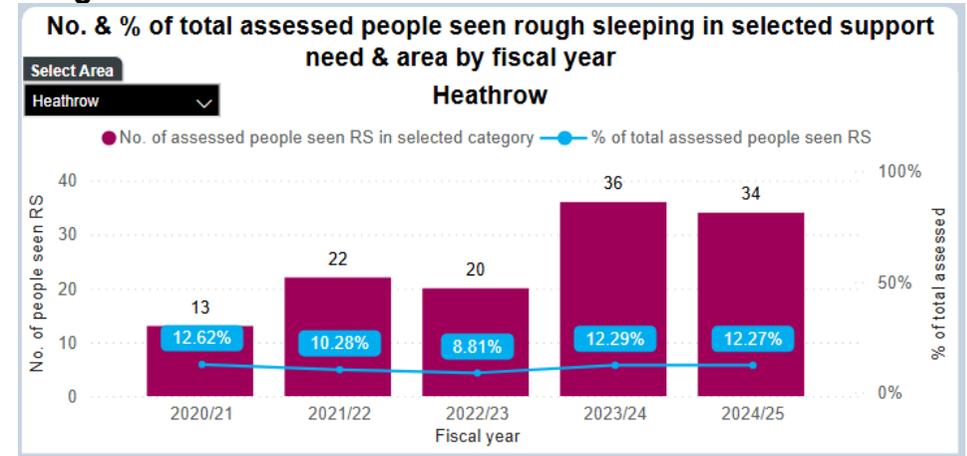
When comparing to in-borough, Heathrow shows a similar age and ethnicity profile among rough sleepers, However, Hillingdon has a slightly higher proportion of individuals seen rough sleeping multiple times, suggesting more entrenched homelessness. These comparisons highlight the need for tailored local responses, with Hillingdon potentially requiring more intensive support for repeat rough sleepers.

Support Needs of people seen rough sleeping in Heathrow by fiscal year

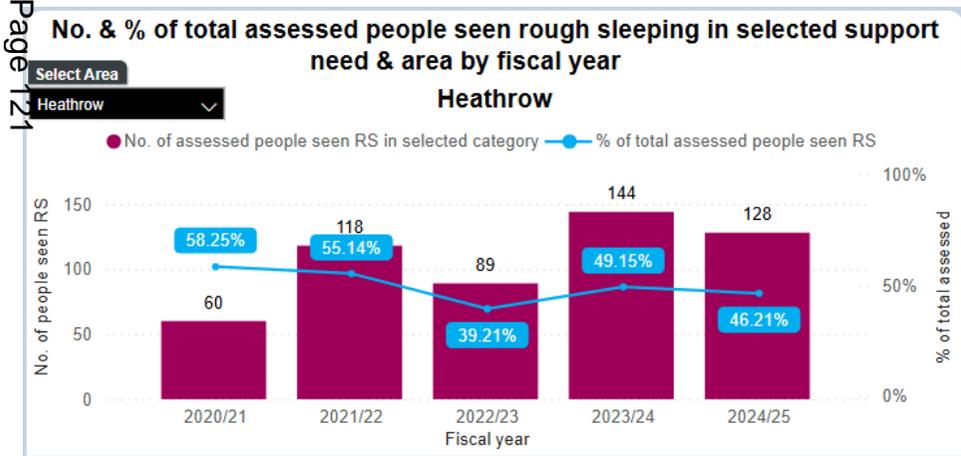
Alcohol



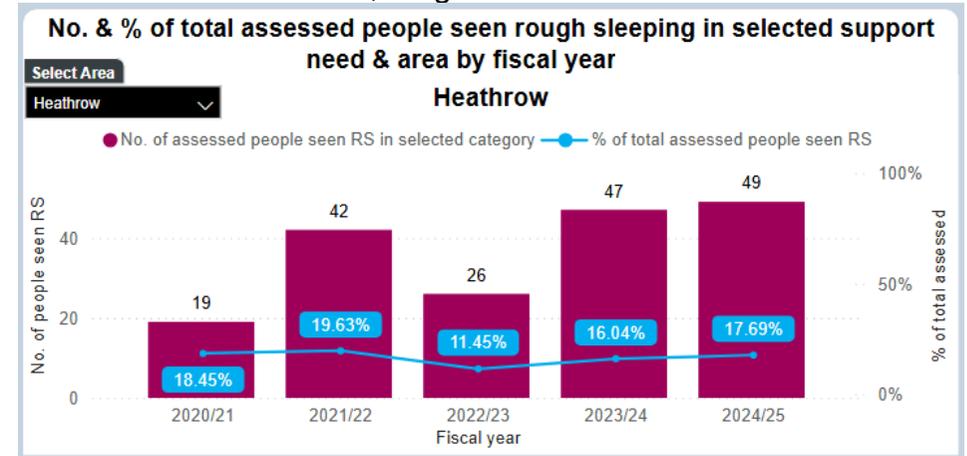
Drugs



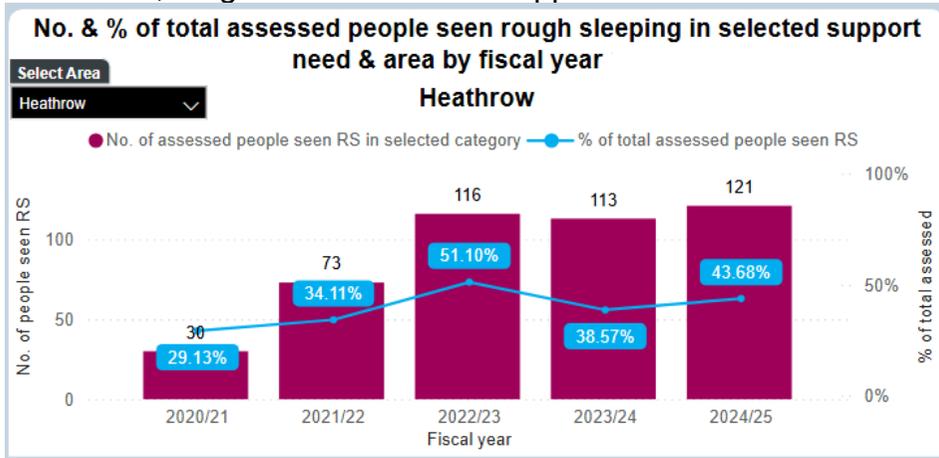
Mental health



More than one of alcohol, drugs and mental health

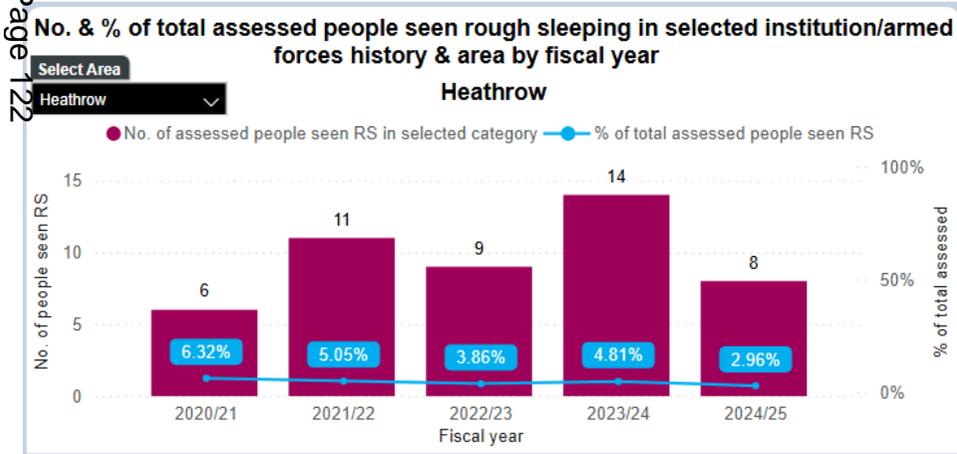


No alcohol, drugs or mental health support needs

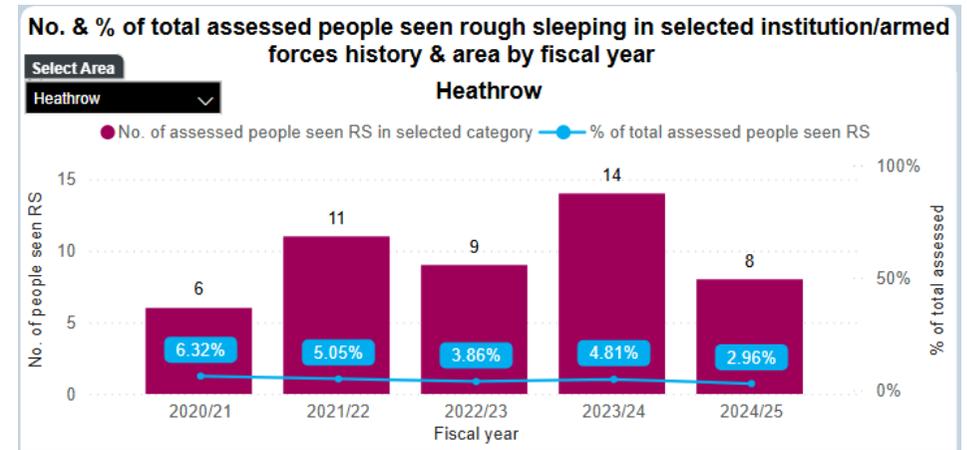


Institutional & Armed Forces history of those seen rough sleeping by fiscal year

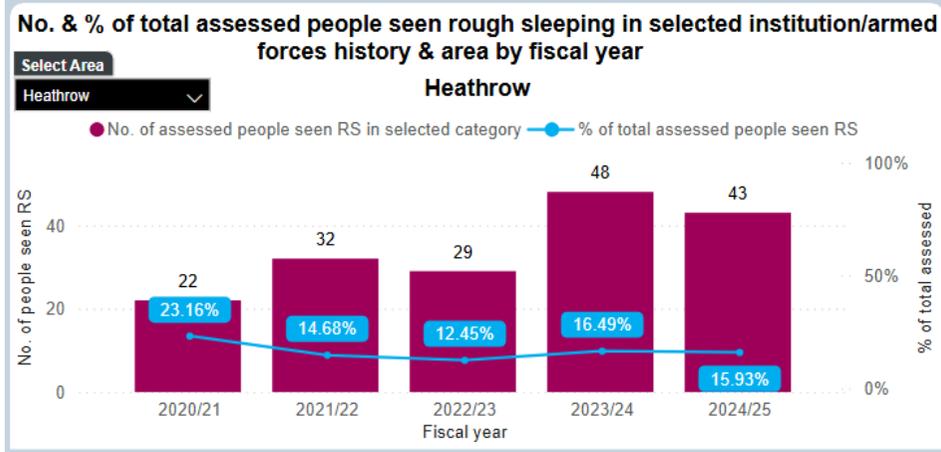
Armed Forces



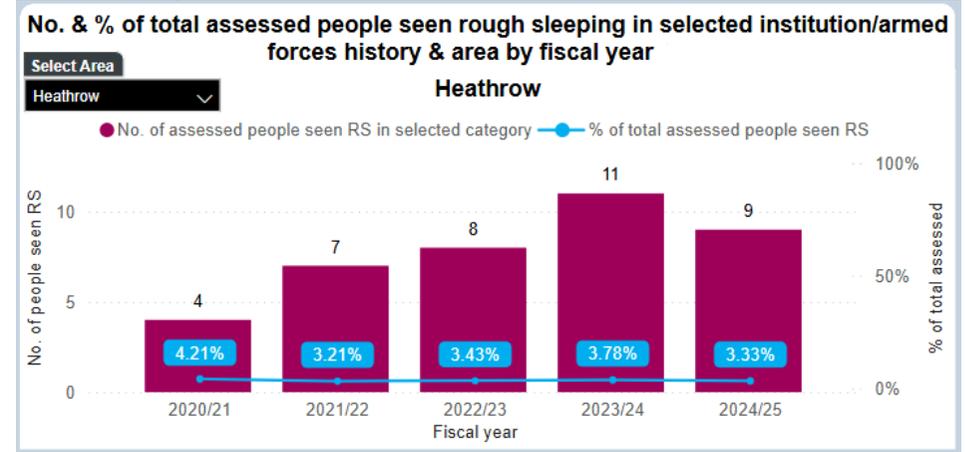
Armed Forces – UK Nationals



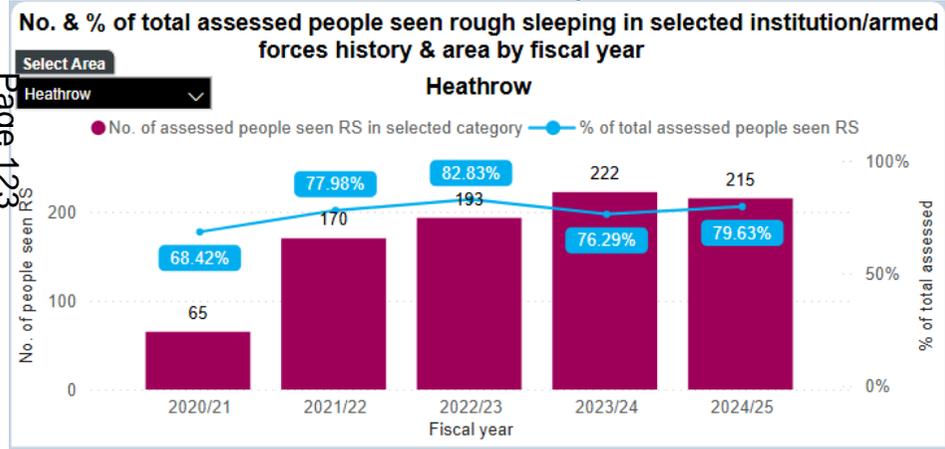
Prison



Care history



No Armed Forces, Care or Prison History



Target Priority Group

The Target Priority Group (TPG) for rough sleepers refers to individuals who are furthest from having their rough sleeping resolved and are unlikely to exit homelessness without a bespoke, multi-agency intervention.

The TPG list has been revised for London boroughs. Eight individuals from the previous cohort have been included in the 2025 revised list. Among the now 19 TPG clients, 10 have been confirmed as rough sleeping within the past month in Hillingdon. Of these, four have been accommodated by the London Borough of Hillingdon. An additional five clients have not been seen as they are bedded down in Ealing and Harrow.

In terms of eligibility, 11 of the 19 clients have full entitlement to public funds and are eligible for housing support. Two of these individuals are already in accommodation. The remaining eight clients have no recourse to public funds; however, two are currently being supported through no recourse bed spaces at Shackleton House in Ealing, enabling continued engagement and the opportunity to work towards more sustainable outcomes.

The cohort consists of 18 males and one female. Ethnic breakdown includes five White British nationals, two White Polish individuals, and ten clients of Asian background—seven from India, one from Pakistan, one from France, and one British Asian. Additionally, two clients are of Black ethnicity, one from Kenya and one from the UK.

Age distribution within the group shows that nine individuals fall within the 26–35 age range, six within the 46–55 range, three within the 36–45 range, and one is aged between 18–25.

Those leaving Home Office accommodation

We have a growing cohort of people facing homelessness and rough sleeping after being evicted from home office accommodation due to receiving positive status decisions. The Home Office has taken action to speed up decision making in order to reduce the use of hotels for housing asylum seekers.

In recent months, the media campaign surrounding the housing of asylum seekers in hotels across the UK; particularly in Hillingdon; has intensified, reflecting growing public concern and political tension. Hillingdon has emerged as a focal point, accommodating approximately 2,238 asylum seekers in contingency hotel accommodation as of the end of March 2025¹². This figure represents the highest concentration of asylum seekers in any London borough and nearly one-tenth of the national total housed in hotels¹³. Most of the asylum population is single people. The borough's

¹² https://consent.yahoo.com/v2/collectConsent?sessionId=3_cc-session_fb28dbae-2264-49f4-a0db-9cc7b28944ff

¹³ [Hillingdon being asked to take in a 10th of country's refugees | Hillingdon Times](#)

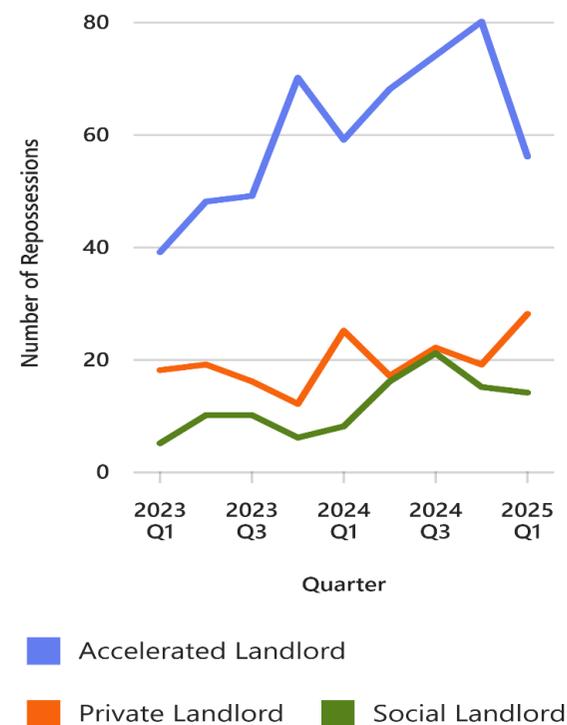
status as a port authority, due to its proximity to Heathrow Airport, has further compounded pressures, with a significant number of arrivals - including families from Chagos Islands seeking support without onward travel plans.

Hillingdon Council has publicly criticised the government's approach, citing inadequate funding and the disproportionate burden placed on local services. The council is currently spending over £5 million annually to support individuals evicted from Home Office accommodation, with the cumulative cost exceeding £16 million¹⁴. Alarming, a growing number of these evicted asylum seekers are becoming street homeless, as the council struggles to meet statutory obligations amid funding shortfalls and rising demand. The situation has prompted calls for a national dispersal strategy and equitable funding to prevent further strain on local resources and to mitigate the risk of entrenched homelessness among vulnerable migrant populations.

Court Action Statistics

	2023				2024				2025	
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2
Accelerated Landlord Repossession	39	48	49	70	59	68	74	80	56	60
Private Landlord Repossession	18	19	16	12	25	17	22	19	28	26
Social Landlord Repossession	5	10	10	6	8	16	21	15	14	11
Mortgage Repossession	2	2	3	4	5	1	6	1	6	4

The chart illustrates a clear upward trend in repossessions across all landlord types from Q1 2023 to Q1 2025. Accelerated landlord repossessions show the most significant increase, peaking in Q4 2024 before a slight decline in early 2025—likely reflecting increased use of Section 21 notices ahead of anticipated legislative changes. Private landlord repossessions fluctuate but rise steadily, possibly linked to affordability pressures and reduced tolerance for arrears. Social landlord repossessions also increase, suggesting growing strain on tenancy sustainment despite support mechanisms. These patterns highlight the need for early intervention, tenancy tracking, and targeted prevention strategies, particularly as the Renters Reform Bill approaches implementation.



¹⁴ [Council calls on government to refund asylum support costs - Hillingdon Council](#)

Private Rental Costs and Local Housing Allowance

LHA vs Average Private Rent (Monthly) – West London Boroughs (July 2024 – June 2025)¹⁵

Borough	1 Bed (LHA / Avg. Rent)	2 Bed (LHA / Avg. Rent)	3 Bed (LHA / Avg. Rent)	4 Bed (LHA / Avg. Rent)
Hillingdon	£997 / £1,221	£1,298 / £1,549	£1,472 / £1,861	£1,794 / £2,582
Ealing	£1,346 / £1,450	£1,621 / £1,750	£1,931 / £2,150	£2,543 / £2,950
Hounslow	£1,298 / £1,400	£1,621 / £1,700	£1,931 / £2,050	£2,543 / £2,850
Brent	£1,346 / £1,500	£1,621 / £1,800	£1,931 / £2,200	£2,543 / £3,000
Harrow	£1,298 / £1,420	£1,621 / £1,720	£1,931 / £2,100	£2,543 / £2,900
Hammersmith & Fulham	£1,346 / £1,750	£1,621 / £2,100	£1,931 / £2,600	£2,543 / £3,500

LHA rates are based on the 30th percentile of rents in each Broad Rental Market Area (BRMA), while average rents reflect median private sector rents from ONS/GLA data (July 2024–June 2025). Figures are rounded for clarity.

Homelessness demand

This section is concerned with understanding the level of homelessness demand during 2025/26 and later years

Both homelessness approaches and the numbers of homeless households requiring temporary accommodation have increased between 2023/24 and 2024/25 and our expectation is that there will be a further estimated 10% increase in the number of bookings into temporary accommodation during 2025/26.

Our homelessness demand is made up of:

- The number of households residing in temporary accommodation, particularly those in nightly paid accommodation.
- New bookings into temporary accommodation minus those moving on from temporary accommodation for reasons other than rehousing.
- Temporary accommodation admissions avoided through rehousing at the prevention stage or a payment made to retain the existing home.

Our priority is to eliminate the use of nightly paid accommodation. The temporary accommodation portfolio is transitioning to a mixture of council owned HRA properties used as temporary accommodation and private sector long term leased properties also held in the HRA.

¹⁵ [Private rental market in London: July 2024 to June 2025 - Office for National Statistics](#)
[London rents map | London City Hall](#)

At the beginning of 2025/26 we had in the region of one and half thousand homeless household in temporary accommodation, of which around 800 were in nightly paid accommodation – 18% 1 bed, 35% 2 bed, 33% 3 bed and 14% 4 bed.

The flow of households into nightly paid accommodation during 2024/25 was 740 households – 206 x 1 bed, 267 x 2 bed, 199 x 3 bed and 68 x 4 bed. For the first five months of 2025/26 there have been an average of 55 bookings per month into nightly paid accommodation. The estimate for 2026/27 is 741 bookings. To remove the need for nightly paid accommodation and keep pace with homelessness demand, it is estimated that we will need to source accommodation placements for around 628 of these bookings as some will make their own arrangements. We will also need find alternative accommodation for the 800+ households currently in nightly paid temporary accommodation.

A focus on prevention aims to hold demand at as low level as possible, but there are numerous factors influencing demand many of which are beyond the control of the council.

3. Homelessness Resources

The Ministry for Housing, Communities and Local Government (MHCLG) provide Homelessness and Rough Sleeping grant funding. For 2025/26 the original provision was £7,884,575 for 2025/26. Within this the previously separate funding streams for the Rough Sleeping Initiative and the Accommodation for Ex Offenders grants were consolidated into a single 2025/26 Rough Sleeping Prevention and Recovery Grant

The breakdown of the allocation across programmes is:

Programme	£ 2025/26
Homeless Prevention Grant 2025/26	£5,197,625
Rough Sleeper Prevention and Recovery Grant	£1,941,407
Rough Sleeping Drug and Alcohol Treatment Grant	£585,543
Emergency Accommodation Reduction Pilots	£160,000
Total	£7,884,575

Homeless Prevention Grant

The Homeless Prevention Grant (HPG) is ringfenced and an additional ringfence has been introduced requiring that 49% of the funding allocation must be spent on prevention, relief and staff activity and cannot be spent on temporary accommodation. HPG is expected to be used to:

- Embed the Homelessness Reduction Act by increasing activity to prevent single homelessness and rough sleeping.

- Reduce the number of families in unsuitable temporary accommodation by maximising family homelessness prevention.
- Reduce the use of bed and breakfast accommodation for families and eliminate family B&B placements beyond the statutory six-week limit.

MHCLG ask that services are designed to focus on achieving the following outcomes:

- **Services are designed to meet local need across family and single homelessness and rough sleeping.** This includes provision targeted at people at highest risk of repeat and enduring homelessness, such as people leaving institutions and care, and the most vulnerable families.
- **Deliver a high-quality service that is accessible to all**, delivering provision that includes face to face engagement for all, and is designed to meet needs of those with additional access or support needs in mind.
- **Homelessness and rough sleeping are prevented**, increasing prevention activities that result in fewer placements in temporary accommodation and fewer people sleeping rough for the first time before accessing services.
- **Homelessness and rough sleeping are brief**, delivering a reduction in:
 - the number of families in unsuitable temporary accommodation and B&B.
 - long stays in temporary accommodation without plans to move on.
 - the number of people sleeping rough in the long-term.
- **Returns to homelessness and rough sleeping are minimalised** through delivering sustainable accommodation and support solutions.

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Rough Sleeping Prevention and Recovery Grant

Within the homelessness and rough sleeping grant funding the previously separate funding streams for the Rough Sleeping Initiative and the Accommodation for Ex Offenders grants were consolidated into a single 2025/26 Rough Sleeping Prevention and Recovery Grant.

Emergency Accommodation Reduction Pilots

Hillingdon received additional funding as one of the Emergency Accommodation Reduction Pilots to reduce B&B usage and explore solutions to improve the overall quality and value-for-money of temporary accommodation. There are no longer any households with children in non-self contained accommodation and consequently none breaking the 6 week limit.

Rough Sleeping Drug and Alcohol Treatment Grant (RSDATG)

RSDATG funds specialist drug and alcohol treatment and support services.

The purpose of the funding is to:

- Improve substance misuse outcomes and recovery for people experiencing or at risk of rough sleeping

- Reduce the numbers of people sleeping rough as a result of substance misuse
- Reduce the number of deaths of people sleeping rough or experiencing homelessness from drug and alcohol poisoning.

The programme is managed by our Public Health team and ARCH are commissioned to provide the service.

Top up Homelessness and Rough Sleeper funding

In August 2025 MHCLG announced additional funding for homelessness and rough sleeping support for 2025/26 in London. For Hillingdon, the Rough Sleeping Prevention and Recovery Grant was increased by a further £465,938. An additional £219,941 was allocated for Supporting Children Experiencing Homelessness and £29,926 for Rough Sleeping Drug and Alcohol Treatment.

There was also further sub-regional Rough Sleeping Prevention and Recovery Grant funding of £3,528,960 for North West London. The London Sub-Regions have a requirement to spend a specified portion of their funding allocation to deliver and add value to partnerships and services with voluntary, community and faith sector organisations in their area.

Additional grant funding programmes

In addition to this core grant funding for homelessness services the council has successfully secured grant funding the following MHCLG and GLA grant funding programmes. Further detail is provided in the section on Housing Supply and Homelessness Support.

- Local Authority Housing Fund (LAHF)
- Rough Sleeping Accommodation Programme (RSAP)
- Single Homeless Accommodation Programme (SHAP)
- Affordable Housing Programme (AHP) 16-23
- Affordable Housing Programme (AHP) 21-26
- Council Homes Acquisitions Programme (CHAP)

Future Homelessness and Rough Sleeping Grant Funding

The rough sleeping funding allocation for 2025/26 reflects a transitional period ahead of the multi-year spending review and homelessness strategy from 2026/27, and is largely a continuation of existing funding. The rough sleeping grants remain ring-fenced for 2025/26 to protect funding to support individuals sleeping rough, at risk of sleeping rough, or at risk of returning to rough sleeping.

4. Prevention of Homelessness

Homelessness services are delivered by our Housing Needs and Homelessness Service with the Residents' Services Directorate. The Homeless Prevention Team provide advice to homeless households and residents threatened with homelessness and make decisions on whether households are owed a homelessness duty. The statutory duty to prevent homelessness sits with the council. The Homelessness Prevention Team carry out assessments in line with the requirements of the HRA and complete Personal Housing Plans designed to prevent a household from becoming homeless.

Hillingdon Council is fortunate in also having some excellent partners working together to combat homelessness and rough sleeping in the borough. A wide range of colleagues across the council, in other statutory services and in voluntary and faith sector partners are involved in supporting those who are homeless or threatened with homelessness. Some have a formalised relationship with the council through commissioned services and/or are in receipt of grant funding via the council.

Within the council, a variety of other services impact on, or are impacted by homelessness services. Important connections include those with other parts of the Housing Service, Community Safety including the Domestic Abuse Team and Private Sector Housing; Social Services, both adults and children's, Youth Justice, Public Health, and Housing Benefits. There are also connections to Employment Support and Planners

A Single Homelessness and Rough Sleepers Groups has been established for key partners to increase our understanding of the causes and impacts of homelessness and rough sleeping in Hillingdon, share information and concerns, manage risks; to influence future activity. The Group includes key partners; Trinity Homeless Projects, Central and North West London NHS Foundation Trust, P3 (Young People's housing advice service), Addiction Recovery Community Hillingdon (ARCH), Heathrow Travel Care, Thames Reach, YMCA, as well as internal housing and social care colleagues.

Prevention homelessness is the responsibility of the Housing Needs and Homelessness Service at the council. The numbers of preventions increased in the latter half of 2024/25. The first two quarters totalled 280 compared to 448 in the last two quarters. The overall number of duties, prevention and relief was also considerably higher in the second half of the year. The proportion owed a prevention duty rather than relief has decreased in each quarter during 2024/25.

	Q1	Q2	Q3	Q4	Total
Total number owed a duty (prevention and relief)	372	384	673	624	2053
% owed a prevention duty	71%	49%	42%	37%	55%

Trinity

Trinity has a longstanding presence in the borough, providing support and accommodation for vulnerable people. Trinity is an important partner for the council in preventing homelessness and providing accommodation and support services.

P3: People, Potential, Possibilities

P3 is a national charity with a mission to improve lives and communities by delivering services for socially excluded and vulnerable people to unlock their potential and open up new possibilities. P3 has also been a longstanding service provider in Hillingdon particularly working with young people.

P3 provide a floating support service which is also aimed at young people. The service engages with other agencies in tackling mental health and substance misuse and assist young people into employment and / or education, including through a Neet to Eat project. At least 2 education road shows are delivered in schools during each school term, targeting schools where there is a greater need for this level of advice.

Homeless Advice Services

The Homeless Prevention Youth Service (Navigator) is for young people aged 18-25 who may be homeless or at risk of homelessness. It is focused on early intervention, prevention and on-going support where needed. The project is based in Yiewsley and the service looks at each case holistically and includes giving information advice and guidance for education, health and training.

	Number of Young People supported	% Male	% BAME	New cases opened	Cases closed	% that had their housing needs met through housing advice or securing accommodation for at least 6 months
Q1 Apr to Jun 24	64	58%	66%	20	27	89%
Q2 Jul to Sep 24	49	59%	73%	24	32	95%
Q3 Oct to Dec 24	66	65%	76%		37	100%
Q4 Jan to Mar 25	68	68%	76%		26	100%
Q1 Apr to Jun 25	68			24	35	

Heathrow Travel Care

Heathrow Travel Care (HTC) is a voluntary sector, crisis social work team based at the airport. Their purpose is to assess, advise and assist anyone in potential difficulty at the airport and this includes working with rough sleepers.

ARCH (Addiction, Recovery, Community, Hillingdon)

ARCH is a local Hillingdon service, based in Uxbridge, providing support for those who have addiction problems. They provide a free and confidential service for those who live or are registered with a GP in Hillingdon. ARCH work with people at any stage of their alcohol or drug difficulties to provide a single point of access to assessment and treatment for problems. Substance misuse and homelessness often come together

when there is social services involvement and a person can no longer stay. Frequently mental health issues are also involved. Drug and alcohol addiction may also be associated with rent arrears, anti-social behaviour and eviction.

Thames Reach

Thames Reach provide outreach services in the borough, including at Heathrow Airport as they do in many other London Boroughs. There are a number of immediate options available to help prevent rough sleeping and this includes referrals to Olympic House and access to No Second Night Out (NSNO). NSNO is a GLA commissioned project that provides emergency shelter at three locations across London. The nearest hubs to Hillingdon are in Hammersmith & Fulham and Islington. If a rough sleeper wants to be supported and there are spaces available, local outreach teams will take the client immediately to one of the hubs.

Once in the Hub, they can stay there for a maximum of three days and in this time the Hub will work with the local authority where the client has a local connection in order to try and provide them with housing options. If a rough sleeper is not eligible, mainly through immigration issues, then other options including re-connection are also looked at.

Domestic Abuse Victims

Support for those suffering domestic abuse includes a domestic abuse refuge run by Refuge and a sanctuary scheme.

The Sanctuary scheme is part of a range of options to help victims of domestic violence to stay in their homes with the support and security they need to feel safe in their home. Under the scheme, security improvements are made to the property and can turn one room into a sanctuary room.

Over the past five years, the London Borough of Hillingdon has seen a notable increase in the number of individuals approaching the local authority as homeless due to domestic abuse. This trend reflects a wider London-wide pattern, where the number of domestic abuse survivors seeking homelessness support has nearly doubled. In Hillingdon, domestic abuse remains one of the leading causes of homelessness presentations, there is a need for continued targeted interventions and multi-agency support. Rising demand continues to place pressure on temporary accommodation and support services. The borough's Independent Domestic Violence Advocacy (IDVA) service plays a critical role in safeguarding victims and facilitating access to safe housing options, though ongoing funding and capacity challenges remain.

A Rapid Evidence Assessment commissioned by the Ministry of Housing, Communities and Local Government (MHCLG) in July 2025 outlines several models currently in use or under development.

- Domestic Violence Transitional Housing: Short-term housing (12–24 months) with financial and emotional support to bridge the gap to permanent accommodation.
- Domestic Violence Housing First: A trauma-informed, needs-led model where mobile advocates help survivors secure long-term housing without requiring engagement with other services first.

The 2025 Housing Regulations introduced a major shift by removing local connection tests for victims of domestic abuse seeking social housing for which the Housing Allocations Policy will be amended. This means survivors can now relocate to safer areas without being penalised by residency requirements, a key barrier previously faced by many.

Additionally, updated statutory guidance encourages local authorities to prioritise domestic abuse survivors in housing allocations and to ensure consistent, trauma-informed responses across services.

The London Domestic Abuse Safe Accommodation Strategy 2025–28 outlines a coordinated city-wide approach, including:

- Investment in new specialist homes.
- Inclusive commissioning practices.
- Support for survivors with insecure immigration status.
- Strengthened multi-agency collaboration

The **Whole Housing Approach**, endorsed by DAHA and the GLA, integrates housing options across tenures to support survivors in maintaining or accessing safe housing. It's adaptable to local needs and increasingly used by councils.

5. Housing Supply and Homelessness Support

A range of accommodation and support is used to meet the needs of homeless households. This includes:

- Social housing lettings to homeless from:
 - existing homes
 - property acquisitions
 - new housing developments and regeneration
 - The number of social lettings for homeless households is dependent on both the overall number of lettings and the relative proportion of lettings for homeless households and others on the housing register
- Private rented sector placements Lower cost temporary accommodation options including use of local authority owned housing and leased accommodation.
- Single homeless supported housing placements
- Nightly paid temporary accommodation is used if another option is not available
- We also work with landlords to enable residents to remain in their existing home and this can involve a financial payment.

Social Housing Lettings

During 2024/25 there were a total of 690 lettings of which **383** were to homeless households.

Lettings to homeless households by Bedsize Need		
	Total on housing register	Homeless on register
1 Bed	55%	40%
2 Bed	27%	39%
3 Bed	12%	13%
4 Bed	6%	8%
Total	100%	100%

The data reveals that the homeless population has a significant need for rehousing, with 383 individuals in total. The highest demand is for 1 bed accommodations, followed by 2 bed, 3 bed, and 4 bed accommodations.

When considering the overall lettings, including the homeless, the number housed is 690 individuals. The highest need is for 1 bed accommodations (256), followed by 2-bed (125), 3-bed (56), and 4-bed (28) accommodations. There are also 225 individuals with unknown bedsize needs which is a concern.

The following breakdown ignores any lettings where the bedsize is unknown and extra care lettings. Just under 65% of 3 bed lettings went to homeless households. A majority of 4 bed lettings (79%) also went to homeless households. In total 32% of all lettings had no associated bedsize.

Rehousing List by Bedsize Need					
	1	2	3	4	Total
Homeless	112	93	36	22	263
Transfer	50	17	10	3	80
General Housing Register	94	15	10	3	122
Total	256	125	56	28	465

The Rehousing List by Bedsize Need indicates that the majority of individuals requiring rehousing are homeless, accounting for 56.56% of the total need (263 out of 465), with the highest demand for single-bed accommodations (256 out of 465, or 55.05%). Transfers and general housing register needs are significantly lower, representing 17.20% and 26.23% of the total respectively.

Affordable housing development and acquisition plans need to take account of demand from other new housing register applicants and those requiring a transfer as well as homelessness applicants. They also need to take account of overall demand for affordable housing as expressed in the Strategic Housing Market Assessment including demand for intermediate as well as social housing.

Property Acquisitions

During 2024/25 there were a total of 228 property acquisitions as detailed in the table below. Some, but not all of these will have been used to house homeless applicants and are included in the social housing lettings above. Madison Brooke was a pilot scheme and a contract has been let for them to purchase a further 200 properties.

		Studio	1 bed	2 bed	3 bed	4 bed+	Total
Acquisitions	Mayors refugee programme	0	0	0	0	1	1
	LAHF3	0	0	0	13	2	15
	SHAP	0	0	10	0	0	10
	Buybacks	0	1	3	19	4	27

Station Approach	0	3	2	1	0	6
HPH3 Millington Road	108	5	0	0	0	113
Bartram Close	0	1	1	0	0	2
Elmgrove Court	0	2	3	1	0	6
2 Little Road	0	0	0	0	1	1
89 Bishops Road	0	0	0	0	1	1
Carpenters Court	0	7	4	1	0	12
Madison Brook	0	1	23	10	0	34
Acquisitions total	108	20	46	45	9	228

LAHF – The council has previously received funding under LAHF 2 for 10 properties. The current LAHF 3 funding runs from 2024/25 to 2025/26 and contributes towards the purchase of 35 dwellings over the 2 years. LAHF3 funding totals £7,908,763, mostly capital funding but including £68,763 revenue.

SHAP funding – SHAP funding has covered the purchase of 10 x 2 bed shared homes for use by young homeless people. Revenue funding will enable the young people to be supported in the accommodation. SHAP revenue funding is £100,000 per year.

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During 2025/26 the expectation is for 300 acquisitions, 200 via Madison Brooke and 100 in house.

The Council's acquisition programme is supported by GLA Council homes acquisition programme (CHAP) Indicative funding secured for 200 purchases.

New housing development and regeneration

		Studio	1 bed	2 bed	3 bed	4 bed+	Total
New build	Petworth Gardens	0	0	0	0	4	4
	Rowan Road	0	0	0	1	0	1
	Maple & Poplar	0	6	27	1	0	34
	Sullivan Crescent	0	0	0	4	2	6
	Atlas Lodge RP placements	0	0	72	0	0	72
	Nestle site RP placements	0	28	22	9	0	59
	New build total		0	34	121	15	6

The Council's affordable housing development programme is supported by GLA Affordable Housing Programme (AHP)

16-23

Hayes Town Centre
Avondale

21-26

Falling Lane
Vernon Drive
Hayes Town Centre additional units
Haydon Drive

New Council and Housing Association low cost rented homes scheduled to deliver 2025/26

2025/26		Studio	1 bed	2 bed	3 bed	4 bed	5 Bed	Total
Hayes Town Centre Phase 1	LBH	0	21	28	11	4	0	64
Avondale Phase 1	LBH	0	7	16	5	2	0	30
Midhurst Gardens	LBH	0	0	1	1	0	0	2
Cranford Drive	LBH	0	0	4	0	0	0	4
Juniper Way	LBH	0	0	2	0	0	0	2
Transport House**	LBH	8	4	3	0	0	0	15
Total	LBH	8	32	54	17	6	0	117
Nestle Block B	L&Q	1	29	23 (incl. 13 WC*)	15	0	0	68
Crown Trading Estate	MTVH	0	16 (incl. 1 WC)	6 (incl. 2 WC)	28 (incl. 2 WC)	4	0	54

Total	RP	1	45	29	43	4	0	122
Overall Total	All	9	77	83	60	10	0	239

*WC = Wheelchair accessible

** Temporary Accommodation

New Council and Housing Association low cost rented homes scheduled to deliver 2026/27

2026/27		Studio	1 bed	2 bed	3 bed	4 bed	Total
New Peachey Lane	LBH	0	0	4	2	0	6
Falling Lane	LBH	0	20	23 (incl. 3 WC)	7 (incl. 3 WC)	0	50
Otterfield Social Rent	LBH	0	23 (incl. 4 WC)	11	11	0	45
Total	LBH	0	43	38	20	0	101
1 Vinyl Square	Network	0	22	22	13	0	57
Stanford House	SBHG	0	17	6	7	0	30
Total	RP	0	39	28	20	0	87
Overall Total	All	0	82	66	40	0	188

88
100

Currently approved schemes (July 2025) form a development programme of 1,215 homes profiled to deliver within the next 5 years, subject to funding and further staged approvals

Private Rented Sector

During the 2024/25 financial year, a total of 338 moves into the private rented sector (PRS) were facilitated. Of these, 32 were preventative interventions, enabling residents to remain in their existing homes and avoid homelessness.

The breakdown of property sizes secured through PRS placements is as follows:

- 132 x one-bedroom properties
- 127 x two-bedroom properties
- 62 x three-bedroom properties
- 17 x four-bedroom properties

Single Homeless Supported Accommodation

Trinity

Trinity shared houses

Trinity help to unblock the shortage of housing for single people by making it accessible through creating shared housing in the Private Rented Sector without the need for employment, deposits or credit history. The council has 100% nomination rights to the accommodation.

Private landlords lease their properties to Trinity for five years. The charity assumes all the risk regarding tenancy management, voids, bad debt and general maintenance whilst providing a risk and hassle free income to the landlord.

To access Trinity supported accommodation, single homeless people must be aged 18+ and have a local connection to the borough. Applicants must be suffering from the effects of homelessness and a life dominating problem; have some form of support need which may involve drugs/alcohol misuse, diagnosed or undiagnosed mental health conditions, ex-offenders, rough sleepers or be suffering from the effects of social exclusion.

Individuals remain in accommodation leased by Trinity for at least 12 months and must engage with the Trinity staff through support plans and regular agreed contact which is aimed at assisting the resident to gain independence. Trinity categorise dwellings based on the level of support required as stage one, two or three with stage three being the highest level of support.

Olympic House 2024/25

Olympic House is a 33-bed space hostel based in Hillingdon which provides accommodation for those who are homeless or facing homelessness. It includes 5 EBS (emergency bed spaces) & 5 No Recourse to Public Funds (NRPF). During 2024/25 Olympic House had 12 evictions- this is a mix of duty being ended, and eviction due to behaviour with 87 people moved out and 83 people moved in.

Move-on to:

PRS	31%
Internal Trinity move (supported)	18%
Supported housing	12%
Sheltered	8%
Rehab	6%

Support Needs:

Criminal history	41%
Physical health	52%
Drug and Alcohol	65%
Diagnosed mental health	24%

Not known	8%
Abandoned	2%
Surrendered	2%
Social Housing	3%
Custody	2%
Returned to rough sleeping - case closed	2%
Staying with friends	2%
Moved out of borough	2%
Returned to Olympic	2%

Hospital treatment	12%
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Riverside

Trinity acquired the Riverside Hotel and converted it into 41 self-contained affordable apartments. These units are designed to support low-income households, especially those who have experienced homelessness or social exclusion. The development is part of a move-on accommodation strategy, helping individuals transition from shared housing to independent living.

YMCA

Ventura House in Hayes, Hillingdon, is a supported housing facility operated by the YMCA. It provides short-term accommodation for individuals aged 18–60 who are experiencing homelessness and have low to medium support needs. The facility offers 106 units, including single rooms and family flats, and is staffed 24/7 by a dedicated team of full-time and part-time workers. Residents receive tailored support through keywork systems, monthly action plans, and guidance on life skills, budgeting, training, and emotional wellbeing. Referrals are typically made via Hillingdon Council and other local agencies. The programme aims to help residents rebuild their lives and transition to independent living, with a strong emphasis on social inclusion and personal development. In the year 2024/25 a total of 18 new placements were made which came from direct referrals from London Borough of Hillingdon Homeless Prevention Team.

St Mungo's

In 2024/25, St Mungo's continued its vital work in Hillingdon as part of its broader mission to end homelessness and rebuild lives. The charity focused on supporting individuals experiencing or at risk of homelessness through tailored services that promote recovery, empowerment, and long-term stability. Their outreach teams and supported housing initiatives provided safe accommodation and practical support, including employment services and health care access. In the same year, 75 new former rough sleepers were accommodated under their Somewhere Safe

to Stay provisions with 47 still being supported at the end of March 2025. The Somewhere Safe to Stay provisions is not located in Hillingdon but does provide support and accommodation for a number of our rough sleepers. The West Hub SSTS is located in Kensington and Chelsea with No Second Night Out hostel is in Brent, Hackney, Lewisham and Southwark.

Rough Sleeping Accommodation Programme (RSAP)

RSAP - provides longer-term move-on accommodation for people who have experienced rough sleeping, with integrated support to help them sustain tenancies and progress toward independent living. There are 23 council owned. properties previously purchased with assistance of capital grant funding. RSAP revenue funding is ring fenced for the sole purpose of providing support to people who are recovering from rough sleeping. This funding has been extended to March 2026.

6. Homelessness Challenges and Priorities

Temporary Accommodation (TA) Strategy and Action Plan

Due to the rapid escalation of the number and cost of households in temporary accommodation and the financial risk posed to the Council, a dedicated strategy and action plan was approved by Cabinet in February 2025. Regular monitoring takes place including tracking the following measures.

Measure	Target	Baseline
1.A higher proportion of households whose homelessness is prevented	London Average 54% (based on Oct-Dec 2024)	32%
2.No. families with children/pregnant women in non-self-contained B&B for more than 6 weeks	0	0
3.Fewer households becoming homeless and needing temporary accommodation	50 (per month)	62
4.Fewer households in nightly charged (high cost) temporary accommodation	Zero by 31/03/2026	780
5.Lower overall cost of temporary accommodation (Gross)	Balanced budget by year end (2025/26)	£2,077,960
6.Lower cost per temporary accommodation unit (Gross monthly and per night)	Zero over caps set by bedsize	£70,303 £81.28
7.Implementation of acquisition and new build development programme (LBH)	300 (acquisitions) 100 (new build)	19 15
Fewer households threatened with homelessness (approaches)	600 (monthly)	617
Private rented sector placements	30 (monthly)	
Lettings to homeless households in TA	50 (monthly)	

In March 2025, a MTFs action plan was put in place to operationalise the TA strategy and aims to eliminate the use of the highest cost, nightly paid accommodation. The MTFs action plan has four workstreams to take forward the objectives in the strategy, each with an identified lead officer:

- Workstream 1: Increase prevention and reduce new temporary accommodation placements
 - The key target for workstream 1 is for less than 11 new placements a week into temporary accommodation (no more than 50 per month).

- The high and sustained levels of homelessness demand represent a risk to achieving the prevention targets for this workstream.
- Workstream 2: Increase access to alternative housing options
 - The key target under workstream 2 of the strategy is to secure access to more than 7 new private rented sector properties a week (30 per month), to either prevent homelessness or support the discharge of a homeless duty.
- Workstream 3: Reduce the cost of temporary accommodation
 - Setting of rate caps for different bed sizes of temporary accommodation and negotiations with landlords to step down payments to be within the cap.
 - This workstream included a target to secure an additional 100 leased properties for use as temporary accommodation by March 2026.
- Workstream 4: Increase move-on into social housing
 - The key indicator for this workstream is for a minimum of 11 social housing lettings to be made to homeless households per week (overall 50 per month).

The unsustainable The Temporary Accommodation (TA) Strategy and Action Plan was approved by Cabinet in February 2025 and it was agreed that quarterly updates would be provided to Cabinet, or less frequent as required, and that these would include impact on the Medium-Term Financial Strategy (MTFS).

Residents' Services Select Committee Review: Homeless Prevention and the Customer Journey

During 2024 the Council's Residents' Services Select Committee undertook a major review of the Council's Housing Advice and Homelessness Service, with a particular focus of the residents' journey through the system and experience of customer service. Notwithstanding whom, why and from where people present themselves as homeless, through the review's terms of reference, the Committee's primary aims were to identify ways to improve their experience, better manage their expectations, enhance satisfaction, streamline processes and ultimately provide improved support to prevent homelessness. In undertaking the review, the Committee held several formal in-depth witness sessions, which included representatives from voluntary sector organisations, and experts in homelessness and domestic abuse support, along with relevant Council officers. The Committee was mindful of the need to find cost effective, workable solutions to improve performance going forward. Importantly, the finalisation of the Committee's review benefited from close collaboration between the Chair and Opposition Lead, along with Council officers, in formulating the recommendations presented in this report to ensure they could be consistent with and add value to the direction of travel of the service area. In June 2025 Cabinet accepted and resolved to implement the Select Committee recommendations.

Key findings included:

- The importance of prevention and early intervention in addressing homelessness.
- The need for improved communication and empathy from housing officers.
- The necessity for better systems and technology for case handovers.
- The challenges faced by victims of domestic abuse in accessing housing support.

Select Committee Recommendations

Enhancing Resident Experience

- I. All staff to refer to those applicants who approach the service for help as 'residents' rather than 'customers' or 'clients'.
- II. Create a clearer Residents' Charter: a more accessible guide explaining each stage of the homelessness support process for new applicants, from intake to case closure. This guide will set expectations, reduce confusion, and address common questions. Consider new technologies for instant translation requirements.
- III. Reconfigure the Housing Reception Centre to provide a more welcoming and empathetic environment within existing budget plans.
- IV. Continue unannounced random checks/management oversight of calls and correspondence ensure a high-quality, professional, empathetic, and resident focused service.
- V. Continue to gather feedback from residents regarding homelessness services using a simple anonymous feedback form.
- VI. Actively promote the current suggestion box system to encourage staff to submit suggestions for improving service efficiency and resident interactions.

Managing Expectations and Process Efficiency

- I. Consider incorporating ways to help applicants check their eligibility online for assistance before applying formally. Preventative avoidance can stop unnecessary applications from those who are not entitled, saving time and resources for both the applicants and the Council.
- II. For applicants in the process, to avoid processing delays, to explore the possibility of using automated text reminders for appointments and deadlines.
- III. Explore the feasibility of introducing a self-check-in system for applicants at reception linked to service transformation.
- IV. Continue to review and update current documentation, guides and resident facing processes in relation to eligibility, case preparation and action planning.

Staff Support & Training

- I. Ensure all Housing staff receive regular casework supervision and promote current Staff Welfare policies.
- II. Consider implementing a comprehensive peer support and training programme in collaboration with a partner organisation. This programme should include access to peer mentors with lived experience of homelessness and offer refresher training to staff. The training should also incorporate 'walk-in-my-shoes' sessions to build understanding and connection with residents.
- III. Create a learning set of resources for staff to encourage the sharing of good practice.

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Partnerships and Collaboration

- I. Build on existing partnerships and further develop these with local organisations to create a wider support network for residents to access.
- II. Assign named officers to be liaisons for relevant partner agencies for accountability and, to aid effective communications going forward, introduce a generic email as the primary contact and communication tool between them and the Council.

Findings from Stakeholder Engagement

External Partners and Colleagues

- Increase outreach and support for individuals with mental health needs.
- Preference for long-term planning over short-term reactive measures
- Staff turnover and lack of consistency in partner agencies. Improve communication and consistency
- Insufficient early intervention and prevention efforts
- Limited engagement with undocumented individuals and those with no recourse to public funds.
- Uncertainty and administrative burden from Home Office policy changes. Monitor and respond to Home Office policy changes. Ensure fair distribution of asylum support responsibilities across boroughs.
- Enhance early intervention and prevention strategies to reduce homelessness.
- Improve coordination with third-sector and religious organizations.
- Utilize supported housing options outside the borough more proactively.
- Invest in long-term planning and sustainable housing solutions.
- Provide training and resources to staff for proactive referrals and support.
- Engage with young people to raise awareness and prevent homelessness.
- Address administrative inefficiencies in housing application systems (e.g., Locata).
- Concerns over succession planning and tenancy rights after family bereavement.

Front line Housing Needs and Homelessness Staff – Group 1

- Landlords are concerned about the ending of S21 evictions and this is causing small portfolio landlords to leave the rental market
- Need to build partnerships with corporate landlords
- Engage with landlords at planning stage for potential nomination rights on HMOs
- Clear guidelines needed for PRS incentives, including confirmed budgets / spending caps. Carry out regular benchmarking
- Need for a landlord engagement team
- Increased interworking between TA and Homefinders Teams
- Implement a matching system for TA residents to secure move on to PRS at an early stage

Front line Housing Needs and Homelessness Staff – Group 2

- Further training is necessary with Homelessness Prevention staff to ensure understanding of the new Social Housing Allocation Policy and Housing Register
- Cases are closed earlier at triage stage if no response received – 7 as opposed to 10 days. The re-approach rate is 30 to 40% and each requires a new case
- Website information has been extended and updated but has not impacted in terms of homelessness approach numbers
- There is an increasing backlog in processing housing register applications
- There has been a reduction in Duty to Refer numbers

Front line Housing Needs and Homelessness Staff – Group 3

- There has been an increase in households with an autistic household member approaching the authority and difficulties with finding suitable accommodation
- Locata is not currently holding sufficient information for reviews and legal assessments and results in residents having to come in to the office in person to provide documents. There is scope to increase the available Locata capacity
- Staff are struggling with case volumes. This is resulting in minimal work being done on each case and staff burnout
- Reviews are being overturned at a high rate

Front line Housing Needs and Homelessness Staff – Group 4

- There have been increased pressures from refugees leaving Home Office accommodation. The majority are single males and most are assessed as non-priority need homeless cases. They become used to the area and don't want to move elsewhere. Legal challenges are increasing.
- Asylum seekers/refugees are adding to rough sleeper numbers in the borough
- There is a shortage of affordable housing. Particular shortages include HMOs for those under 35 with more restricted benefit rates. YMCA has a long waiting list. Benefit capped families are also a challenge.
- There is a need for additional funding for single homeless clients. And greater partnership working to establish effective housing pathways.

Front line Housing Needs and Homelessness Staff – Group 5

- TA is consistently being rejected due to geographical location and S188 duty is not being discharged. Most sought after area is Hayes. Need for support workers to manage expectations
- Rough sleepers outside Civic Centre are asked to Street Link which introduces an unnecessary delay and additional rough sleepers before dealing with the homelessness issue. Review pathways and options for those verified and not verified
- Increasing numbers of approaches are coming directly bypassing the Home Office pathway (Family reunion and delayed processing by Home Office)
- There is a reluctance from landlords to accept ex-offenders and more landlords are doing their own background checks
- Despite Hillingdon having a high volume of HMOs there is no pipeline into the homelessness team

Front line Housing Needs and Homelessness Staff – Group 6

- Prolonging of cases being open due to time it takes for Locata processing,
- Lack of affordable self-contained or supported self-contained for single adults.
- Key contacts in partner agencies leaving
- Trinity Housing and YMCA waiting lists are long.
- Managing young people's housing expectations.
- NASS not wanting to move out of Borough.
- Unaffordability of private rented accommodation locally.
- Recruitment due to contract ending
- Continuing our partnership working with REAP and delivering the workshops.
- We will continue to liaise with out of Borough providers to build relationships, enabling us to refer to them.
- Ensuring we establish contact with the replacement staff and build relationships

Housing Needs Seniors and Housing Colleagues in other Housing Teams

- The lack of Article 4 direction for most of the borough or discretionary licensing has fostered a surge in unlicensed HMOs and this is associated with poor quality and anti-social behaviour concerns
- There are resource constraints which limit inspections
- A shift is underway towards long-term leasing and acquisitions, many already completed and many more under evaluation
- Short life properties are working well.
- High mental health needs but good service engagement
- There are limited move-on options due to stock shortages
- Shifted needed from 60% to 70% relief towards greater upstream prevention. Plans include new prevention fund and court officer, incentives to prevent family/friends evictions, 'Find Your Own' scheme
- Need for clearer decision-making structures, improved cross-departmental coordination.

Related services council colleagues

- We are seeing an increase in homelessness due to violence and exploitation. There is a need for joint protocols and training
- There has been a 58% increase in domestic abuse related homelessness approaches. There is a low referral rate from Housing Needs to advocacy services. There is a need for women only accommodation
- Care leaver pathways need to be clearer. More communication needed
- There is a need for a collaborative framework around housing and mental health. Issues regarding expensive supported housing placements and unsuitability for general needs housing
- Issues related to poor quality of TA and hotels and need for better regulation of HMOs.
- There is a lack of notification when other boroughs place vulnerable families in Hillingdon
- There is a need to align with 'Working Together 2023 'national safeguarding guidance'
- Develop joint training, protocols, and communication channels between housing and social care and youth and adolescent services.
- Improve data sharing, monitoring, and referral pathways.
- Address temporary accommodation quality, supply, and specialist needs.
- Consider public perception and realistic messaging about housing pressures.
- Explore licensing schemes and Pan-London notification systems.

Housing Needs Managers

- Broad consensus in support of the overarching vision presented.
- A strong emphasis was placed on compassion and empowering residents throughout service delivery.
- Preventative work must be prioritised, including the implementation of a tenancy tracking system to identify households at risk of homelessness at an earlier stage.
- Properties should be matched and referred to the Homefinders team from day one to ensure timely intervention.
- Consistent approach to utilising a prevention fund for landlord incentives
- The potential to access “data on demand” should be investigated to enhance responsiveness and decision-making.
- Bare licence eviction process requires review, as it remains the predominant reason for approaches to the local authority in 2024/25.
- Improved tracking of cases at the triage stage is needed to identify missed opportunities for early prevention.
- The service is currently experiencing staffing shortages, with recruitment underway for an additional 10–15 full-time equivalent (FTE) posts.
- A review is needed of rough sleepers currently on the street who have no recourse to public funds (NRPF).
- A more detailed analysis of emerging trends is required to inform strategic planning.
- The rough sleeping population is becoming younger, with Home Office cessation identified as a contributing factor.
- The Discretionary Housing Payment (DHP) process should be reviewed in collaboration with the Housing Benefit teams.
- Further integration of employment support with housing services is required to better assist residents in achieving sustainable outcomes.
- A Hospital Discharge Officer is now in post, enabling closer collaboration with Hillingdon hospitals to support timely and appropriate housing solutions.
- A comprehensive review of the Housing Reception service is necessary, with a particular focus on improving accessibility. The Q-Matic appointment system should be revisited to enhance service delivery.
- Mechanisms for capturing complaints and embedding learning into service improvements must be strengthened.
- A formal quality assurance framework should be introduced to ensure consistency and accountability across housing services.
- A structured approach to gathering resident feedback should be adopted to inform service development and responsiveness.
- Equalities impact assessments and regular monitoring of equalities data should be carried out to ensure services remain inclusive and equitable.
- An awareness programme aligned with the Renters Reform Bill should be developed for landlords, with a focus on Section 21 changes and the risks of discriminatory practices on families with pets etc.
- There is a recognised gap in housing provision for individuals with high-level complex needs; suitable accommodation options must be explored.
- Consideration should be given to see how a Housing First model could potentially work in Hillingdon.
- Outreach efforts should be expanded through deeper engagement with voluntary and community sector (VCS) organisations and faith-based groups.



Hillingdon Homelessness and Rough Sleeping Strategy Consultation Report 2026

A consultation process has been completed regarding the new Homelessness and Rough Sleeping Strategy 2026-2030. The consultation initially ran from 5th January 2026 to 15th February 2026 for 6 weeks in total. This was supplemented by one additional consultation meeting with Adult Social Care and Public Health staff on 17th February 2026 and through review by Residents' Services Select Committee at their meeting on 18th February 2026. The aims were to:

- Be legally compliant.
- Promote and raise understanding of the strategy to residents, partners and other stakeholders.
- Gather valuable insight in a range of ways, from a representative cross-section of residents, partners and other stakeholders to inform the final version of the strategy.

The following design principles have been used:

- To be proportionate to requirements.
- Provide 'self-serve' digital feedback options to participate in the consultation, for the convenience of residents and partners.
- Provide for easy read and inclusive consultation approaches where required.
- Using existing networks of groups and partnerships.
- Enable opportunities for providing structured views and responses to open dialogue, where required.

Methodology

A copy of the draft strategy was published on the Hillingdon Council website with a link to an electronic survey form and offer to provide the survey in different formats and translations, on request. Paper copies of the survey could also be requested through our Customer Engagement Team.

The survey has been promoted via various channels, including e-newsletters and the council's social media channels with a link to the survey form. Posters with a QR code link to the survey were also placed in council buildings at the recent Homelessness Forum.

A range of partner organisations have been written to directly, inviting their comments on the draft policy and directing them to the online consultation. These include:

- Housing and support providers.
- Existing community groups, faith groups.
- Voluntary sector networks.
- Neighbouring local authorities.
- Ministry for Housing, Communities and Local Government
- Greater London Authority
- Internal housing staff and related services including Adult and Children's Social Care and Public Health

Consultation meetings have been held with Children's Social Care, Leaving Care Team, Adult's Social Care and Public Health, Housing Managers and front-line housing staff.

Two consultation events were held on 4th February 2026. The first to gain active engagement and interaction with residents, with a question-and-answer session. The second consultation event was held with key partners who were invited to discuss the upcoming strategy. This was followed up with an event on 5th February 2026 with supported housing residents for a round table discussion.

The council's Homelessness Forum was invited to review and comment on the proposed changes and the consultation approach at its meeting on 9th February 2026. The feedback received informed the final shape of the consultation, resulting in the addition of an online staff engagement event held on 17th February 2026. This session provided further qualitative insight to complement the quantitative data collected. The report was also presented to Residents' Services Select Committee on 18th February 2026.

Consultation results

Summary

A total of 52 survey responses were received alongside extensive qualitative feedback from staff partners, and residents. Overall residents showed majority support for all five strategic priorities, with particularly strong endorsement for:

- Priority 3 – Access to safe, suitable and sustainable accommodation: 75% agreed or strongly agreed, making it the most supported priority.
- Priority 2– Resident focused homelessness service: (now reordered as priority 1 in the revised draft): 71% agreed or strongly agreed.
- Priority 1– Prevention (now reordered as priority 2 in the revised draft): 62% agreed or strongly agreed.

Support was slightly lower for:

- Priority 4 – Targeted pathways for single homeless and rough sleepers: Agreement and disagreement were more balance, reflecting mixed views.
- Priority 5 – Modern, data-led and cost-effective services: 58% felt the priority aligned with their expectations

Overall, the consultation shows:

- Broad support for the direction of the strategy.
- Strongly articulated concerns about temporary accommodation pressures, system coordination, fairness and communication.
- A clear need for enhance multi-agency working, data-led improvement, and more proactive, preventative pathways.
- Community and partner anxiety about national policy pressures – particularly migration and PRS instability – and their impact on local services.

Methodology

The consultation was promoted across the Council’s social media channels, including Facebook, Instagram, X (formerly Twitter) and Meta. Each post highlighted the strategic priorities and included a direct link to the consultation webpage, enabling residents to provide their feedback. Meta advertising generated the highest level of engagement across all platforms. However, despite the substantial number of views, however this did not translate into a corresponding increase in completed survey responses.

Social Media

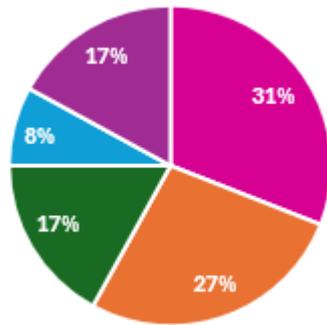
Channel	Week 1	Week 3	Week 6	Total Views	Total Clicks
Meta advert (views/clicks)	Total only available	Total only available	Total only available	27,245	1,048
Facebook (views/clicks)	10,287 views, 19 link clicks	5,882 views, 23 link clicks	3,228 views	19,397	42
Instagram (view)	884	683	332	1,899	N/A
X/Twitter (impressions/clicks)	310 impressions, 2 link clicks	302 impressions, 2 link clicks	362 impressions, 7 link clicks	974	11

Online Survey Results

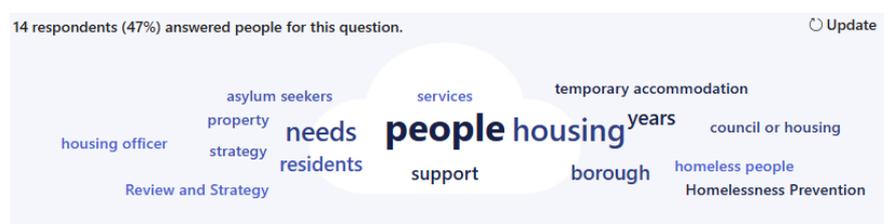
There was a total of 52 responses to the online survey.

1. To what extent do you agree with priority one? Early and sustained prevention Note this is now priority 2 in the revised draft	Strongly agree	37%	
	Agree	25%	
	Neutral	6%	
	Disagree	17%	
	Strongly disagree	15%	
2. Additional comments	17.3% of respondents who “strongly agree” or “agree” with Priority One are Hillingdon residents and private tenants.		
3. To what extent do you agree with priority two?	Strongly agree	42%	
	Agree	29%	

Resident focussed homelessness service Note this is now priority 1 in the revised draft	Neutral	10%	<table border="1"> <caption>Priority 1 Survey Results</caption> <thead> <tr><th>Response</th><th>Percentage</th></tr> </thead> <tbody> <tr><td>Agree</td><td>42%</td></tr> <tr><td>Strongly Agree</td><td>29%</td></tr> <tr><td>Disagree</td><td>15%</td></tr> <tr><td>Strongly Disagree</td><td>10%</td></tr> <tr><td>Neutral</td><td>4%</td></tr> </tbody> </table>	Response	Percentage	Agree	42%	Strongly Agree	29%	Disagree	15%	Strongly Disagree	10%	Neutral	4%
	Response	Percentage													
	Agree	42%													
Strongly Agree	29%														
Disagree	15%														
Strongly Disagree	10%														
Neutral	4%														
Disagree	4%														
Strongly disagree	15%														
4. Additional comments	17.3% of respondents who “strongly agree” or “agree” with Priority Two are Hillingdon residents and private tenants.														
5. To what extent do you agree with priority three? Support access to safe, suitable and sustainable accommodation	Strongly agree	52%	<table border="1"> <caption>Priority 3 Survey Results</caption> <thead> <tr><th>Response</th><th>Percentage</th></tr> </thead> <tbody> <tr><td>Agree</td><td>52%</td></tr> <tr><td>Strongly Agree</td><td>23%</td></tr> <tr><td>Disagree</td><td>15%</td></tr> <tr><td>Strongly Disagree</td><td>6%</td></tr> <tr><td>Neutral</td><td>6%</td></tr> </tbody> </table>	Response	Percentage	Agree	52%	Strongly Agree	23%	Disagree	15%	Strongly Disagree	6%	Neutral	6%
	Response	Percentage													
	Agree	52%													
	Strongly Agree	23%													
	Disagree	15%													
Strongly Disagree	6%														
Neutral	6%														
Agree	23%														
Neutral	6%														
Disagree	4%														
Strongly disagree	15%														
6. Additional comments	This priority had the highest level of agreement with 75% agreeing or strongly agreeing. Among respondents who expressed strong agreement or agreement with Priority Three, around one-third (32.7%) were living in social or supported housing situations; including council tenants, housing association tenants, or households in temporary accommodation.														
7. To what extent do you agree with priority four? Targeted housing pathways for single homeless, rough sleepers and other groups	Strongly agree	37%	<table border="1"> <caption>Priority 4 Survey Results</caption> <thead> <tr><th>Response</th><th>Percentage</th></tr> </thead> <tbody> <tr><td>Agree</td><td>37%</td></tr> <tr><td>Strongly Agree</td><td>25%</td></tr> <tr><td>Disagree</td><td>21%</td></tr> <tr><td>Strongly Disagree</td><td>12%</td></tr> <tr><td>Neutral</td><td>6%</td></tr> </tbody> </table>	Response	Percentage	Agree	37%	Strongly Agree	25%	Disagree	21%	Strongly Disagree	12%	Neutral	6%
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Strongly Disagree	12%														
Neutral	6%														
Agree	25%														
Neutral	6%														
Disagree	12%														
Strongly disagree	21%														
8. Additional comments	Of those who strongly agree or agree with Priority Four, just over a third (36.5%) identify as single. This is compared to 36.8% either disagree or strongly disagree.														
9. To what extent do you agree with priority 5?	Strongly agree	31%													
	Agree	27%													
	Neutral	17%													

Modern data led and cost effective services	Disagree	8%	
	Strongly disagree	17%	
10. Additional comments	Overall, responses to Priority Five were mostly positive, with a clear majority indicating support. 58% who took part feel that Priority Five aligns well with their expectations and concerns.		

11. Any other comments you have about the Homelessness Prevention and Rough Sleeping Review and Strategy.



- Top concerns cluster around Temporary Accommodation (TA) and system pressure. TA hotels, nightly-paid use, move-on bottlenecks and related casework come up most frequently (21 mentions).
- Many comments ask for “locals first” or query the treatment of asylum seekers (14 mentions).
- A notable subset argue for prioritising long-term residents or “UK-born”, this intersects with equalities and communications risk (9 mentions).
- Vulnerability and complex needs (mental health, substance use, domestic abuse, hospital/prison leavers) appear often and are typically framed as requiring multi-agency, trauma-informed responses (13 mentions).
- Partnership working is viewed as essential, with VCS partners offering to collaborate on prevention, data-sharing and outreach (11 mentions).
- Outreach and visible street activity: asks for more on-street engagement, Street Link usage, and responses to begging/tents in specific localities (9 mentions).
- Overall sentiment is mixed with many comments containing both support and critique. A smaller share is clearly positive or negative.

Illustrative quotes

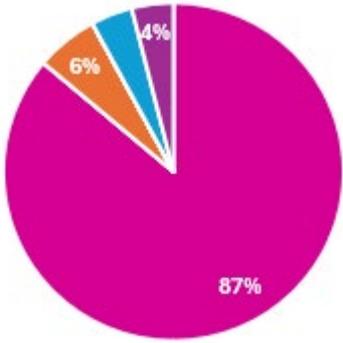
“Perhaps focus on those that have put into the system for years. Those with at least 10 year links to Hillingdon.”

“The strategy would benefit from clearer commitments to intervene early... proactive advice, mediation and tenancy sustainment before crisis point... stronger emphasis on genuinely affordable housing and Housing First pathways.”

“Families in temporary accommodation should have a housing officer.”

“There is a need for on-the-ground teams to go out to where homeless people are to offer advice and reduce begging.”

“All 5 strategy priorities will require funding and staffing...Promising support without the staff to provide it seems empty.”

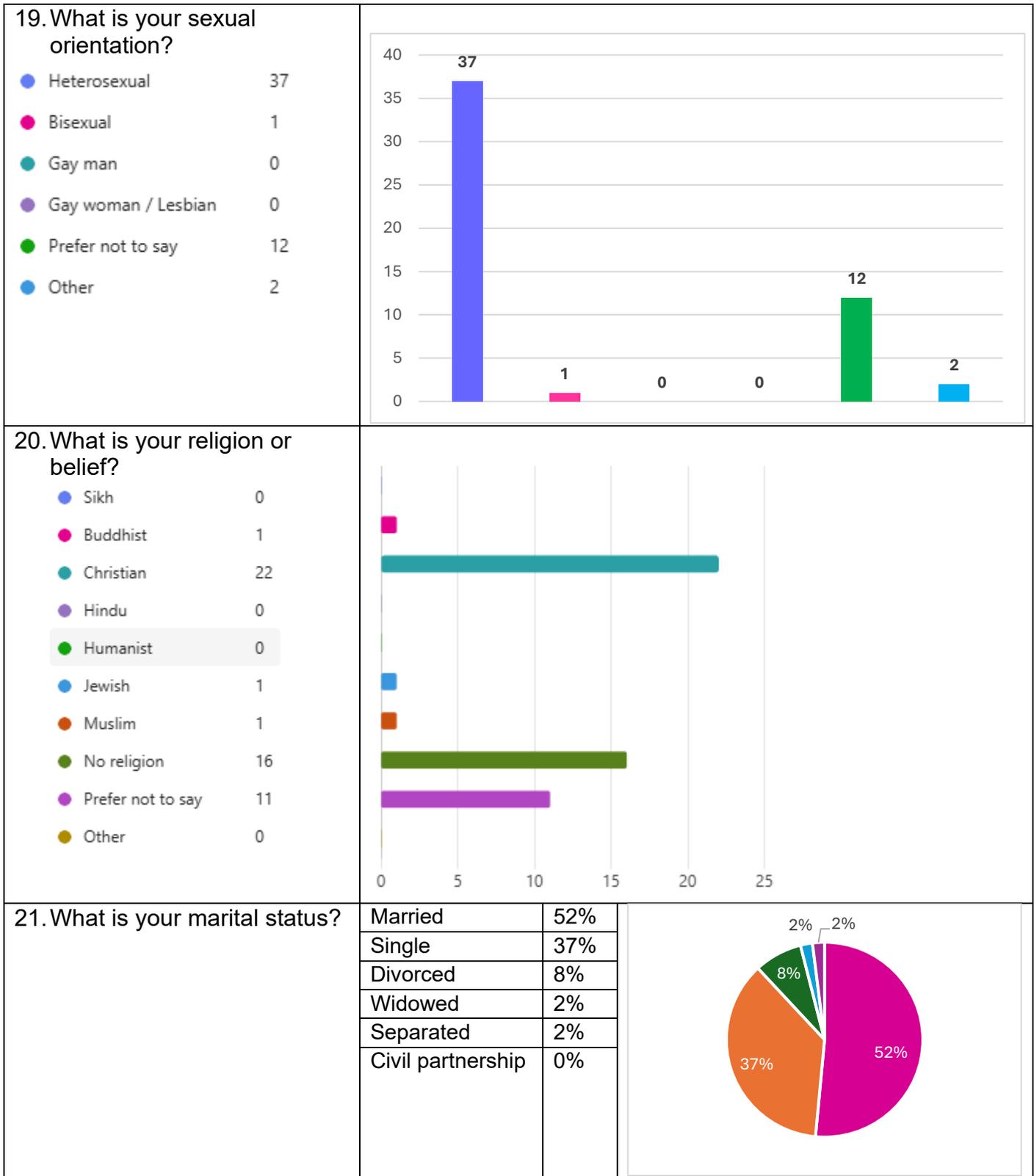
<p>12. Are you?</p>	<p>A Hillingdon resident</p>	<p>87%</p>	
<p>Voluntary or community organisation working in the borough</p>	<p>6%</p>		
<p>Housing association with homes in the borough</p>	<p>0%</p>		
<p>Another type of organisation</p>	<p>4%</p>		
<p>Other</p>	<p>4%</p>		
<p>13. What is your current housing situation? I am:</p>	<p>A council tenant</p>	<p>19%</p>	
<p>Living in temporary accommodation provided by Hillingdon Council because I was homeless</p>	<p>6%</p>		
<p>A private tenant</p>	<p>23%</p>		
<p>A housing association tenant</p>	<p>8%</p>		
<p>A homeowner (with or without a mortgage)</p>	<p>44%</p>		
<p>14. If you are responding on behalf of a voluntary or community organisation, a statutory organisation or a housing association with homes in the borough, please provide the name of your organisation in the box</p>	<div style="text-align: center;"> <p>charity Legal Advice Homeless Projects A2Dominion</p> <p>Advice - megan@nucleusorguk p No Advice Nucleus</p> <p>Advice Hillingdon Citizens Trinity</p> </div>		

15. What is your gender	Male	23%	
	Female	63%	
	Prefer not to say	13%	
	Other	0%	

16. What age range do you belong to?			
● Under 18	0		
● 18-24	0		
● 25-34	14		
● 45-54	8		
● 55-64	12		
● 65+	8		
● Prefer not to say	10		

17. How would you describe your ethnicity?			
● Asian or Asian British ethnic group or background (Indian, Pakistani, Bangladeshi, Chinese or any other...)	3		
● Black, Black British, Caribbean or African ethnic group or background (Caribbean, African, any other black,...	4		
● Mixed or multiple ethnic group or background (White and Black Caribbean, White and Black Africa...	2		
● White group or background (English, Welsh, Scottish, Northern Irish or British Irish, Gypsy, Irish...	33		
● Prefer not to say	10		

18. Do you consider yourself to have a disability? A physical or mental illness or condition that has a substantial and long-term effect on your ability to carry out normal day to day activities.	Yes	62%	
	No	23%	
	Prefer not to say	15%	



Staff Consultation

Staff Workshop

A drop-in staff workshop was held on 4 February 2026, during which colleagues from across services provided extensive feedback on the challenges and opportunities within homelessness prevention and housing pathways.

The workshop highlighted a strong collective commitment to early and sustained prevention of homelessness, underpinned by clearer communication pathways, more consistent responses, and a coordinated approach across services. Participants emphasised the need for earlier intervention, improved information-sharing, and clearer guidance on managing prevention cases, noting recurring issues such as inconsistent caseworker contact, premature case closure by triage, and unclear responsibilities between service areas.

Strengthening relationships between the private rented sector and social housing was seen as essential, supported by PRS incentives, Renters' Rights Act training, and public awareness sessions on new legislation.

Staff identified the importance of community-based outreach working through job centres, churches, and faith services alongside better engagement with partners, promotion of Duty to Refer, and a more seamless advice offer. Concerns were raised about fragmented systems, limited stability in staffing, and a need for renewed multi-agency forums, including reinstating the Single Homeless Partnership Meetings and developing an internal group spanning housing, social care, youth justice and public health.

Early planning for young people and care experienced young people emerged as a priority, including clearer pathways, stronger joint working with Children's Services, and more consistent messaging about realistic housing options. The group also highlighted operational challenges such as a lack of meaningful data on temporary accommodation flows, limited review of long-term cases, system incompatibilities between NEC and Locata, and insufficient use of DHP and HPF to sustain tenancies.

Finally, participants called for better strategic planning, improved data insight across specific cohorts, and clearer processes for communication, commissioning and prevention activity, recognising that people need to feel the system is fair, transparent, and responsive to their needs.

Adult Social Care and Public Health Staff Workshop

The consultation highlighted broad support for the direction of the draft Homelessness Strategy, while identifying several areas requiring clearer emphasis. Public Health colleagues stressed the need to reference infectious diseases particularly tuberculosis and the absence of a local protocol to guide joint responses with NHS services. Participants also emphasised strengthening commitments around substance misuse, mental health and multiple complex needs groups, including clearer pathways, joint commissioning, and system wide collaboration.

Adult Social Care colleagues noted that standard temporary accommodation is often unsuitable for people with complex needs and encouraged more creative, flexible housing models, potentially including small self-contained units or bespoke provision for instances where shared accommodation is unsuitable, such as those undergoing treatment for tuberculosis or where there are addictions or behaviours or mental health needs that are provoked by other people in shared schemes. A suggestion was made that the old Woodside site could be used for a bespoke development of small mews houses that might suit this purpose. The discussion also underlined the significance of wider supply side pressures such as the impact of Airbnb around Heathrow, the use and availability of council housing stock, and the strategic role of HMOs.

Further points included the need for explicit reference to residents with no recourse to public funds, clearer accommodation pathways for young people and survivors of domestic abuse, and better incorporation of lessons learned from the COVID 19 response particularly rapid accommodation for rough sleepers with respiratory illness. The consultation reinforced strong multi-agency support for the direction of the homelessness strategy, while identifying important areas for enhancement.

Key Partners Meeting

A meeting was held with Key partners on 4th February 2026 which explored the pressures shaping homelessness services, noting the tension between strategic ambitions and the operational reality of growing demand, rising PRS evictions and wider political pressures around asylum and refugee systems. Partners highlighted the need for more granular, trauma informed, and better coordinated practice, recognising that existing pathways are underused and that staff turnover, inconsistent referrals and gaps in frontline training undermine service effectiveness. Strengthening prevention was identified as essential, with calls for improved data sharing, clearer pathways, and regular partnership meetings focused on individual needs and workforce capability.

Issues around move-on processes were raised, including inconsistent sign-up procedures, risks linked to some PRS landlords, and the impact of concentrated disadvantage in certain supported accommodation areas. Partners noted the influence of communication and word-of-mouth in how people navigate services, and the value of heat-mapping intelligence to target resources more effectively. Social prescribers were reported to be dealing with significant numbers of housing-related issues, reinforcing the need for accessible, safe and suitable accommodation options and clearer triage decisions.

Temporary accommodation pressures were also discussed, including cases where non-priority households remain due to tenancy rights, variable property quality, rent caps, and the new pan-London TA cost agreement (LAMA). Earlier prevention was viewed as crucial given the faster turnover in TA compared to supported schemes. Partners highlighted housing stock challenges, especially for single people and larger households, suggesting that creative use of shared housing models, repurposing properties and exploring private sector frameworks could help relieve pressure. Opportunities in First Stage Accommodation and learning from other boroughs—such as Enfield and Ealing’s assessment models and RSAP supported pathways—were recognised as useful comparators.

Concerns were also raised about the lapse in single homeless meetings, the need to bring empty facilities such as Jupiter House and Fountains Mill back into use, and preparations required for the forthcoming supported housing licensing regime. Overall, the discussion underscored the need for clearer structures, stronger partnerships, and earlier, more proactive approaches across the entire homelessness and rough sleeping pathway.

Residents’ Consultation

Trinity Residents’ Meeting

A consultation with Trinity residents was held on 5 February 2026, attended by five service users living in Trinity shared homes and one Trinity staff member. One resident, who had experienced homelessness over several years, provided detailed reflections on his journey. His move into Trinity accommodation had been relatively swift; initial contact in October followed by placement in December, first into high-support accommodation and later into a lower-support setting. While his experience of Trinity had been positive, he expressed strong frustration with the council’s processes, summarised repeatedly as “losing paperwork.” His background included time in foster care, periods in supported and self-contained accommodation out of borough, and later instability linked to a relationship breakdown and drug involvement. He had engaged with social care inconsistently and was unclear whether Trinity became involved through a referral from homelessness services or through their own outreach. Residents and staff agreed that having a clear, designated point of contact within the council for Trinity to liaise with on homelessness applications would be beneficial.

Three other residents had moved out of Home Office hotel accommodation three to four months earlier and were now living in Trinity shared homes. One was struggling to secure employment; although he had engaged with the Jobcentre, he felt he had largely been left to manage the process himself. Another needed to transfer to a different college as the current one was no longer practical given his change in address. A further participant, also previously in Home Office accommodation but moved on around eighteen months ago, described the limited engagement he had received at that time due to large backlogs. He noted that processes had since improved, particularly now that the council receives advance notice when people are due to leave hotel accommodation, with the Home Office currently required to give 28 days' notice.

This resident also raised concerns about his current accommodation, including a long-standing broken window which the landlord had refused to repair, leaving his room cold and noisy. He also reported difficulties with another resident involved in drug use, anti-social behaviour, and poor cleanliness, with police attendance on several occasions. Trinity staff were actively supporting him to collate evidence. His intention was to remain in his current home until completing his college course, after which he hoped to move on, potentially to Manchester, and would need support exploring suitable housing options. He and others agreed that experiences could be improved through clearer communication, particularly ensuring that new arrivals understand how local systems work and where to go for help. Spending more time with people at the outset, offering effective signposting, and adopting a proactive approach, especially during the 28-day notice period would allow earlier preparation around Universal Credit applications, understanding housing pathways, and managing expectations. The group further suggested that acting as a guarantor for first-time renters would significantly expand housing options.

Trinity staff highlighted the lack of advance information about individuals expected to move through their services, noting that a rolling four-week forecast would enable earlier assessment and planning. Without this, support needs are often unclear, and several individuals do not attend as expected, either because they resolve their housing situations independently or because referral pathways lack coordination. Previous models such as the former singles team in Hillingdon had provided more stability and predictability, and recent developments suggested a possible return to this more structured approach. Overall, the group emphasised the value of a single point of contact, clear joint pathways, and collaborative assessments, including potential early engagement in hotel settings. They stressed the need for improved understanding of risks, demographics, and individual circumstances so that services can respond more proactively and "get ahead of the curve."

Oak Farm Residents' Association

A consultation session was held with 21 residents and visitors, alongside nine committee members and councillors, during which a presentation was delivered outlining statutory requirements for the Homelessness and Rough Sleeping Strategy, key findings from the Homelessness Review, increasing service pressures, national policy changes and local challenges relating to temporary accommodation, private rented sector supply and immigration-related housing demand. Residents expressed strong concern about new arrivals being housed ahead of local households and reported frustration at the perceived lack of social housing lettings. Officers explained the distinction between high numbers of homelessness approaches from people leaving NASS accommodation and the much smaller proportion to whom the council owes a duty. Most of those owed a duty are housed in the private rented sector; typically, in shared accommodation for single people and, where there is no local connection, out-of-borough placements are more likely.

Residents also raised concerns about the number of asylum hotels in Hillingdon, particularly around Heathrow, and felt that the borough was being treated unfairly. A wider discussion followed about national responsibilities, the shifting role of the Home Office, and the pressures this creates for local services. While acknowledging the council's steps to manage HMOs through Article 4 and additional

licensing, some attendees questioned whether the use of HMOs for single homeless people inadvertently encouraged further conversions of family homes. There was a strong view that landlords were profiteering by purchasing family properties and turning them into HMOs, contributing to a reduction in the availability of family-sized homes. Overall, the session highlighted significant community concern around fairness, transparency, and the broader impacts of national policy pressures on local housing supply.



HILLINGDON
LONDON

Equality and Human Rights Impact Assessment

Homelessness and Rough Sleeping Strategy

STEP A) Description of what is to be assessed and its relevance to equality

What is being assessed?

Review of a service Staff restructure Decommissioning a service

Changing a policy Tendering for a new service A strategy or plan

Under the Homelessness Act 2002, it is a legal requirement for Hillingdon Council to publish a new homelessness strategy every five years, after completing a review into homelessness and rough sleeping within the borough.

This assessment considers the proposed new Homelessness and Rough Sleeping Strategy 2026-2030 from an equality and human rights impact perspective. The draft Hillingdon Homelessness and Rough Sleeping Strategy 2026-2030 sets out the priorities for tackling homelessness and rough sleeping in the borough over the next five years. The findings of the homelessness and rough sleeping review have been used to shape the strategy, which outlines the main challenges and causes of homelessness and rough sleeping and provides a strategic plan to respond to these issues in Hillingdon.

Who is accountable? E.g. Head of Service or Corporate Director

Dan Kennedy, Corporate Director Residents Services

Date assessment completed and approved by accountable person

4 March 2026

Names and job titles of people carrying out the assessment

Debby Weller – Head of Housing Strategy and Policy
Sachin Patel – Housing Policy and Strategy Officer
Vicky Trott - Inclusion and Wellbeing Manager

A.1) What are the main aims and intended benefits of what you are assessing?

The strategy aims to intervene earlier, addressing the most common causes of homelessness such as private rented evictions, family/friend exclusions and loss of Home Office accommodation. This includes strengthening advice, targeted support for high-risk groups, enhancing joint working, and expanding upstream prevention tools.

Intended benefits:

- Reduced number of households becoming homeless.
- Faster and more sustainable resolutions at the prevention stage.
- Improved stability for vulnerable groups (care experienced, survivors of domestic abuse, people with complex needs).

The strategy seeks to significantly increase housing supply—both temporary and settled via property acquisitions, new council development, working with private landlords, and maximising existing stock. It also aims to reduce reliance on costly nightly-paid temporary accommodation and increase the availability of long-term, good-quality alternatives.

Intended benefits:

- More residents quickly placed into settled, good-quality homes.
- Reduced financial pressure on the council.
- Better health, educational and wellbeing outcomes for people in accommodation.

A core priority is ensuring residents are treated with dignity, empathy and respect, and can easily understand their rights and responsibilities.

The strategy commits to improving resident experience, communication, complaints handling, and service accessibility, while strengthening staff training and professional standards.

Intended benefits:

- More consistent, high-quality interactions with residents.
- Improved resident satisfaction and trust in services.
- Staff enabled to provide empathetic, effective support.

The strategy intends to ensure rough sleeping is rare, brief and non-recurring. It strengthens housing pathways, increases supported accommodation (e.g., Trinity Shared Housing, Olympic House, SHAP), improves partnerships with health, voluntary and community services, and expands support for people with complex needs.

Intended benefits:

- Rapid support off the streets into safe accommodation.
- Enhanced outcomes for people with mental health, substance misuse or multiple disadvantages.
- More sustainable move-on options, including shared housing and Housing First models.

The strategy embeds better use of data, predictive analytics and real-time performance monitoring to improve decision-making, target resources effectively, and enhance transparency.

Intended benefits:

- More efficient services that focus on prevention rather than crisis.
- Better forecasting of demand and improved planning.
- Increased value for money for residents and the council.

The overarching purpose of the strategy is to create a borough where homelessness is rare, brief and non-recurring, ensuring every resident receives compassionate, timely and effective support, and has access to suitable accommodation and opportunities to rebuild their lives.

A.2) Who are the service users or staff affected by what you are assessing? What is their equality profile?

Anyone in Hillingdon could become homeless so all residents are potentially directly affected by the strategy.

The Homelessness Review provides considerable analysis of households recently impacted by homelessness and provides a guide to understanding the types of households most likely to be affected in future. This Review is attached as Appendix 2 to the Cabinet Report.

The equality data for Hillingdon borough residents taken from the Census 2021 is presented below:

Age

Aged 14 years and under	19.7%
Aged 15 to 24 years	12.5%
Aged 25 to 34 years	14.5%
Aged 35 to 44 years	15.8%
Aged 45 to 54 years	13.1%
Aged 55 to 64 years	10.8%
Aged 65 to 74 years	7.2%
Aged 75 years and over	6.2%

Household Composition

One-person household: Aged 66 years and over	10.2%
One-person household: Other	14.2%
Single family household: All aged 66 years and over	6.0%
Single family household: Married or civil partnership couple: No children	8.4%
Single family household: Married or civil partnership couple: Dependent children	20.3%
Single family household: Married or civil partnership couple: all children non-dependent	7.5%
Single family household: Cohabiting couple family: No children	4.1%
Single family household: Cohabiting couple family: With dependent children	3.1%
Single family household: Cohabiting couple family: All children non-dependent	0.7%
Single family household: Lone parent family: With dependent children	7.3%
Single family household: Lone parent family: All children non-dependent	5.4%
Other household types: Other related household: Other family composition	1.2%
Other household types: With dependent children	6.1%
Other household types: Other, including all full-time students and all aged 66 years and over	5.5%

Household size

1 person in household	24.4%
2 people in household	27.1%
3 people in household	18.8%
4 people in household	17.3%
5 people in household	7.6%
6 people in household	3.0%
7 people in household	1.1%
8 or more people in household	0.9%

Sex

Female	50.6%
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Male	49.4%
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Ethnic Group

Asian, Asian British or Asian Welsh	33.3%
Black, Black British, Black Welsh, Caribbean or African	7.8%
Mixed or Multiple ethnic groups	4.4%
White	48.2%
Other ethnic group	6.3%

Religion

No religion	19.4%
Christian	39.0%
Buddhist	0.9%
Hindu	10.8%
Jewish	0.5%
Muslim	14.4%
Sikh	8.6%
Other religion	0.9%
Not answered	5.6%

Sexual orientation

Straight or Heterosexual	88.91%
Gay or Lesbian	0.90%
Bisexual	0.96%
All other sexual orientations	0.36%
Not answered	8.87%

Disability

Disabled under the Equality Act: Day-to-day activities limited a lot	6.5%
Disabled under the Equality Act: Day-to-day activities limited a lot	8.2%
Not disabled under the Equality Act	85.3%

The table below shows the ethnic background of **Homelessness Applicants** during the year 2024/25

Ethnicity of homeless applicants	Q1		Q2		Q3		Q4		Total	
	Count	Percentage								
White	105	28.2%	113	27.6%	169	25.1%	122	19.6%	509	25.1%
Black / African / Caribbean / Black British	74	19.9%	95	23.2%	170	25.3%	193	30.9%	532	24.8%
Asian / Asian British	83	22.3%	91	22.2%	174	25.9%	144	23.1%	492	23.4%
Mixed / Multiple ethnic groups	25	6.7%	15	3.7%	28	4.2%	23	3.7%	91	4.6%
Other ethnic groups	64	17.2%	79	19.3%	105	15.6%	113	18.1%	361	17.6%

Not known	21	5.6%	16	3.9%	27	4.0%	29	4.6%	93	4.6%
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The table below shows the sex of Housing Register Applicants and those on the Housing Register who are homeless as at 31 March 2025

Housing Register Applicants by sex		
	Whole register	Homeless
Male	1016 (32%)	328 (37%)
Female	2173 (68%)	564 (63%)
Unknown/other	5 (less than 1%)	3 (less than 1%)
Total	3194	895

The table below shows the ethnic background of Housing Register Applicants and those on the Housing Register who are homeless as at 31 March 2025

Ethnicity of Homeless Applicants		
	Whole register	Homeless
White	1090 (34%)	166 (19%)
Black/ African/ Caribbean/ Black British	543 (17%)	117 (13%)
Asian/ Asian British	453 (14%)	127 (14%)
Mixed/ Multiple Ethnic groups	91 (3%)	19 (2%)
Other Ethnic groups	193 (6%)	65 (7%)
Not Known	824 (26%)	401 (45%)
Total	3194 (100%)	895 (100%)

The table below shows the sex, nationality and age of **Rough Sleepers** at the annual count in November 2025 compared to November 2024. The information of those rough sleeping at Heathrow airport is included in the total figures.

Annual Hillingdon Rough Sleepers Count		Nov-2024 Totals	Nov-2024 %	Nov-2025 Totals	Nov-2025 %
Total		37		40	
Sex	Female	6	16.22%	7	17.50%
	Male	31	83.78%	33	82.50%
Nationality	UK	15	40.54%	9	22.50%
	EU	4	10.81%	6	15.00%
	Other non-UK	13	35.14%	24	60.00%
	Not known	5	13.51%	1	2.50%
Age	Under 18	0	0.00%	0	0.00%
	18 to 25	4	10.81%	7	17.50%
	Over 25	26	70.27%	32	80.00%
	Not known	7	18.92%	1	2.50%

Data on vulnerabilities and support needs

Local data
During 2024/25 there were 187 rough sleepers seen bedded down in Hillingdon borough (excluding

Heathrow) with a mental health support need, 106 with a drugs related support need and 96 with alcohol related support need. There were 49 rough sleepers with more than one support need and 121 with no alcohol, drugs or mental health support needs. (CHAIN data)

The corresponding figures for Heathrow were: 128 rough sleepers at Heathrow with a mental health support need, 49 with an alcohol related support need and 49 drugs. There were 106 rough sleepers with more than one support need and 168 with no alcohol, drugs or mental health support needs.

The proportion of female rough sleepers is much higher at Heathrow accounting for between 23% and 29% each year since 2020/21.

Of the rough sleepers in Hillingdon borough in 2024/25 there were 9 people previously in the armed forces, 86 in prison and 21 care leavers. The corresponding numbers for Heathrow were 8 previously in the armed forces, 43 prison and 9 care leavers.

We have a growing cohort of people facing homelessness and rough sleeping after being moved on from Home Office accommodation. Hillingdon has the highest concentration of asylum seekers in contingency hotel accommodation in any London borough. A growing number are becoming street homeless.

Bailiff warrants for private sector evictions are by far the most prominent reason for bookings into nightly paid accommodation, accounting for 42% of all bookings in 2024/25. This rises to 58% of bookings for families requiring 3 bedrooms and 82% of bookings for those requiring 4 bedrooms or more.

Other prominent reasons for bookings are domestic abuse (13%), ending of Home Office accommodation (11%), and friends and family evictions (9%).

The most common booking reason for those needing a single bedroom was domestic abuse, accounting for 18% of bookings, followed by hospital discharge (14%) and bailiff warrant/PRS eviction, medical and, ending of Home Office accommodation (all 13%)

National data

According to the homeless charity [Crisis](#), research from Stonewall shows that one in five LGBT people have experienced homelessness at some point in their lives. Rates are even higher amongst trans people, with 25% having experienced homelessness at some point. 77% of LGBTQ+ young people gave, 'family rejection, abuse or being asked to leave home' as a cause of their homelessness. [LGBTQ+ and Homelessness - Statistics and Support | Crisis UK](#)

According to the UK firm [Cordis Bright](#), there is evidence to suggest that the prevalence of neurodivergence (in particular autism/autistic traits) is high among people experiencing homelessness. For example, two small-scale studies suggest that between 12% and 18% of people accessing homelessness services may be autistic, compared to about 1% of the general population in the UK. [Post | Cordis Bright](#)

A.3) Who are the stakeholders in this assessment and what is their interest in it?

Stakeholders	Interest
<p>Hillingdon residents, those who are homeless, or those at risk of homelessness</p>	<p>To ensure that they have access to affordable, secure, suitable and appropriate housing that meets their needs, in particular those households with vulnerable adults and/or children.</p> <p>To ensure that they live in a borough where homelessness is rare, brief and non-recurring.</p> <p>To ensure that they receive compassionate, timely and effective support.</p> <p>To ensure that they have access to suitable accommodation; are treated with dignity, empathy and respect; and can easily understand their rights and responsibilities.</p> <p>To ensure that the Homelessness Strategy and any subsequent policies are robust, fair and transparent.</p> <p>To ensure that the council is meeting its statutory duties including but not limited to those under the Housing Act 1985; Housing Act 1986; Homelessness Act 2002; Homeless Reduction Act 2017; Housing and Regeneration Act 2008.</p>
<p>Corporate Management Team</p>	<p>To ensure that Hillingdon residents have access to affordable, secure, suitable and appropriate housing that meets their needs, in particular those households with vulnerable adults and/or children.</p> <p>To ensure that Hillingdon residents live in a borough where homelessness is rare, brief and non-recurring.</p> <p>To ensure that Hillingdon residents receive compassionate, timely and effective support.</p> <p>To ensure that Hillingdon residents have access to suitable accommodation; are treated with dignity, empathy and respect; and can easily understand their rights and responsibilities.</p> <p>To ensure that the Homelessness Strategy and any subsequent policies are robust, fair and transparent.</p>

	<p>To ensure that the council is meeting its statutory duties including but not limited to those under the Housing Act 1985; Housing Act 1986; Homelessness Act 2002; Homeless Reduction Act 2017; Housing and Regeneration Act 2008.</p> <p>To ensure value for money in service delivery.</p>
<p>Leader of the Council and Cabinet Members</p>	<p>To ensure that Hillingdon residents have access to affordable, secure, suitable and appropriate housing that meets their needs, in particular those households with vulnerable adults and/or children.</p> <p>To ensure that Hillingdon residents live in a borough where homelessness is rare, brief and non-recurring.</p> <p>To ensure that Hillingdon residents receive compassionate, timely and effective support.</p> <p>To ensure that Hillingdon residents have access to suitable accommodation; are treated with dignity, empathy and respect; and can easily understand their rights and responsibilities.</p> <p>To ensure that the Homelessness Strategy and any subsequent policies are robust, fair and transparent.</p> <p>To ensure that the council is meeting its statutory duties including but not limited to those under the Housing Act 1985; Housing Act 1986; Homelessness Act 2002; Homeless Reduction Act 2017; Housing and Regeneration Act 2008.</p> <p>To ensure value for money in service delivery.</p>
<p>Voluntary, Community and other Public Sector Partners with an interest in homelessness</p>	<p>To ensure that Hillingdon residents have access to affordable, secure, suitable and appropriate housing that meets their needs, in particular those households with vulnerable adults and/or children.</p> <p>To ensure that Hillingdon residents live in a borough where homelessness is rare, brief and non-recurring.</p> <p>To ensure that Hillingdon residents receive compassionate, timely and effective support.</p> <p>To ensure that Hillingdon residents have access to</p>

	<p>suitable accommodation; are treated with dignity, empathy and respect; and can easily understand their rights and responsibilities.</p> <p>To ensure that the Homelessness Strategy and any subsequent policies are robust, fair and transparent.</p> <p>To ensure that the council is meeting its statutory duties including but not limited to those under the Housing Act 1985; Housing Act 1986; Homelessness Act 2002; Homeless Reduction Act 2017; Housing and Regeneration Act 2008.</p>
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A.4) Which protected characteristics or community issues are relevant to the assessment? ✓ in the box.

Age	✓	Sex	✓
Disability	✓	Sexual Orientation	✓
Gender reassignment	✓	Socio-economic status	
Marriage or civil partnership		Carers	
Pregnancy or maternity		Community Cohesion	
Race/Ethnicity	✓	Community Safety	
Religion or belief		Human Rights	✓

STEP B) Consideration of information; data, research, consultation, engagement

B.1) Consideration of information and data - what have you got and what is it telling you?

Ethnicity

In 2024/25, the ethnic profile of homeless applicants in Hillingdon shows notable disparities when compared to the borough's overall population based on the 2021 Census¹.

Those who identify as White make up around 48.2% of Hillingdon's population but accounted for only 25.1% of homeless applicants.

Conversely, Black / African / Caribbean / Black British individuals represented 24.8% of homeless applicants, despite comprising just 7.8% of the general population. This highlights a significant overrepresentation.

Asian / Asian British residents were also underrepresented, making up 23.4% of homeless applicants compared to 33.3% of the population.

Other ethnic groups were overrepresented at 17.6% of applicants versus 6.3% of the population.

Mixed / multiple ethnic groups were proportionally represented, with 4.6% of applicants compared to 4.4% of the population.

These figures suggest that homelessness in Hillingdon disproportionately affects those from Black and Other ethnic communities.

It is not possible to draw any significant conclusions from the ethnicity data of those who are homeless on the Housing Register as 45% of this data is unknown however those from a Black background are more likely to be homeless on the register compared to the borough profile as a whole.

Rough sleepers are more likely to be from Non-UK backgrounds.

Sex

As with the housing register as whole, homeless families are more likely to have been registered with a female applicant.

Rough sleepers in Hillingdon are more likely to be male.

Disability

The data shows that rough sleepers in Hillingdon are more likely to have mental health and/or drug and/or alcohol misuse support needs.

¹ [How life has changed in Hillingdon: Census 2021](#)

National data suggests that those who are neurodiverse are more likely to experience homelessness.

Sexual orientation

National data suggests that those from LGBTQ+ communities are more likely to experience homelessness.

Consultation

B.2) Did you carry out any consultation or engagement as part of this assessment?

Please tick ✓

NO

YES ✓

The draft strategy has undergone a 6-week consultation process involving a wide range of staff, partner organisations and Hillingdon residents including some with lived experience of homelessness and rough sleeping. The survey methodology included an online survey, use of social media to promote the survey, workshops with staff and partners and a homelessness forum. Full details of the consultation are included in appendix 3 of the Cabinet Report and a short summary is provided below.

A total of 52 survey responses were received alongside extensive qualitative feedback from staff, partners, and residents. Overall residents showed majority support for all five strategic priorities, with particularly strong endorsement for:

Priority 3 – Access to safe, suitable and sustainable accommodation: 75% agreed or strongly agreed, making it the most supported priority.

Priority 2– Resident focused homelessness service: (now reordered as priority 1 in the revised draft): 71% agreed or strongly agreed.

Priority 1– Prevention (now reordered as priority 2 in the revised draft): 62% agreed or strongly agreed.

Support was slightly lower for:

Priority 4 – Targeted pathways for single homeless and rough sleepers:

Agreement and disagreement were more balance, reflecting mixed views.

Priority 5 – Modern, data-led and cost-effective services: 58% felt the priority aligned with their expectations.

Overall, the consultation shows:

- Broad support for the direction of the strategy.
- Strongly articulated concerns about temporary accommodation pressures, system coordination, fairness and communication.
- A clear need for enhanced multi-agency working, data-led improvement, and more proactive, preventative pathways.
- Community and partner anxiety about national policy pressures – particularly migration and Private Rented Sector instability – and their impact on local services.

Results broken down by different households characteristics are shown below:

Priority 1 – “To what extent do you agree with priority one?”

Overall narrative

Responses to Priority 1 showed the widest spread of views and the lowest levels of agreement compared with all other priorities in the consultation. Many respondents—especially those expressing concerns about migration, local housing allocation, or fairness—used Priority 1 to articulate broader scepticism about current approaches.

Demographically:

Sex

- Female respondents displayed notably higher agreement, with 23 agreeing or strongly agreeing, compared with only 7 males.
- Males showed more disagreement, indicating a more critical stance toward the first priority.

Age

- Strongest agreement came from older respondents (55–64 and 65+), who consistently supported prevention focused priorities.
- Respondents aged 25–34 showed mixed support, often aligning their views with personal housing challenges or frustrations with the current system.

Ethnicity

- Black and Asian respondents demonstrated higher agreement rates compared to White respondents.
- White respondents expressed the widest range of disagreement, sometimes linked to concerns about asylum seekers or perceived competition for housing.

Interpretation

Priority 1—often centred on early intervention and prevention—elicits differing beliefs about who should be prioritised, what fairness means, and how prevention should be delivered.

Agreement is strongest among older and minority ethnic respondents, while disagreement clusters around residents expressing frustration with resource allocation or lived experience of homelessness.

Priority 2 – “To what extent do you agree with priority two?”

Overall narrative

Priority 2 shows substantially stronger support across almost every demographic group. It is one of the most widely supported priorities.

Sex

- Female agreement rises to 28, compared with 7 males, continuing a clear gender pattern of stronger female support.
- All gender groups show increased support compared with Priority 1.

Age

- 55–64 and 65+ groups strongly support Priority 2, with consistent agreement across these age brackets.
- Younger groups (25–34) continue to be mixed but show slightly higher agreement than for Priority 1.

Ethnicity

- Black and Asian respondents continue to show strong endorsement.
- White respondents show higher agreement here than in Priority 1, suggesting that this priority resonates more broadly.

Interpretation

Priority 2 is perceived as practical, deliverable, and aligned with real community needs, especially regarding partnership working and system improvements. The strong support indicates broad confidence in this area of the strategy, with relatively little pushback compared with Priority 1.

Priority 3 – “To what extent do you agree with priority three?”

Overall narrative

Priority 3 receives one of the highest levels of support across all demographics.

Sex

- Female agreement peaks at 28, and male agreement also increases to 8, showing more alignment across genders.
- “Prefer not to say” respondents also increase to **3**, reflecting broader support.

Age

- Older residents again show very high endorsement.
- Younger groups express strong support where the priority relates to vulnerability, tailored support, or service quality.

Ethnicity

- Black respondents give especially strong agreement, reflecting the priority’s relevance to groups disproportionately affected by homelessness.
- Asian and mixed ethnicity respondents also show consistent support.

Interpretation

Respondents appear to strongly endorse the idea of targeted, needs based support for specific at-risk groups (e.g., those with complex needs, domestic abuse survivors, rough sleepers).

This priority resonates because it is seen as compassionate, equitable, and addressing real gaps in current provision.

Priority 4 – “To what extent do you agree with priority four?”

Overall narrative

Agreement remains high, though slightly lower than Priority 3.

Sex

- Female agreement (23) outpaces male support (6), maintaining the core gender trend.
- Priority 4 shows slightly more scepticism than P2–P3 but remains broadly supported.

Age

- Older age groups strongly support this priority, maintaining the highest endorsement levels.
- Younger respondents show more variability, often linking their agreement or disagreement to individual housing experiences.

Ethnicity

- Strong support across Black and Asian groups continues.
- White respondents show higher disagreement than other groups, reflecting concerns expressed in comments about fairness, competition for resources, and asylum policies.

Interpretation

Priority 4—often linked to quality, accountability, or partnership structures—is still well supported but can trigger concerns regarding fairness, resource allocation, or

implementation challenges.

Nonetheless, the majority still express confidence in the value of this priority.

Priority 5 – “To what extent do you agree with priority five?”

Overall narrative

Priority 5 shows strong endorsement but slightly lower agreement rates than P2 and P3.

Sex

- Female agreement (21) remains significantly higher than male (7).
- This priority **sees the largest gender gap, reinforcing** the overall trend of stronger female alignment with strategic direction.

Age

- Again, older groups (55–64 and 65+) show strong support.
- Younger residents (25–34) show mixed but generally positive sentiment.

Ethnicity

- Black and Asian respondents maintain high levels of agreement.
- White ethnic groups display a mixed range of responses, often influenced by comments around resource pressures or housing eligibility.

Interpretation

Priority 5—often framed around delivery, performance, or systems change—is broadly supported but may feel more technical or operational to some respondents. Those with direct experience of homelessness services tended to agree more strongly, recognising the need for better resourcing, staffing, and coordinated delivery.

Summary Across All Five Priorities by equality characteristics

Sex

- Females consistently agree more than males across every priority.
- Male respondents are more likely to express disagreement or scepticism.

Age

- Support strengthens with age, with the 55–64 and 65+ groups showing the highest agreement across all priorities.

Ethnicity

- Black and Asian respondents show the strongest overall support.
- White respondents show the most variation and highest disagreement levels, often connected to themes around fairness and migration.

General Trend

- Priorities 2 and 3 received the strongest support.
- Priority 1 received the most disagreement.
- Overall, the strategy is strongly supported by most respondents—particularly older adults, women, and global majority ethnic groups.

B.3) Provide any other information to consider as part of the assessment

Legal context

The council has a public duty to pay due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations (Equality Act 2010)

The council also has a number of statutory duties with regards to homelessness that are incorporated in the following:

- Housing Act 1985
- Housing Act 1986
- Homelessness Act 2002
- Homeless Reduction Act 2017
- Housing and Regeneration Act 2008
- Localism Act 2011
- Armed Forces Act 2006
- Asylum and Immigration Act 1996
- Immigration and Asylum Act 1999
- Children Act 2004
- Data Protection Act 2018
- European Union (Withdrawal Agreement) Act 2020
- Homeless Code of Guidance for Local Authorities 2018 last updated June 2024
- The London Housing Strategy
- Tenancy Strategy
- Housing Strategy
- Allocation of Housing and Homelessness (Eligibility) (England) Regulations 2006
- Allocation of Accommodation: Code of Guidance for Housing Authorities June 2012, last updated June 2024
- Providing social housing for local people, December 2013
- Right to Move and social housing allocations, March 2015
- Improving access to social housing for victims of domestic abuse, November 2018
- Improving access to social housing for members of the armed forces, June 2020
- The regulatory standard for registered providers of social housing in England
- National Plan to End Homelessness, MHCLG, Dec 2025

Financial context

The General Fund budget for the Homelessness Prevention & Lettings service meets the costs of the Council's statutory duties in this area, and has a budgeted gross cost of £19,206k in 2025/26.

A £6,854k temporary accommodation (TA) pressure was reported against client groups included in the MTFs TA model (General Needs, Rough Sleepers and other cohorts) in M9- 2025-26.

The risk of further overspend in 2025/26 against homelessness costs remains high given the rising levels of homeless presentations and the challenges in securing suitable alternative accommodation to prevent homelessness, particularly in the private rented sector.

C) Assessment and conclusions

The strategy introduces positive measures to prevent homelessness, increase housing supply, support staff well-being, treat residents with respect and empathy and introduce improvements to working processes.

These changes are intended to have positive impacts for all groups especially those who have been identified as part of this assessment who may be over-represented in the homeless cohort. These groups include those who identify as Black, vulnerable families, those who have mental health and/or drug and/or alcohol support needs, those experiencing domestic abuse, those from the LGBTQ+ community and those who are neurodiverse.

Although the consultation results show differences in the extent to which respondents agree with the priorities in the strategy overall, the strategy is strongly supported by most respondents. This is particularly so for older adults, women, and those from global majority groups.

We will continue to monitor the impacts of the strategy, especially for those with protected characteristics. Additional equality impact assessments will be completed as necessary for significant initiatives/policies developed as part of implementing the homelessness strategy.

Signed and dated:.....4 March 2026

Name and position:.....Debby Weller Head of Housing Strategy and Policy
Sachin Patel Housing Policy and Strategy Officer
Vicky Trott, Inclusion and Wellbeing Manager

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HOUSING HRA FORWARD INVESTMENT PROGRAMME 2026/27 (INCLUDING 2025/26 REVIEW)

Cabinet Member & Portfolio	Cllr Jonathan Bianco – Cabinet Member for Corporate Services and Property Cllr Steve Tuckwell - Planning, Housing and Growth
Responsible Officer	Daniel Kennedy, Corporate Director of Residents Services
Report Author & Directorate	Gary Penticost, Director of Operational Assets
Papers with report	Appendix 1 – review of 2025/26 year

HEADLINES

Summary	<p>The report details the significant investment planned for the Council’s housing stock to both upgrade tenants’ homes and make them more energy efficient for the 2026/2027 financial year. The report also seeks delegated authority to implement the programme over the year within approved budgets and contracts. Progress will be subject to oversight by Cabinet Members</p> <p>The report’s appendix also includes a look back at delivering the previous year’s programme for Member review and transparency.</p>
<p>Putting our Residents First</p> <p>Delivering on the Council Strategy 2022-2026</p>	<p>This report supports our ambition for residents / the Council of: Live in good quality, affordable homes in connected communities</p> <p>This report supports our commitments to residents of: Thriving, Healthy Households</p>
Financial Cost	<p>Following approval at the Cabinet meeting on 26th February 2026, the HRA Works to Stock 2026/27 Capital Programme has a budget of £30,997k, the Green Homes Initiative has a budget of £10,250k, and HRA Adaptations has a budget of £4,100k.</p> <p>The recommendations within this report propose the continuation of the streamlined approach for the release of these funds, enabling the effective delivery of the programme while maintaining robust and appropriate controls over expenditure.</p>
Select Committee	Corporate Services & Infrastructure
Ward(s)	All Wards

RECOMMENDATIONS

That the Cabinet:

- 1. Note the delivery of the 2025/26 Housing Revenue Account (HRA) Works to Stock Programme set out in the report, which has continued to provide essential upgrades to the Council's housing stock, along with higher energy efficiency standards and improvements to the quality of life of tenants, set out in Appendix 1.**
- 2. Agrees the HRA Works to Stock Programme for the ensuing 2026/27 financial year; and approves the release of the HRA WTS Capital Programme budget, as set out in this report.**
- 3. To deliver this Programme, delegate authority to the Corporate Director of Residents Services, in consultation with the Cabinet Member for Corporate Services & Property to:**
 - a. Utilise existing internal or external framework agreements or develop new LBH framework agreements for Cabinet approval, to enable the effective delivery of appropriate works, tenders, and contracts.**
 - b. Approve the procurement of individual projects and works set out, including using any approved LBH framework or term contract by Cabinet.**
 - c. Release project specific capital funds for the specific works, as set out in the programme, and strictly within approved budgets and subject to any internal spend control requirements.**
 - d. Agree minor variations to specific projects within the programme, subject to agreement from the Cabinet Member for Corporate Services & Property.**
 - e. Make any other operational decisions required to implement the programme and works agreed by the Cabinet.**
- 4. Agree that relevant portfolio Cabinet Members receive regular updates on progress delivering the programme and spend.**

Reasons for recommendation

This is an annual report to agree the programme of works and projects for the ensuing financial year and to also provide delegated authority to officers to streamline decision-making where necessary for efficient delivery of the programme, subject to Cabinet agreement.

This important programme of works, led by the Operational Assets division of the Council, ensures that the council manages essential upgrades to the housing stock, ensures that houses, flats, and their tenants are safe and also is increasingly now transitioning properties to higher energy efficient standards, such as through new boilers and home insulation.

Alternative options considered / risk management

Cabinet could choose to amend the specific works programme as set out in the report for 2026/27. Also, Cabinet could decide to not delegate to officers and maintain existing authority levels at Cabinet or Cabinet Member level for individual projects and spend on a case-by-case basis.

Democratic compliance / previous authority

The proposed decision-making approach allows Cabinet to set the strategy, overall programme and budget, and then delegate delivery to officers within approved financial budgets and procurement frameworks. Officers will, in turn, remain accountable to Cabinet Members for progress and delivery. Given the significance of the housing improvement programme, streamlined delegated authority is important to ensure timely project delivery each year.

Select Committee comments

None at this stage.

2026/27 Programme

The Operational Assets team lead on delivery of all planned works to the Council's housing stock and will continue to use and develop framework agreements where possible to deliver works programmes for the new financial year 2026/27.

The planned programme for 2026/27 includes the following activity:

Roofing Programme:

Property locations requiring essential roofing works have been identified through referrals from the Reactive Repairs team and analysis of the Council's asset database. These locations are currently being surveyed by external consultants, to confirm the scope of works, cost estimates, and programme viability. This forms part of the 2026/27 programme. Subject to the completion of condition surveys, the Section 20 consultation process will be undertaken, followed by tendering, with a view to commencing works in Spring 2026 and completing the programme by Autumn 2027. The final number of properties to receive roof replacements will be confirmed once surveys, budget estimates, and consultation outcomes have been completed.

Window replacement:

The Window Renewal Programme will prioritise the replacement of first- generation metal and aluminium- framed windows in solid wall properties, targeting approximately 500 homes as an initial phase. These windows are reaching the end of their useful life and have been identified through asset data and stock condition surveys as contributing to poor thermal performance, cold bridging, and increased condensation risk. Replacing them with modern, insulated double- glazed units will significantly improve thermal efficiency, reduce heat loss, and enhance ventilation, forming a key intervention in preventing damp, mould, and condensation. This programme supports the Council's wider decency, health, and compliance objectives, including

meeting regulatory expectations around proactive damp and mould prevention in higher- risk property types.

Framework agreements are now in place and contractors appointed for the supply and installation of A+ Double glazed window installations in non-leasehold, street properties.

Green Homes Initiative:

The Green Homes Initiative targets street properties with an EPC rating below band C, upgrading homes to meet the government requirement for all properties to achieve a minimum EPC rating of C by 2030. The programme will improve energy efficiency, reduce fuel poverty, and enhance living conditions for residents. This will be supported by the installation of heat recovery fans, successfully delivered through the SHDF Wave 1 project. Solid wall properties are being reviewed to assess further measures, such as external or internal wall insulation, alongside consideration of potential development opportunities where appropriate. Delivery will be undertaken through the Council's approved LBH Minor Works Framework.

Kitchen Renewals:

Approximately 1,000 kitchens are planned for replacement through the new framework agreements. This programme will support compliance with the Decent Homes Standard and contribute to reducing non- decent homes to around 5% through the Council's rolling planned maintenance programmes, improving overall housing quality and resident outcomes.

Bathroom Renewals:

Approximately 800 bathrooms are planned for replacement and will be delivered through the Council's approved framework contractors. This programme will support compliance with the Decent Homes Standard and contribute to reducing non- decent homes to around 5% through the Council's rolling planned maintenance programmes, improving property condition, resident wellbeing, and overall housing quality.

HRA Adaptations:

HRA adaptations will continue to be delivered to support residents with disabilities and mobility needs, in line with the Council's duties under the Equality Act 2010. This programme ensures that reasonable adjustments are made to enable residents to live safely and independently in their homes. Delivery of adaptations supports compliance with housing and equality legislation while improving accessibility, resident wellbeing, and long- term tenancy sustainability across the housing stock.

Domestic and Communal Boilers:

This replacement programme will continue into 2026/27, with a projected further 425 obsolete domestic units scheduled for replacement across houses and flats.

For communal boiler systems, major works are currently programmed for the communal heating system at Colley House, including the installation of heat meters and a full upgrade of the boiler plant.

Electrical Safety and Planned works:

- **Passenger lifts upgrade:**

Phase 8 4No Lifts within Sheltered Housing due in 2026/27, which also includes the installation of remote monitoring on all General Needs Housing Lifts within the Housing Stock. Officers are reviewing the remaining stock with a view to implementing a further phased refurbishment programme for the remaining stock not included within Phases 1-8.

- **Door Entry & Access Control:**

Planned programme to deliver upgrade of Access Control Systems within 120No general needs communal Blocks planned for 2026/27 programme.

- **Aico Gateway Installation:**

Continuation of the Aico Gateway Monitor installation programme to include installation alongside the EICR's to 2000No. properties per annum delivered by the two existing electrical term contractors with a 1000no.properties each, whilst delivering the Statutory compliance EICR programme.

- **Emergency Lighting**

Phased replacement of 230v Emergency Lighting within general needs housing block with review of monitoring systems to remove the costs and need for monthly emergency lighting visits and to alleviate current issue of large-scale battery replacement requirement due to age of existing fittings and provide energy efficiency savings. Officers reviewing current systems and will implement a pilot scheme on approx. 10No blocks to be delivered by existing Term Contractors prior to full roll out.

Replacement of 24v LED Boards within blocks containing Commulite remote monitoring system that have 7-year warranties expiring. Replacement of boards allows for a further 7 Year warranty term. Officers reviewing which blocks will demonstrate Value For Money by undergoing warranty works.

- **Fire Detection**

Ongoing works for replacement programme for expiring 10-year Mains Fire Detection Devices within Dwellings, combined with installation of Aico Gateway project and delivered by Term Contractors.

Fire Door Replacement programme:

The planned fire- door replacement programme will continue throughout 2026/7, focusing on door- set upgrades identified through Fire Safety Risk Assessments. The programme's completion timeline will align with the commitments the Council has already provided to the Regulator of Social Housing regarding building- safety compliance.

Compliance and Fire Safety:

This programme delivers essential annual building- safety and engineering activities across the Council's housing and corporate property portfolio. The team is responsible for managing all statutory compliance workstreams — including Gas Safety, Electrical Testing, Legionella, Asbestos, and Fire (Building Safety). This includes statutory servicing, planned maintenance, and associated capital works, ensuring that all buildings remain safe, compliant, and fit for residents and staff.

Revenue Expenditure:

In addition to the Works to Stock capital programme, dedicated revenue budgets are in place to maintain the condition of the housing stock. These budgets support day- to- day repairs, servicing, and cyclical maintenance, helping to preserve asset condition, address emerging issues promptly, and sustain compliance with regulatory and decency standards alongside the planned investment programme.

Procurement activity and further framework agreements in the pipeline:

Corporate Procurement is working closely with the service area to support the effective delivery of works, tenders, and contracts. This includes the development of framework agreements for specific services and longer- term term contracts to use, where appropriate, for Cabinet approval.

Financial Implications

The 2026/27 HRA Programme of Works and Green Homes Initiatives capital profile has been approved as part of the Council's 2026/27 Medium-Term Financial Strategy (MTFS). This report therefore seeks the release of the capital programme budget for 2026/27 and to confirm the delivery arrangements and delegated authority required to implement the approved programme within agreed budgets and procurement frameworks.

At Month 9, under the existing MTFS, the HRA Programme of Works and Green Homes Initiatives programme has a combined revised budget of £51.0m for 2025/26. Forecast outturn expenditure is £34.7m. This represents a total rephasing variance of £16.2m for 2025/26. Within this position, the Works to Stock programme has a revised budget of £36.9m and is forecasting £30.2m, resulting in rephasing of £6.6m. The Green Homes Initiatives programme has a revised budget of £14.1m and is forecasting £4.5m, resulting in rephasing of £9.6m. There are no reported cost variances within these workstreams; the variance relates entirely to timing adjustments.

The existing five-year MTFS profile for these programmes totals £181.3m, with the five-year forecast aligned to budget and no overall variance. The rephasing identified in 2025/26 is reflected within that five-year envelope and does not represent a reduction in overall investment.

As part of the approved 2026/27 Medium-Term Financial Strategy (MTFS), an updated five-year Programme of Works profile has been agreed. Under the approved MTFS, Works to Stock totals £141.0m over the period 2026/27 to 2030/31, and the Green Homes Initiative totals £34.9m over the same period. These figures form the Council's approved five-year capital profile for these workstreams and supersede the previous MTFS profiling.

The approved 2026/27 MTFS establishes the capital envelope for the HRA Programme of Works and Green Homes Initiatives over the five-year period. Any material variation to these approved totals will require further Cabinet approval in accordance with the Council's capital governance framework.

The Programme of Works and Green Homes Initiatives continue to be financed through the HRA capital funding framework, including Major Repairs Reserve, Revenue Contributions to Capital Outlay, supported HRA borrowing within approved headroom and external grant funding where available. The £16.2m rephasing in 2025/26 impacts the timing of financing requirements but does not alter the underlying affordability assumptions within the HRA Business Plan.

The delegated authority will enable delivery strictly within approved MTFS budgets and procurement arrangements. Quarterly monitoring will continue to be reported to Cabinet Members to ensure appropriate financial oversight.

Table 1 - HRA Works to Stock Programme and specific planned works to the housing stock 2025/26 planned works budget and proposed planned works for the 2026/27 financial year in accordance with the approved budget.

Workstream	2025/26	2026/27
	Revised Budget	Budget Revised 2026/27
	£'000	£'000
Electrics Programme	2,015.0	1,990.0
External Decorations	4,074.5	-
Contingency		144.0
Fire Safety Programme	2,821.6	-
Gas - Domestic Boiler	2,888.6	1,500.0
HRA WTS Unallocated Budget	1,385.0	-
Playground Replacement Programme		219.0
Kitchens and Bathrooms	11,572.3	11,572.0
Lifts Programme	300.0	600.0
Planned Remedial Works and Voids	1,800.0	1,380.0
Playground Replacement Programme	-	-
Roofing Programme	4,136.0	4,136.0
Structural Works Programme	-	1,500.0
Warm Safe Dry	1,557.6	3,649.0
Windows Programme	4,306.5	4,307.0
HRA Works to Stock Programme Total	36,857.1	30,997.0
Green Homes Initiatives Programme	14,127.9	10,250.0
HRA Programme of works Total	50,985.0	41,247.0

Elements of the works within the above programme will be subject to statutory leaseholder consultation. The council will seek leaseholder contributions on post completion of the works, which will reduce the financing contribution from the HRA major repairs reserve.

To ensure accountability and transparency there will be reporting to the relevant portfolio cabinet members. The report will include updates of progress on delivery of the programme, capital released, spend to date, and forecast spend for monitoring purposes, this report will highlight any significant variations to the programme.

Any significant variations or any change in budget to the programme will be reported back to Cabinet.

The HRA WTS workstream expenditure will be managed in line with the approved budget alongside approved spend control panel and exercised under the appropriate scheme of delegation.

RESIDENT BENEFIT & CONSULTATION

The benefit or impact upon Hillingdon residents, service users, and communities

This report will enable transparent approval of the important housing works programme and help streamline the decision-making process in this area of council activity, speeding up project delivery, the transformation of the housing stock and ultimately resident satisfaction.

Consultation carried out or required.

No external consultation required.

CORPORATE CONSIDERATIONS

Corporate Finance

Corporate Finance have reviewed this report and concurs with the Financial Implications set out above, noting the recommendations to approve the HRA Works to Stock Programme for 2026/27 as detailed in the table above and to release the associated Capital Programme budget in line with the budget approved at Cabinet and Council in February 2026.

Furthermore, it is noted that upon release of the HRA Works to Stock Capital Programme budget, all associated expenditure exceeding £500 will be subject to the Spend Control Panel process. The expenditure and performance of the programme will be monitored through the established monthly budget monitoring cycle and quarterly summary reports provided to the relevant Cabinet Member to ensure continued oversight of the programme and adherence to the approved budget. Any variations to the overall programme or approved programme budget will be reported to Cabinet for approval.

Contracts procured through framework agreements or existing term contractor arrangements will fall under the delegated authority of the Corporate Director of Residents Services, contracts

outside of these arrangements will be subject to the tender approval process, in accordance with the Council's scheme of delegations or as delegated by Cabinet.

Legal

Legal Services confirm that the Council is responsible for these maintenance, improvement and repair functions in relation to its housing stock pursuant to various statutory provisions, including sections 9-10 of the Housing Act 1985, sections 9A, 10A and 11 of the Landlord and Tenant Act 1985, and the Regulatory Reform (Fire Safety) Order 2005.

Furthermore, as a registered provider of social housing, the Council is subject to the Regulator for Social Housing's powers. The Social Housing (Regulation) Act 2023 strengthened the powers of the Regulator for Social Housing by amending the Housing and Regeneration Act 2008. Under section 193 of the Housing and Regeneration Act 2008, the Regulator can set standards for registered providers to meet in connection with the accommodation and services they provide. The Regulator introduced 5 new standards effective 1st April 2024, one being the Safety and Quality Standard. The Safety and Quality Standard require the Council to provide safe and good quality homes for its tenants, along with good quality landlord services. Should the Council fail to meet the Regulator's standards, it may be subject to enforcement action under Chapter 7 of the Housing and Regeneration Act 2008, which could result in a range of sanctions.

There are no legal impediments to agreeing the recommendations set out in the report. Agreeing to the recommendations will ensure the Council is delivering on its obligations as a social housing landlord and will assist with reducing the potential for disrepair claims by tenants and enforcement action by the Regulator for Social Housing.

Any contract that the Council enters must comply with the Council's Procurement Standing Orders. Contracts exceeding a certain threshold also need to comply with the applicable procurement legislation. Depending on the date of the procurement activity, this will either be the Public Contracts Regulations 2015 or the Procurement Act 2023.

As and when specific projects within the HRA Works to Stock programme are the subject of decision reports, more specific comments will be provided by Legal Services.

Property

The servicing and work programs outlined within this report will ensure effective maintenance of the Council Housing stock.

BACKGROUND PAPERS

NIL.

Appendix 1 - Review of Works- Programmes and Projects 2025/26

The Operational Assets team have continued to deliver across a wide range of work areas in 2025/26. Working with the Procurement team, we are developing and using framework agreements to deliver works and where leaseholder consultation and recharges are required, we are continuing to tender work packages to ensure that we are compliant with leaseholder consultation requirements.

The mix of works throughout the year not only included required internal and structural works to improve the fabric of the housing stock and corporate buildings, but they also included all additional works to deliver substantial investment in the stock to meet future energy efficiency requirements and to support delivery of the Council's climate change strategy targets.

The Warm Safe and Dry Budget is allocated to enable capital works to services and equipment (CCTV systems, door entry, security systems, alarms etc) which are not scheduled under the main budget headings and are normally at lower financial costs.

Framework contracts – Kitchens and Bathroom renewals:

a. Framework contract for Survey and design:

Howdens Joinery Ltd have been appointed as the supplier; the contract is progressing well.

b. Framework contract for the Installation of Kitchens & Bathrooms:

We have appointed three term contractors on a framework for the Installation of kitchens and bathrooms throughout the Borough for an initial period of 3-year plus 2 years to speed up the process, increase the number of installations and reduce office admin/procurement time. It is planned that we will be installing 1000+ kitchens and 800+ bathrooms during 2025/26 using this new framework.

Kitchen & Bathroom replacements – Phased programme:

In 2024/25, the Council has tendered in numerous phases (Phases 24-38) and awarded contracts for the replacement of kitchens and bathrooms with works completed or in progress during the period 2025/26.

Framework contact for Major adaptations:

This is a framework agreement for aids and adaptations, it is in place and operational, with four contractors (North, Central, South, and a backup) for an initial term of four years, with an option to extend for an additional two years.

A tender process has been completed for the supply and installation of stairlifts, hoists, and through-floor lifts for a period of three years, with an option to extend for another two years. This Cabinet report was approved on the 13th of March 2025 Cabinet meeting.

Statutory servicing and maintenance contracts:

- Domestic Gas – In place and operational. Year 3 of a 5-year contract, to be combined with Boiler Renewal contract.
- Passenger Lift service and maintenance. Year 3 of a 5-year contract, will retender for November 2026
- Asbestos Surveys – Extension Taken, in place and operational Year 5 of a 5-year contract to be retendered in 2026 currently planning underway with the Procurement Team.
- Door Entry & Access Control - in place and operational Year 1 of a 5-year contract new contract awarded and started November 2025
- Automatic Gates & Barriers - in place and operational Year 1 of a 5-year contract, new contract awarded and started in November 2025.
- Fire Detection & Equipment - Extension taken, in place and operational Year 5 of a 5-year contract- Contract expires March 2027 and will be retendered in 2026
- Electrical Testing & Remedials Area 1 - Extension taken, in place and operational Year 4 of a 5-year contract - Contract expires in June 2027 and will be tendered in 2026
- Electrical Testing & Remedials Area 2 – in place and operational Year 1 of a 2-year contract - Contract expires in June 2027 and will be tendered in 2026
- Domestic lifts servicing - Extension taken, in place and operational Year 5 of a 5-year contract - Contract expires in September 2026 and currently working with procurement to retender
- CCTV Maintenance - In place and operational Year 3 of an 8-year contract.
- AC & Ventilation - In place and operational Year 2 of a 6-year contract.
- Communal Laundry - In place and operational Year 1 of a 5-year contract.
- Water Quality Monitoring - In place and operational Year 4 of a 5-year contract with 2-year extension taken.
- Water Quality Remedials - In place and operational Year 2 of a 5-year contract.

The domestic boiler replacement contract is operating to plan and has replaced 815 domestic boilers to the end of January 2026, along with two hybrid pilot systems, against the target of 1000 replacements in 2025/26.

Decarbonisation / Energy efficiency:

SHDF Wave 1 – Project Completed. We successfully installed energy efficiency measures to 158 number properties

Alternative to SHDF Wave 2.2 & Green Home Initiatives:

250 Properties were previously identified for EEMs (Energy Efficiency Measures), and these are to be delivered in single packages of works using the new LBH Framework Contractors Lots 3, 8 & 9. The EEMs to include some or all the following:

- Roofing
- Cavity wall insulation
- External Wall Insulation
- Replacement windows & doors
- Loft insulation
- MVHR (Heat Recover fans)
- AICO Gateway environmental sensor links

- Scaffolding and enabling works

So far, we have committed the budget of £14.1m, and these works are planned for 326 dwellings to the poorest performing stock across the borough including some “hard-to-let and long-term voids”.

External Repairs and Redecorations HRA - £540k Budget (2024/25)

In 2024/25 seven tenders have been run, namely:

- Phase 1 - New Pond Parade (Section 20 applies to leaseholders) £100k COMPLETE
- Phase 5 - The Buntings & Barden Court (Sheltered) £150k - COMPLETE
- Phase 6 - Ascott Court & Ascott House (Sheltered) £200k - COMPLETE

External Repairs and Redecorations - Capital Works - £2,553k Budget (2025/26)

The remaining tendered Phases:

- Phase 2 – Yeading Lane (S20 applies to leaseholders) - Greyline £900k - COMPLETE
- Phase 3 – Courts Estate (S20 applies to leaseholders) - D R Jones £340k - WIP
- Phase 4 – Heather Lane (S20 applies to leaseholders) - Mitie £140k - WIP
- Phase 7 – Dovedale Close (S20 applies to leaseholders) - McLoughlin £300k - TBC

The four Phases above were tendered, let under the capital works in 2025/26 following the completion of the section 20 leaseholder consultation procedures.

Window replacements:

The following works have been undertaken / progressing:

- Barr Lodge & Bond Close Windows installed Feb' 2025. COMPLETE
- Phases 14 – 20 tendered and let, include 590 properties of which 60+ are leaseholders 90% COMPLETE.

Roofing replacement works:

In 2024/25, the following works were tendered but not progressed:

- Melbourne House Roofing, External & Internal Decs tendered and works put on hold pending replacement windows. S20 withdrawn and to be re-issued during 2026/27. Section 20 processes to be reissued to the numerous leasehold dwellings.

In 2025/26, the following programme for 17 Blocks and 21 houses were tendered and are in progress:

- **Phase 1** – New Peachey Lane (14 Dwellings) COMPLETED.
- **Phase 2** – New Peachey Lane & Portland Road (29 Dwellings) COMPLETED
- **Phase 3** – Malmsbury Close & Bennett Close (28 Dwellings) HANDOVER Feb' 2026 Section 20, leaseholder consultations, and recharges to be issued.
- **Phase 4** - Mimosa Road & Joel Street (45 Dwellings) WIP Section 20, leaseholder consultations followed and recharges to be issued upon completion.
- **Phase 5** – Ivy House Road, Church Road & Towers Avenue (16 Dwellings) HANDOVER Feb' 2026 Section 20, leaseholder consultations, and recharges to be issued.
- **Phase 6** – Hilton Close & Broadwater Gardens (50 Dwellings) WIP S20, leaseholder consultations followed and recharges to be issued upon completion - circa APRIL 2026

Housing and Building Safety Act:

The *Building Safety Strategy – Operational Delivery Plan (2022–2025)* is currently active and undergoing routine departmental updates. A full strategic review is scheduled for 2026, which will

establish a new Building Safety Strategy for the next 3–5- year period. As part of this review, consideration will also be given to adjusting the intervals between full Fire Risk Assessment (FRA) visits, reflecting the significant level of remedial and improvement works that have been completed across the housing portfolio.

Building Safety Cases are required for all high- rise buildings over 18 m. LBH has completed all 10 safety cases for its high- rise stock, which are currently being reviewed for any necessary amendments. The Building Safety Regulator will request these for review before auditing each block, a process expected to take place over the next five years. Once notified, we will have 28 days to provide all required data. Note: All 10 LBH high- rise residential buildings were legally registered in June 2023, ahead of the 1 October 2023 deadline.

Framework contract - Fire Door replacements programme:

A framework contract is now in place and fully operational, supporting the delivery programme for door replacements. The contract commenced in August 2024 and is set for an initial three- year term, with an optional one- year extension.

Framework agreement Voids Servicing and Repair:

The voids refurbishment framework agreement—comprising three primary contractors and one reserve contractor—has been fully operational since July 2024. Between April 2025 and February 2026, the service successfully refurbished 641 void properties, including 83 completions in January 2026 alone. Based on current demand and workflow trends, the service is projected to exceed 750 refurbished voids by year- end.

During the same period, the Repairs Service received 31,395 repair requests (April 2025–January 2026), representing a reduction of 3,267 jobs compared with the previous year. Despite this reduction, based on current seasonal trends and demand patterns, the service is forecast to receive in excess of 37,674 repair reports by year- end. This continues to demonstrate the scale of reactive demand while also showing early evidence that upfront investment in asset improvements is beginning to drive workload down.

The Repairs Service is delivered by a workforce of 40 operatives across multiple trades, supported by five dedicated specialist contractors who undertake more complex or technically demanding repairs. This blended delivery model ensures efficient handling of day- to- day repairs while enabling rapid deployment of specialist expertise where required to maintain standards and compliance.

To mitigate legal disrepair risks, any component that can no longer be safely maintained—and is not scheduled for imminent replacement under a planned works programme—is proactively upgraded. This ensures all homes meet decency standards both prior to occupation and throughout tenancy, reducing the likelihood of disrepair claims. Where appropriate, safety works or holding repairs are undertaken in advance of planned replacement programmes to maintain compliance and safeguard residents.

Electrical Safety and Planned works:

- **AICO Gateway Monitoring:**
First phase of roll out of AICO Gateway installation started with 781No. installed to date, providing remote monitoring of Fire Detection within dwellings and facility to monitor environmental factors to assist with implementation of Awaab's Law.
- **Sibley Court Heating & Hot Water Upgrade:**
Upgraded Electrical Heating & Hot Water system within Sibley Court, which has provided a 33% reduction in energy usage in the first 3 months Nov-25 -Jan 26. Currently review the installation of PV to further reduce energy costs.
- **Communal Laundry Equipment:**
Phase 1 of communal laundry equipment expected to be completed in late March 2026 replacing 61No units across 15 Sheltered Housing Sites
- **Door Entry System upgrades and replacements:**
Upgraded Door Entry and Access Control systems within 37No. Low & Medium Rise General Needs Housing Blocks. With Partial Budget rephased to 2026/27.
- **Lift Refurbishment:**
2025/26 Lift refurbishment Budget was rephased to 2026/27
- **PV Installation Programme:**
2025/26 PV Installation budget was rephased to 2026/27, whilst officers investigating Borough wide Housing PV Plan.
- **AOV & Ventilation:**
2025/26 AOV & Ventilation planned works within High Rise Buildings have been deferred to be incorporated in Planned Works for High Rise Building subject to Building Safety Regulator Approval.
- **Fire Detection:**
Continuation of installation and replacement of 10-year mains interlinked fire detection within dwellings, ensuring all housing stock is fitted with minimum of LD2 fire protection and LD1 within High Rise and Sheltered accommodation. Works delivered by Term, Voids contractors and DLO.

SUBSTANCE MISUSE & STOP SMOKING SERVICES

Cabinet Member & Portfolio	Cllr Jane Palmer, Cabinet Member for Health and Social Care
Responsible Officers	Sandra Taylor, Corporate Director of Adult Social Care and Health Sharon Stoltz, Director of Public Health
Report Author & Directorate	Nick Sinclair, Public Health Principal, Adult Social Care and Health Directorate
Papers with report	N/A

HEADLINES

Summary	This paper informs Cabinet that additional Government grant award funding will be received for the period 1 April 2026 - 31 March 2027 for such public health services. This paper seeks approval to spend this funding on provision of substance misuse services through a contract variation with the existing service provider.
Putting our Residents First Delivering on the Council Strategy 2022-2026	This report supports our ambition for residents / the Council of: Live active and healthy lives This report supports our commitments to residents of: Safe and Strong Communities It also supports: <ul style="list-style-type: none"> • Joint Local Health & Wellbeing Strategy: 2026 – 2031 (draft) • From Harm to Hope: A 10-year drugs plan to cut crime and save lives¹ • Stopping the Start: our new plan to create a smokefree generation²
Financial Cost	The substance misuse service is funded solely by the Public Health Grant which is a ringfenced Department of Health and Social Care (DHSC) grant payment given to all Local Authorities in England annually to support the provision of mandated and statutory public health provision. The grant award is provided by the Office for Health Improvement and Disparities (OHID) on behalf of the DHSC and grant conditions require it only be spent on public health remit. Therefore, there is no cost to the core council budget for the provision of this substance misuse support

¹ [From harm to hope: A 10-year drugs plan to cut crime and save lives - GOV.UK](#)

² [Stopping the start: our new plan to create a smokefree generation - GOV.UK](#)

	service as it is paid for solely from the ringfenced Public Health grant
Select Committee	Health and Social Care Select Committee
Ward(s)	N/A

RECOMMENDATIONS

That the Cabinet:

- 1) Note that the three-year 2026-2029 Public Health grant funding from Department of Health & Social Care is a ring-fenced budget that is only available to Local Authorities to spend on statutory and mandated public health services.
- 2) Note the Public Health Grant award conditions in relation to ringfenced spend for provision of statutory and mandated public health services and the benefits to Hillingdon Council that these services are funded by the Public Health Grant and do not draw on funds from core council budget.
- 3) For continued delivery of statutory substance misuse services funded by the Public Health grant, approve delegated authority for the Corporate Director of Adult Social Care and Health and Director of Public Health to develop delivery plans and commissioning arrangements for the ongoing utilisation of Public Health grant funded substance misuse service provision in line with grant condition requirements set out by Department of Health & Social Care and Office of Health Improvement and Disparities and to allocate contract variations up to a value of £525,000 over the period 1 April 2026 – 31 March 2029.
- 4) Agree to vary the current contract with Central and North West London NHS Trust for the provision of substance misuse treatment and recovery services for the period 1 April 2026 to 31 March 2029 to uplift the core contract for the agenda for a change salary increase by £81,843 pa and for a cost up to £245,529 for the period.
- 5) Approve continuation of Public Health Grant funding to the Hillingdon Youth Service offer for the continued provision of the SORTED young person's drug and alcohol provision arrangement to a value of up to £181,500 per year (at FY2025/26 level) to a total value of up to £557,864 for the period 1 April 2026 – 31 March 2029 (this include salary uplift costs on SORTED costs).

Reasons for recommendation(s)

1. Through public health contracts, the Council and partners provide a range of services relating to stopping smoking and substance misuse. These include: Drug & Alcohol Treatment and Recovery Services which aim to reduce harm such as ill health, reduced life chances, crime, and social isolation associated with addiction; Smoking Cessation and Tobacco Control Support to help residents quit smoking; Support for Children and Young People and those experiencing substance misuse risks or harms, and also Needs Assessment, Prevention, and System Development Work associated with this.
2. This paper informs Cabinet that additional Government grant award funding will be received for the period 1 April 2026 - 31 March 2027 for such public health services and seeks approval to spend this funding on provision of through a contract variation with the existing service provider (CNWL) and other related decisions.

Alternative options considered / risk management

3. Due to the grant award conditions of the Public Health Grant; the requirement from the Office of Health Improvement and Disparities (OHID) for the submission of a delivery plan for the provision of drug and alcohol and stop smoking support arrangements and the timeline for this – due by 13 March 2026; prior requirement from Cabinet from 11 January 2024 that for future years, any change or variation in contractual expenditure be authorised by the Cabinet and should be funded from existing public health grants, with no recourse to other Council funding sources. Cabinet also instructs officers to ensure this is determined and closely monitored through the budget monitoring and MTF process; and Public Health Department commissioning intentions to focus on maintaining current provision while developing need assessment and assessing service development requirements, no other options are considered suitable.
4. Doing nothing would not support the programme of work underway to enhance capacity and capability within the Public Health Department and is not considered suitable. This would also not enable a contract variation needed to reflect the change in contract value for Agenda for Change salary uplifts and a range of additional investment (to be determined in line with the drug and alcohol needs assessment findings).

Democratic compliance / previous authority

5. The original 5 plus 4-year core contract recommendation was presented at January 2024 Cabinet. Cabinet also decided that for future years, any change or variation in contractual expenditure on such matters should be authorised by the Cabinet and should be funded from existing public health grants, with no recourse to other Council funding sources. Cabinet also has previously instructed officers to ensure this is determined and closely monitored through the budget monitoring and MTF process. Hence this report is submitted to Cabinet for consideration.

Select Committee comments

None at this stage.

SUPPORTING INFORMATION

Grant Award Changes

6. For the financial year periods 1 April 2021 – 31 March 2025 the Supplemental Substance Misuse Treatment and Recovery Grant (SSMTRG) was provided to Local Authorities in England for the purpose of strengthening and improving local drug and alcohol treatment and recovery systems.
7. For the period 1 April 2025 – 31 March 2026 the various elements of the SSMTRG were consolidated and the award was renamed as the Drug and Alcohol Treatment and Recovery Improvement Grant (DATRIG). For the period 1 April 2026 – 31 March 2029, the grant will become embedded within the core Public Health Grant award provided to Local Authorities in England for the provision of statutory and mandated public health programmes.
8. The way that the DATRIG funding will change from 1 April 2026 means that grant conditions now align with Public Health Grant conditions and will enable funds to be managed over the full three period that this additional funding will be provided to cover. From the perspective of the Director of Public Health and the Public Health Department this is a positive change which will remove the restrictions of the supplementary grant arrangements under the SSMTRG and DATRIG grant conditions. These conditions required in-year spending only with a requirement to return unspent in-year funds back to OHID. The Public Health Grant conditions enable the grant to be spent over the course of the three-year period and to retain any underspend for the purpose of spending to enhance the provision of statutory substance misuse service provision.
9. Part of the requirements attached to the change in the way the DATRIG funding will be provided from 1 April 2026 are that even though the award will be embedded into the core Public Health - which is itself a ringfenced grant award for spend on the provision of statutory and mandated public health provision under the remit of the Director of Public Health – the DATRIG element of the Public Health grant award conditions ringfence this money for spend solely on drug and alcohol treatment and prevention activity.
10. An additional supplementary grant that has been paid to local authorities by OHID is the Local Stop Smoking Support and Services grant (LSSS&S). From 1 April 2026, this grant will also become embedded (with similar ringfence requirements as described for the DATRIG grant to ensure that it is spent on the provision of tobacco control and stop smoking support programmes).
11. The current service contract for the provision of substance misuse and stop-smoking services is held by Central and North West London NHS Foundation Service (CNWL) and provision of these two services are part of the same service offer which is currently funded by a mix of DATRIG, LSSS&S, and Public Health Grant funding. As of 1 April 2026, the services will continue to be funded but solely from the Public Health Grant.

Contract Arrangements & OHID Requirements

12. The current contract with CNWL is for the provision of drug and alcohol and stop smoking support services. This support is incorporated into a substance misuse treatment service contract which is contracted for a five –year period from 1 June 2024 until the 30 May 2029 with a four-year extension option until 30 May 2033.
13. The current DATRIG grant also funds the Youth Hillingdon Offer SORTED service to provide drug and alcohol support to children and young people.
14. OHID require the completion and submission of a three-year delivery plan to outline how the ringfenced elements of the Public Health Grant will be spent to support drug and alcohol and stop smoking service provision. This plan is required for submission to OHID by 13 March 2026 for review and approval of plans for the period 1 April 2026 – 31 March 2029. The Public Health Department are currently working on creating this plan which is required to be completed in consultation with local stakeholders and local Combatting Drug Partnership members.
15. Currently, due to a shared function arrangement with Hounslow Council ending on 8 August 2025, local capacity and local strategic planning ability connected to drug and alcohol and stop smoking delivery requires development. The shared arrangement saw joint commissioning and shared commissioning support arrangements between Hillingdon and Hounslow Council's with Hounslow leading which meant that governance structures and Combatting Drug Partnership arrangements were shaped around Hounslow Council structures, leaving a gap that is in the process of being filled within Hillingdon Council.

Public Health & Commissioning Intentions

16. The current CNWL service contract is performing well. Following investment from the SSMTRG, DATRIG, and LSSS&S grants over the last few years, the service is well-staffed and has achieved outcomes in line with OHID and national strategy objectives for drug and alcohol and smoking cessation, and in line with other London boroughs. Given recent capacity challenges within the Public Health Department and the ending of the shared arrangement with Hounslow as described above, there is ongoing work required to fully assess the performance of the current contract with CNWL and to review service structure, outcomes and objectives.
17. The new Director of Public Health is implementing a review and re-structure process to ensure capacity within the department is suitable to support its ability to comprehensively meet all public health duties. Alongside this and aided by the development of the OHID drug and alcohol and stop smoking support delivery plan as described above, the approach that is assessed to best support ongoing provision of drug and alcohol and stop smoking support is to:
 - a. Maintain the current delivery arrangements and level of funding for the CNWL drug and alcohol and stop smoking service for the 2026-2027 period while assessing need and developing local capacity and service design within this period where possible, and planning for developments to be incorporated into the delivery plan and commissioning arrangements for the 2027-2029 period. There are currently no

significant concerns about the performance of the service, although review and development of the current contract performance monitoring arrangements is required to provide further assurance. Any findings from ongoing performance monitoring, combined with a programme of work to refresh

- b. Invest resources and capacity to refresh and develop more in-depth understanding of the needs of local residents connected to drug, alcohol, and tobacco. Current assessment of need requires enhancement to better assess the needs of the local population in relation to drug use, particularly non-opiate drugs such as cocaine, cannabis, synthetic drugs and novel psychoactive substances; in relation to alcohol, smoking, and vaping.
 - c. Develop local commissioning, partnership, and system-wide approaches to enhance local treatment and prevention support offers. Within the delivery plan due for submission to OHID, there is a need to identify any programmes of work that will support local service delivery. Whilst need assessment work is required, there are some initial areas of provision where additional investment funded from Public Health reserves is being considered for spend within the 2026-2027 financial year. These include the potential development of service priorities and/or creation of new roles which might include, for example; hospital based drug and alcohol support workers to engage people with drug and alcohol attending hospital emergency, in-patient, and out-patient support into treatment support; conducting behavioural insight work to better understand the drug and alcohol treatment support needs for those cohorts of residents who are currently under-represented in treatment and who might not see a drug and alcohol service as suitable for them or their pattern of drug and alcohol use; development of stop-smoking service support offer to include quit vaping specific support; development of a local combatting drug partnership and drug related death review process; improvements to local pathways for referral and joint working between the drug and alcohol service and criminal justice; prevention focussed work; service promotion activity to help increase awareness of services, ways to access, and support offers available.
18. To support the development of changes described above, there is a need to conduct further needs assessment work, obtain approval from OHID of the proposed delivery plan, and pending contract variation where any additional funding is invested in the service or there are changes required from the provider in the structure of the service support offer. The commissioning intentions are to maintain the current level of funding in line with current contractual arrangements which will be funded from the Public Health Grant and where additional investment is assessed as necessary, this will be funded from reserves of the Public Health Grant.
19. To facilitate the additional costs of the approach described above to develop the service and local treatment system, an additional amount of up to £525,000 has been identified as potential spend from Public Health Grant reserves for the period 2026-2029.

Contract Variation

20. Local Authorities receive funds each year to support NHS Agenda for Change salary uplifts for staff who work under the NHS Agenda for Change contracts but are funded by local authority commissioning arrangements. The CNWL service currently employs staff under these terms and any annual pay increases under these terms are set by the government which Local Authorities are obligated to adhere to. For the current drug and alcohol and stop-smoking service, the Agenda for Change obligations will be £82,110. A contract variation to cover this additional funding will be required.
21. Following completion of the assessment work as described above, and submission of the delivery plan and its approval from OHID, other contract variations might be required where additional investment from the Public Health grant and/or Public Health Grant reserves is proposed. As described throughout this paper, the funding of the drug and alcohol and stop smoking support provision is from Public Health Grant awards and does not require any investment from the Council's core budget and as the Public Health Grant is a ringfenced award for the purpose of providing statutory and mandated public health services, it cannot be used for any other purposes.
22. This paper is presented to Cabinet due to a requirement stated within a previous cabinet paper from Director of Public Health dated 11 January 2024 that; Cabinet agrees that for future years, any change or variation in contractual expenditure be authorised by the Cabinet and should be funded from existing public health grants, with no recourse to other Council funding sources. Cabinet also instructs officers to ensure this is determined and closely monitored through the budget monitoring and MTF process.
23. This paper is submitted to Cabinet to seek approval of the recommendations to support the Corporate Director of Adult Social Care and Health, and the Director of Public Health to implement commissioning arrangements to support the ongoing provision of statutory drug and alcohol and stop smoking support services and service development requirements in line with needs assessments, Public Health Grant conditions, and service development needs.

Financial Implications

24. The current core contract value with CNWL is £ £3,108,201.89 per year and the current contract term is for a five-year period from 1 June 2024 until the 30 May 2029 with a four-year extension option until 30 May 2033 which is a total contract value of £27,973,817.01
25. The current (FY2025/26) funding to the Youth Hillingdon SORTED service for provision of drug and alcohol support to children and young people is £181,500 per year (£109,500 via DATRIG funding, £72,000 via Public Health Grant).
26. Both services are currently funded by the DATRIG grant and Public Health grant.

27. For the period 1 April 2026 – 31 March 2029, the Public Health grant allocation for the provision of drug and alcohol and stop-smoking support services has been released by OHID³ and is summarised in the table below:

	Public Health Grant TOTAL	Drug and Alcohol allocation	Smoking Cessation allocation
2026-2027	£23.4M	£5,074,992	£558,602
2027-2028	£23.8M	£5,116,657	£559,047
2028-2029	£24.3M	£5,184,364	£561,828
TOTAL	£71.5M	£15,376,013	£1,679,477

28. Any spend on the provision of drug and alcohol and stop-smoking service delivery contracts will be funded from Public Health allocations.

RESIDENT BENEFIT & CONSULTATION

The benefit or impact upon Hillingdon residents, service users and communities?

29. Current needs assessment information for drug and alcohol and smoking rates shows that drug and alcohol addiction negatively affects lives of individuals and communities in a number of ways; personal addiction reduces life chances, lowers life expectancy, and is linked to crime, housing problems, mental health support needs, social relationship and family breakdown, anti-social behaviour and criminal activity, loss of employment / lack of employability, lost production and lost working days, acute and chronic health conditions, and death.
30. Tobacco addiction and smoking is the leading cause of preventable death in the United Kingdom. Access to support services to help people with drug, alcohol, and tobacco addiction can help people to overcome addictions and can reduce the negative effects of addictive behaviour on their lives and improve life chances.
31. A programme of work to update and refresh need assessment data, to complete an equality impact assessment, and to conduct behavioural insight work which will better inform service development activity, will be undertaken over the coming months.
32. The benefits to residents of effective addiction support services such as drug and alcohol and tobacco addiction services are seen in reduction of the number of instances of negative impacts of addiction as personal, social, and community.

Consultation & Engagement carried out (or required)

33. No formal consultation has been conducted as the current contract arrangement is proposed to be maintained with the option to invest further with objectives to better support

³ Allocations tables for all consolidated grants from 2026-2027 to 2028-2029 - GOV.UK

local need, increase access to support and to increase outcomes in line with local and national objectives.

34. The delivery plan for submission to OHID by 13 March 2026 is being developed with input from treatment provider services and local stakeholders. A programme of work to enhance local understanding of need will be part of the delivery plan and public health work programme with the intention that additional investment options will be made with full consideration of need and outcome objectives, and in consultation with local stakeholder partners and local residents.

CORPORATE CONSIDERATIONS

Corporate Finance

Corporate Finance have reviewed this report and concur with the Financial Implications set out above, noting the recommendations to seek approval to utilise the ring-fenced Public Health Grant to fund the continued delivery and development of statutory substance misuse and stop-smoking services, including contract variations to support delivery planning and commissioning arrangements, the uplift to the CNWL contract for Agenda for Change Salary Increases and the ongoing funding for the Hillingdon Youth Services for the provision of SORTED for the period 1 April 2026 to 31 March 2029.

Furthermore, it is noted that the proposed variation of up to £525k for the development of the delivery plans and commissioning arrangements will be funded from the Public Health Earmarked Reserve, which held a balance of £1,173k at Month 9. The contract variation with CNWL for the Agenda for Change Salary increases totalling £82k per annum, up to £246k over the three-year period, together with the continued funding to Hillingdon Youth Services for the provision of SORTED at £182k per annum, totalling £558k over the period, will be fully met from the Public Health Grant, therefore these commitments do not create any direct financial implications to the General Fund budgets either in-year or across the wider MTFS.

Additionally, it is noted the Public Health Grant is ring-fenced for mandated Public Health functions, allocations confirmed for 2026/27 to 2028/29 total £71.5m, including ring-fenced allocations of £15.4m for the substance misuse and £1.68m for smoking cessation. These allocation reflect the consolidation of the former Supplemental Misuse Treatment and Recovery Grant, the Drug and Alcohol Treatment and Recovery Grant, and the Local Stop Smoking Service Grant, all of which will be embedded within the Public Health Grant from 1 April 2026, which will remove the previous in-year spending restrictions and allow deployment of funding flexibly over the three-year period.

Legal

Legal Services confirms that the Council's Procurement & Contract Standing Orders allow Corporate Directors and Directors to exercise procurement and contract- management functions where authority has been expressly delegated through a Cabinet or Cabinet Member decision, provided that all actions comply with Standing Orders, financial regulations, and the Council's approved Scheme of Delegations. The continuation and variation the substance misuse services

are consistent with grant conditions, which require the Director of Public Health to ensure the grant is used for eligible substance misuse services.

The original procurement exercise was conducted in compliance with the Council's Procurement and Contract Standing Orders and the Public Contracts Regulations 2015. The proposed variations (as set out in the report) do not exceed 50% of the original contract value; and do not alter the overall nature of the contracts.

The Council's legal team will provide advice and assistance in respect of legal matters relating to subsequent grant agreements that will be required. Legal services therefore confirms that there are no legal implications in approving the recommendations set out in this report to ensure the Council continues to meet statutory responsibilities.

Procurement Comments

The recommendations within this report are compliant with the Public Contract Regulations 2015 which were in force at the time of the original contract award to Central and North West London NHS Trust.

The Lot 1 Contract awarded to Central and North West London NHS Trust permits variations which do not exceed 50% of the original contract value and that the variations of £525,000 and potential annual fee increases, do not alter the contract's scope. The original award was a forecasted value of £ 3,108,201.89 per annum and there is ample flexibility to vary the contract to include the required recommendations.

BACKGROUND PAPERS

[Cabinet decision – 11 January 2024 – Public Health Procurement](#)

COUNCIL BUDGET - 2025/26 BUDGET MONITORING - MONTH 10

Cabinet Member & Portfolio	Cllr Eddie Lavery Cabinet Member for Finance & Transformation
Responsible Officer	Steve Muldoon Corporate Director of Finance
Report Author & Directorate	Jon Alsop Interim Head of Finance Business Partnering
Papers with report	None

HEADLINES

Summary

This report provides a summary of the Council's General Fund and Housing Revenue Account forecasts for revenue budgets as at the end of January 2026 (Period 10) for the financial year 2025/26.

General Fund - Revenue

The Council has an approved gross expenditure budget of £974m, comprised of £552m within the General Fund and £422m within the Dedicated Schools Grant. As at the end of January 2026 (Period 10), the General Fund forecast shows an overspend of £36.3m, an adverse movement of £0.3m from Month 9.

The forecast overspend for the year is mainly driven by service operations and reflects the ongoing pressures and risks local authorities face in homelessness, children's and adults social care provision, as well as challenges in the delivery of savings in year.

On 23 February 2026 the Ministry of Housing, Communities and Local Government (MHCLG) announced that they have agreed in-principle to provide the council with Exceptional Financial Support (EFS) of £88.0m in 2025/26 to help manage its financial pressures. This funding will cover the expected overspend in year and support the Council to replenish its depleted reserves back to a sustainable level.

Dedicated Schools Grant (DSG)

The in-year deficit relating to DSG forecasts a favourable movement against budget of £3.3m, resulting in a lower £9.2m increase in the forecast deficit reserve position for the year. Recent Government announcements on the Local Government Funding Settlement indicate that the Government will cover 90% of the DSG deficit, subject to conditions. Grants to cover this are expected to be paid sometime in the autumn of 2026.

Housing Revenue Account (HRA)

The 2025/26 HRA revenue budget consists of £85.7m expenditure matched by an equivalent level of income (rents, service charges and other contributions). The Month 10 forecast shows expected expenditure of £85.3m. In year variances include a £1.6m pressure against service expenditure and £0.4m against rental income, offset by a reduction of £2.0m in the revenue contribution to the capital programme.

<p>Putting our Residents First</p> <p>Delivering on the Council Strategy 2022-2026</p>	<p>This report supports our ambition for residents / the Council of: An efficient, well-run, digital-enabled council working with partners to deliver services to improve the lives of all our residents</p> <p>This report supports our commitments to residents of: A Digital-Enabled, Modern, Well-Run Council.</p>
<p>Financial Cost</p>	<p>N/A</p>
<p>Select Committee</p>	<p>All</p>
<p>Ward(s)</p>	<p>N/A</p>

RECOMMENDATIONS

That the Cabinet:

- 1) **Notes the revenue budget monitoring positions as at January 2026 (Month 10) as set out in the report, noting the actions proposed by officers.**
- 2) **Agrees the virement of £3,696k from the current allocated budget for the Madison Brook Residential Property Acquisitions budget to the In-House team's capital budget.**
- 3) **Agrees that the planned fee increases for the Imported Food Office as set out in the 2026/27 budget be put on hold until further notice, pending a review.**

Reasons for recommendation(s)

Recommendation 1 is to measure performance against the Council's budgetary objectives, providing Cabinet with an update on performance to date against the 2025/26 revenue budgets as approved by Council on 27 February 2025.

Recommendation 2 is to seek Cabinet approval for the virement that will enable the release of capital funds to purchase and repair residential property acquisitions as a part of the GLA CHAP indicative scheme. This scheme has a funding deadline of 31/3/2026.

Recommendation 3 – following approval of the 2026/27 budget, officers intend to review the full cost of the Imported Food Service at Heathrow Airport, including recharges, to ensure the service remains cost neutral. Therefore, it is recommended that such planned fee increases are put on hold at this time, until further notice.

Alternative options considered / risk management

- 1) There are no other options proposed for consideration.
- 2) The risks associated with the overspend forecast for the year are as set out in the main body of the report.

The overspend risk is substantially mitigated by the announcement by Government on 23 February 2026 to agree in-principle to provide the council with EFS support of £88.0m in 2025/26 to manage its financial pressures.

Select Committee comments

Select Committee regularly monitor the Council's in-year budget position following Cabinet consideration.

SUPPORTING INFORMATION

GENERAL FUND REVENUE

1. As at Month 10, the Council is forecasting a net overspend of £36.3m on its core operating activities. This includes overspends of £26.0m across Service Operating Budgets, a £4.2m pressure against the budgeted use of reserves and a £6.5m pressure across centralised and Corporate Budgets including Corporate Funding. These pressures are partially mitigated by £0.5m of interventions, which are expected to benefit the revenue position through measures such as spend control measures and increased grants.

Table 1: Period 10 (January) Revenue Forecast

Directorate	Budget £000	Forecast £000	Forecast Variance £000
Children & Young Peoples Services	57,231	63,339	6,108
Adult Services & Health	100,893	107,394	6,501
Residents Services	52,147	60,466	8,319
Chief Operating Officer	18,580	18,293	(287)
Finance	34,100	39,328	5,228
Chief Executive's Office	9,112	9,266	154
	272,064	298,087	26,023
Corporate Budgets	(272,064)	(261,337)	10,727
	0	36,750	36,750
Expected Interventions	0	(500)	(500)
Total Forecast Variance	0	36,250	36,250

2. This position has remained stable overall since month 6 (September), but with a number of underlying favourable and unfavourable movements. Much of the overspend relates to adverse variances on savings delivery, unbudgeted growth and inflation, assumed use of reserves and reduced application of flexible capital receipts against transformation expenditure, offset by the release of contingency.

Table 2: General Fund Overview

	Approved Budget £'m	Forecast Outturn £'m	Underlying Variance £'m	Forecast Variance Prior Month £'m	Change in Variance £'m
Service Operating Budgets	272.1	298.1	26.0	26.1	(0.1)
Development & Risk Contingency	1.8	0.0	(1.8)	(1.8)	0.0
Unallocated Budget Items: Unallocated Savings	(7.1)	0.0	7.1	7.1	0.0
Budgeted Use of Reserves	(4.2)	0.0	4.2	4.2	0.0
Total Net Expenditure	262.6	298.1	35.5	35.6	(0.1)
Corporate Funding	(262.6)	(261.3)	1.3	1.3	0.0
Net Total	0.0	36.8	36.8	36.9	(0.1)
Interventions	0.0	(0.5)	(0.5)	(1.0)	0.5
Total	0.0	36.3	36.3	35.9	0.4
Opening General Reserve			1.5	1.5	0.0
Less: Underlying Variance			(36.3)	(35.9)	0.4
Closing General Reserve			(34.8)	(34.4)	0.4
Opening Earmarked Reserves			3.2	3.7	(0.5)
Less: Use of Earmarked Reserves			(2.0)	(2.0)	0.0
Closing Earmarked Reserves			1.2	1.7	(0.5)

3. As part of the Month 10 review, the Council has continued its analysis of exposure to risks and opportunities. The updated risks total is £5.8m against identified opportunities of £2.6m. Risks not able to be quantified include the cost of redundancies that may arise from any savings implementation (redundancies would precede any savings generated).
4. Opportunities reflect £2.6m within Residents Services which includes additional Waste funding not budgeted for.
5. The risk of further overspend against homelessness costs remains high given the rising levels of homeless presentations and the challenges in securing suitable alternative accommodation to prevent homelessness, particularly in the private rented sector. This position continues to be reviewed.
6. The Council is seeing exceptional homelessness demand-related costs as a result of being a port authority. This includes the arrival of UK nationals, which remains an unknown pressure at this time as costs incurred by the Council are not fully funded by the Government. The Council's forecast is based on the current run rate. A review commissioned by London Councils identified a "Funding Gap" of £740m for London Councils between homelessness costs incurred and funding provided by Central Government in 2024/25.
7. The Council's opening reserves position, comprising both General and Earmarked Reserves, stands at £1.5m of General Reserves and £3.2m of (controllable) Earmarked Reserves. In arriving at the net £36.3m overspend projected above, the forecast assumes a £2.0m drawdown from Earmarked Reserves to support service-level requirements, bringing the forecast usable General Reserve position to £34.8m overdrawn whilst Earmarked Reserves are forecast to close at £1.2m.
8. Following the decision by MHCLG to agree (in-principle) Exceptional Financial Support for the Council of £88.0m for 2025/26, plus a further £62.0m of support (in-principle) for 2026/27, the S151 Officer no longer considers it likely that a S114 notice will be required.
9. The agreement of EFS will require the Council to undergo an external assurance review, which is to be undertaken by CIPFA in the coming weeks. This may then lead to a number of recommendations which the Council will need to take steps to implement. The Council will need to demonstrate progress on these before MHCLG finally issues the required capitalisation direction. These will be actively pursued to ensure that the Council is heeding the advice and expectations needed to conclude the capitalisation direction.
10. The Council continues to review options to address the current financial pressure and the forecast negative reserves position. Central to this is the delivery of the 2025/26 savings programme, totalling £34.0m. In addition, £4.8m of unresolved savings from previous years have been carried forward, increasing the total savings requirement for 2025/26 to £38.8m. To date, slippage of £19.1m (M9 was £18.8m) has been identified and built into the forecast position, of which £7.1m in cross-cutting savings have been written off as part

of the 2026/27 budget approved at Full Council on 26 February 2026. The £7.1m write out relates to £5.0m of savings from the proposed Target Operating Model, £0.7m from Legal Services, £0.6m from procurement, £0.2m from zero-based budgeting and £0.6m from sundry other initiatives. In addition, the remaining £7.8m of service-related savings have also been written out of the 2026/27 budget as approved by Council on 26 February 2026.

11. Under Government guidance, councils may fund transformation activity using capital receipts from asset disposals. Given the scale of the savings programme, the Council will use capital receipts to support transformation where appropriate. The Council is reviewing the pipeline of assets which can be targeted with a view to delivering capital receipts. Any receipts will be verified to assure that they qualify under relevant regulations. The Council has a level of capital receipts brought forward from previous years which, along with known 2025/26 disposals (including the recent disposal of the former Uxbridge Library building), will be sufficient to fund the 2025/26 and 2026/27 programme in full.
12. The Council remains firmly committed to achieving a sustainable financial position. Its services continue to be run efficiently, with spend per capita on frontline services below that of comparable authorities, specifically Outer London boroughs. Despite the financial pressures, the Council has consistently delivered high-quality, well-regarded services in a cost-effective manner, while maintaining one of the lowest Council Tax levels in its comparator group.
13. The Council's forecast of overdrawn reserves by year-end reflects a range of national challenges, compounded by insufficient funding from central government to meet rising demand. Whilst the receipt of EFS will help the council replenish its reserves, a key pressure continues to be the delivery of temporary accommodation and homelessness support. This is particularly acute in Hillingdon, due to the presence of Heathrow Airport - a major port of entry into the UK - which places additional strain on local housing supply and demand, driving up costs. This housing pressure also affects Children's Social Care, where vulnerable young people in supported accommodation are unable to transition into independent tenancies due to a shortage of general needs housing. At the same time, demand for Adult Social Care remains consistently high following the pandemic, with funding from the Department of Health and Social Care failing to keep pace with increasing client demand volume and complexity and market pressures.
14. The Council is taking steps to address the rising cost of temporary accommodation by seeking to make acquisitions which can then be used to address the issue and mitigate the impact of high rental costs in the private sector. For this reason, Cabinet recently approved the forward phasing of future years' HRA capital contingency budget alongside a virement of £20m from the General Fund capital programme to the HRA to support developments and acquisitions. These acquisitions are now progressing at pace.
15. Hillingdon will benefit from a net growth in funding from 2026/27 and beyond as announced in the recent Local Government Funding Settlement. Whilst the borough was aware of the current year's level of Government funding at the time of setting the 2025/26 budget, the

review indicates that Hillingdon has been significantly underfunded by Government over an extended period of time and had this review taken place in line with the original timescale, Hillingdon's financial position is likely to have been far more favourable.

16. The pressures reflected in this report therefore present a challenge for the Council, with Table 2 above setting out this position against service operating budgets, corporate budgets and the use of reserves.
17. The Council's forecast position continues to be highly challenging and is highly dependent on the assumptions built into the forecast being deliverable. It is of critical importance that all areas of the Council aim to deliver on, and give support to, all of the savings commitments made to ensure they are delivered on time and to the value and scale planned in the budget. Equally, it is important that any savings falling short are still pursued so that they can be delivered in full and on time in order to deliver the maximum benefit to 2026/27 and the MTFs, and mitigations to the overspend continue to be sought.
18. The risks and upsides not included within the forecast will also need to be carefully monitored and addressed in order to mitigate and prevent or limit the impact they may present. Any further impacts may have consequences for the EFS requirement and add pressure to the Council's finances in repaying this over time. The Council will have to continue to focus on identifying options to address these risks as the increase in funding to be received through the Local Government Finance Settlement over the next 3 years will be phased in over three years, and based on the MTFs projections the Council still has a significant budget gap to close by 2028/29.
19. As at Month 10, the Council's General Fund is reporting an overspend of £36.3m after allowing for the anticipated delivery of £0.5m through interventions including tighter spend controls, and the remaining £1.8m contingency. This position includes a £14.9m write out against the total £38.8m savings target, and a reduction in the level of capital receipts being used to fund transformation activity.
20. The movement in the interventions line from the M9 position reflects a rebate of c£0.5m from the West London Waste Authority (WLWA), and leaves just £0.5m of further interventions to identify by year end in order to deliver the forecast as set out. This indicates that some £1.5m in mitigations have been identified since month 6.
21. The forecast position also includes the deployment of £2.0m from Earmarked Reserves, primarily to support insurance claims and homelessness related pressures. The main use of Earmarked Reserves relates to a £1.2m draw down from the Public Health ringfenced reserve, accumulated from prior year underspends against the Public Health Grant.
22. The Council anticipates using EFS to replenish general fund reserves by £40.0m in the final year end closure. It will also be necessary to undertake a review of earmarked reserves considering the depletion both in this and last financial year when finalising the 2024/25 accounts. Some of the balances are particularly low and will need to be addressed

to put the Council back on a stable footing. This work will be undertaken fully as part of the end of year processes when there is greater clarity on what will be required heading into the 2026/27 financial year. Subject to the final outturn position, this may add to the balance that will need to be funded through EFS. The £88m in-principle figure is sufficient to cover the £36m deficit forecast, £40m in general fund reserves replenishment, and further £12m of contingency to cover any subsequent outturn slippage, rebuild of earmarked reserves and adverse audit or closedown adjustments that may be as yet unidentified.

23. To support the delivery of the savings programme, the Council is using £5.7m of capital receipts to fund transformation costs, in line with Government guidance. Asset disposals in 2025/26 plus previously unspent capital receipts are available to support this transformation activity in the current financial year.

Progress on Savings

24. The savings requirement for 2025/26 is £34.0m as set out in the Council's budget strategy. This was increased by a further £4.8m of savings carried forward from 2024/25 as set out in the outturn report presented to July Cabinet, resulting in an overall programme target of £38.8m savings for the year:

Table 3: Savings Tracker

Corporate Director	Blue Banked £'m	Green Delivery in progress £'m	Amber I Early stages of delivery £'m	Amber II Potential problems in delivery £'m	Red Serious problems in delivery £'m	Write Out £'000	Total £'m
Finance	(0.8)	0.0	0.0	0.0	(0.2)	(0.1)	(1.1)
Adult Services & Health	(3.5)	(0.2)	(0.1)	(0.1)	(2.7)	(1.7)	(8.3)
Children & Young People's Services	(4.5)	0.0	0.0	0.0	0.0	0.0	(4.5)
Place	(3.5)	(0.6)	0.0	(0.6)	(0.8)	(1.1)	(6.6)
Homes & Communities	(1.7)	(0.3)	(0.1)	(0.2)	(0.1)	(4.8)	(7.2)
Corporate Services	(2.8)	(0.3)	0.0	0.0	(0.4)	(0.1)	(3.6)
Chief Executive Office	(0.1)	(0.3)	0.0	0.0	0.0	0.0	(0.4)
Cross-Cutting	0.0	0.0	0.0	0.0	0.0	(7.1)	(7.1)
Total 2025/26 Savings Programme	(16.9)	(1.7)	(0.2)	(0.9)	(4.2)	(14.9)	(38.8)
	44%	4%	1%	2%	11%	38%	100%
M9	(16.1)	(2.6)	(0.2)	(1.1)	(3.9)	(14.9)	(38.8)
	41%	7%	1%	3%	10%	38%	100%
Change	(0.8)	0.9	0.0	0.2	(0.3)	0.0	
	3%	-3%	0%	-1%	1%	0%	

25. As of Month 10, £18.6m (48%) of the savings and interventions are being recorded as banked or on track for delivery. A further £1.1m (3%), shown as amber, are in delivery but may not deliver in full this financial year. Of this, £0.9m is currently anticipated to slip but deliver in 2026/27. There are £4.2m (11%) of savings reported as red and now likely to slip into 2026/27 but still ultimately expected to be delivered. A further £14.9m of

savings are now considered to be undeliverable and have been written out of the Council's budget from 2026/27 – this comprises £7.1m of cross-cutting savings and £7.8m of service held savings.

26. Where savings are at risk of not being delivered in full during 2025/26, the associated pressures have been factored into the monitoring position with compensating actions being implemented where possible to offset the impact.

Service Operating Budgets

27. Service Operating Budgets represent the majority of the Council's investment in day-to-day services for residents. With the Council continuing to operate in an environment driven by national pressures and exceptionally high demand, these budgets have been supplemented with £5.5m of funding to meet forecast inflationary pressures and £17.8m for demographic growth and other drivers impacting on demand for services.

28. Table 4 below represents the position reported against normal activities for the Service Operating Budgets. Significant variances within directorates are summarised in the paragraphs below.

Table 4: Service Operating Budgets

		Approved Budget	Underlying Forecast	Earmarked Reserves	Provisions	Transform'n Capitalis'n	Forecast Outturn	Final Forecast Variance	Forecast Variance Prior Month	Change in Variance
Finance	Expenditure	113.8	118.1	0.4	0.0	(0.4)	118.1	4.3	4.8	(0.5)
	Income	(79.7)	(78.8)	0.0	0.0	0.0	(78.8)	0.9	0.5	0.4
	Subtotal	34.1	39.3	0.4	0.0	(0.4)	39.3	5.2	5.3	(0.1)
Adult Services and Health	Expenditure	185.2	194.3	0.0	0.0	(0.1)	194.2	9.0	8.3	0.7
	Income	(84.3)	(86.3)	(0.5)	0.0	0.0	(86.8)	(2.5)	(2.7)	0.2
	Subtotal	100.9	108.0	(0.5)	0.0	(0.1)	107.4	6.5	5.6	0.9
Children and Young Peoples Services	Expenditure	79.0	86.4	(0.4)	0.0	(0.7)	85.3	6.3	6.5	(0.2)
	Income	(21.8)	(21.3)	(0.7)	0.0	0.0	(22.0)	(0.2)	0.1	(0.3)
	Subtotal	57.2	65.1	(1.1)	0.0	(0.7)	63.3	6.1	6.6	(0.5)
Residents Services - Place	Expenditure	79.2	78.0	(0.3)	0.0	(0.3)	77.4	(1.8)	(0.7)	(1.1)
	Income	(34.8)	(33.3)	0.1	0.0	0.0	(33.2)	1.6	1.5	0.1
	Subtotal	44.4	44.7	(0.2)	0.0	(0.3)	44.2	(0.2)	0.8	(1.0)
Residents Services - Homes and Communities	Expenditure	47.3	75.2	(0.2)	0.0	(0.6)	74.4	27.1	26.7	0.4
	Income	(39.6)	(58.1)	0.0	0.0	0.0	(58.1)	(18.5)	(18.9)	0.4
	Subtotal	7.7	17.1	(0.2)	0.0	(0.6)	16.3	8.6	7.8	0.8
Central Services	Expenditure	19.2	22.6	0.0	0.0	(3.1)	19.5	0.3	0.7	(0.4)
	Income	(0.6)	(1.2)	0.0	0.0	0.0	(1.2)	(0.6)	(0.7)	0.1
	Subtotal	18.6	21.4	0.0	0.0	(3.1)	18.3	(0.3)	0.0	(0.3)
Chief Executives Office	Expenditure	10.8	11.6	0.0	0.0	(0.4)	11.2	0.4	0.2	0.2
	Income	(1.7)	(2.0)	0.0	0.0	0.0	(2.0)	(0.3)	(0.2)	(0.1)
	Subtotal	9.1	9.6	0.0	0.0	(0.4)	9.2	0.1	0.0	0.1
Total Service Operating Budgets	Expenditure	534.5	586.2	(0.5)	0.0	(5.6)	580.1	45.6	46.5	(0.9)
	Income	(262.5)	(281.0)	(1.1)	0.0	0.0	(282.1)	(19.6)	(20.4)	0.8
	Subtotal	272.0	305.2	(1.6)	0.0	(5.6)	298.0	26.0	26.1	(0.1)

29. As shown in table 4 above, Service Operating Budgets are forecasting a £26.0m overspend for the year. Significant contributors to this overspend are as follows:

- Finance – As at Month 10 (M10) the service is reporting a pressure of £5.2m, which reflects a favourable £0.1m movement from month 9 (M9). The variance includes a £1.7m pressure against the Council's Treasury budget due to increased levels of interest payable. This pressure is partly offset by a reduction in the Minimum Revenue Provision (MRP) and higher than expected interest earned on balances. This position is compounded by staffing pressures of £2.5m due to the use of agency staff and the associated cost uplift incurred. The directorate position also includes a £1.8m adverse variance due to a reduction in the assumed level of capital receipts used to pay for transformation costs. The £0.1m favourable movement from the M9 forecast is made up of a receipt of £522k from the West London Waste Authority (WLWA) and an additional £362k of grant funding relating to asylum administrative functions, offset by a reduction of c£800k in forecast recharges. The WLWA receipt was shown previously (in M9) as an expected intervention, hence the interventions forecast has been reduced by £500k this month.
- Adult Social Care & Health – is forecasting an overspend of £6.5m for the year, with overall pressures of £8.0m offset by a £1.5m underspend against SEND transport and mitigations of £2.0m achieved through effective vacancy management. The overspend is driven by ongoing growth in demand for all service areas. Client numbers continue to rise above the budgeted assumption, particularly in Learning Disabilities and Mental Health services. The underspend in SEND transport is due to more economical procurement of personal assistants and maximising efficiencies through the mix of delivery options. The £0.9m adverse movement in month is due to £0.5m of placement growth as a result of client capital depletions and backdated support plans, £0.3m being the impact of DfE guidance that disallows the use of DSG for Personal Transport costs, and £0.1m contingent labour and one to one support in Direct Care Services.
- Children & Young People's Services – As at Month 10, services within this directorate are reporting a pressure of £6.1m, down £0.5m from £6.6m in Month 9 due to an increase in contributions from the Integrated Care Board (ICB) towards cared for children placements. The overall forecast pressure in this area is driven by additional demand for Children's Social Care, including for Mother and Baby placements and an underlying pressure on Asylum costs due to a previously highlighted budget shortfall of £2.5m. Further pressure results from a £2m reduction in the use of flexible capital receipts previously assumed to fund transformation costs.
- Resident Services: Place – Are reporting an underspend of £0.2m at Month 10, representing a c£1.0m favourable movement from Month 9 following effective management actions, use of earmarked reserves and transformation capitalisation. Pressures are faced within Property and Estates, Waste Services and on Cemetery income, but these have been mitigated by underspends in Staffing, Waste Disposal costs and on National Non-Domestic Rates (NNDR) on the corporate estate.
- Resident Services: Homes & Communities – The forecast outturn position for the year shows a significant overspend against the expenditure budget of £27.1m offset by a

favourable variance of £18.5m against the income budget. The expenditure variance is largely caused by a staffing forecast overspend of £719k and non-staffing pressures of £23.2m relating to Temporary Accommodation and placements into the private sector. This is partially offset by additional rental income and grants of £17.5m contributing to the forecast income variance. The net overspend of £8.6m, represents an adverse movement of £0.8m compared with month 9. The main drivers for the overspend are an increased demand for Temporary Accommodation, reduced on-street parking income and increased support for clients. These impacts are partially offset by additional income from Food Safety and specific additional grant allocations including Homeless Prevention and Rough Sleeper grants. The Month 10 movement has seen additional staffing pressures within Housing of £270k and Community Safety and Enforcement of c£190k, an adverse movement of £50k in car parking income and a £500k adjustment to reflect S106 recharges no longer being deliverable. These adverse variances are partially offset by c£214k additional charge of agency staff to transformation funding and by the removal of contingency of £75k in the Community Services budget.

- Central Services – Is forecasting an underspend for the year of £0.3m following the transfer of the Human Resources (HR) Service line to the Chief Executive’s Office. The underspend is due to lower variable costs against technology contracts (c£180k) and an increase in income from recharges net of additional related staffing costs (c£385k), offset by a £277k shortfall in planned savings relating to the Residents Hub.
- Chief Executive’s Office – Is reporting an overspend on Human Resources costs of £262k but offset in part by favourable variances across Legal (exceeding income targets - £28k), Democratic Services (£32k) and Communications (£48k).

Collection Fund

30. The Collection Fund at M10 is reporting a surplus of £4.8m against 2025/26 activity (M9 was £4.6m), before the prior year deficit variance of £10.1m takes the Collection Fund to an overall deficit of £5.2m - an improvement of £227k from M9's position. The in-year surplus is made up of surpluses of £1.9m and £2.9m in Council Tax and Business Rates respectively. The overall improvement in the Collection Fund position is driven by Council Tax and the continuation of the debt write-off exercise enabling a further forecast release of the Bad Debt Provision of £879k. However, Business Rates income collection continues to show a pressure of around £3m, mitigated by a reduction in the Council’s levy against retained business rates above the Government determined baseline level of £4m and additional Section 31 Grant income of £1.9m, which, excluding the prior year deficit, then takes Business Rates to an in-year surplus.

GENERAL FUND CAPITAL EXPENDITURE

31. The Council updates its capital forecasts on a quarterly basis. At Month 9, the position presented to Cabinet showed a £61.8m forecast underspend against the General Fund Capital Programme budget for the year of £138.4m. £11.8m of this variance represented cost savings including £8.3m transformation and DSG capitalisation support, whilst £50.0m is due to the rephasing of projects into future years. Budgeted expenditure on projects that are expected to slip into future years include Hillingdon Water Sports Facility (£7.0m), School Building Condition Works (£6.8m), the Corporate Technology and Innovation Programme (£4.5m), SRP/SEND capital expenditure (£12.5m), Secondary School Expansions (£5.7m) and Investment in Home Care capacity (£3.0m). Slippage from 2025/26 is to be reviewed and approved in quarter 1 2026/27.

SCHOOLS BUDGET

32. The Dedicated Schools Grant (DSG) total Block for Maintained Schools is forecast to have an in-year deficit of £9.2m, representing a £0.4m favourable movement compared to month 9 and a £3.3m favourable variance against the £12.5m budgeted use of reserves. The DSG deficit is forecast to rise to £75.1m by the end of the financial year, but which will be mitigated by the High Needs Stability grant due to be paid in autumn 2026.

33. The favourable movement relates to High Needs expenditure and the service's ongoing work to reduce reliance on costly independent placements through increased local provision and early intervention. The in-year shortfall is driven by continued demand and cost pressures in High Needs placements. Rising demand for specialist provision, a shortage of maintained special school places, and increased reliance on costly independent non-maintained placements are contributing to widespread overspends in the High Needs Block. This position will be significantly improved following the final local government funding settlement announcement made on 9 February 2026 setting out the Government's plans to support local authorities with their DSG deficits. The announcement included the following statement: "All local authorities with SEND deficits will be eligible in 2026/27 to receive a grant covering 90% of their High Needs-related DSG deficit accrued up to the end of 2025-26. This grant will be paid in Autumn 2026, subject to each local authority submitting and securing the Department for Education's approval of a local SEND reform plan." Table 5 below provides a summary of the Schools Budget and the current forecast.

34. In the November 2025 budget, the Government confirmed that starting from the 2028-29 financial year, future special educational needs and disabilities (SEND) costs will be managed within the overall central government spending envelope, shifting the responsibility from local authorities.

Table 5: DSG Income and Expenditure Summary

Dedicated Schools Grant (DSG) Blocks	Budget 2025/26			Month 10 Forecast	Variance	Month 9 Variance
	DSG Settlement	Academy Recoupment	LBH Maintained			
	£m	£m	£m			
Schools Block	297.9	(187.0)	110.9	110.8	(0.1)	0.0
Early Years Block	48.3	0.0	48.3	48.1	(0.2)	0.0
Central Schools Block	2.5	0.0	2.5	2.5	0.0	0.0
High Needs Block	86.8	(13.1)	73.7	70.7	(3.0)	(2.9)
Budgeted Use of Reserves	(12.5)	0.0	(12.5)	(12.5)	0.0	0.0
Total	423.0	(200.1)	222.9	219.8	(3.3)	(2.9)
Balance Brought Forward 1 April 2025					65.9	
Budgeted Use of Reserves					12.5	
Pressure/(Reduction)					(3.3)	
Total Deficit at 31 March 2026					75.1	

35. There is currently a time-limited statutory override in place until 31 March 2028, ringfencing the Schools Budget deficit such that this does not impact upon general reserves. The Council, like many other local authorities, has a large Schools Budget deficit which stood at £65.9m on 31 March 2025, exceeding the level of General Fund reserves held. During the course of this year, the Council has successfully reduced the in-year spend against the Schools Budget and continues to make good progress. The Final Local Government Settlement announced on 9 February 2026 set out the Government's plans to fund circa 90% of existing DSG deficits which will significantly reduce the deficit but will leave the Council with a residual balance to address in 2028/29.

36. The Council is actively progressing a range of strategic initiatives aimed at improving outcomes for children and young people with Special Educational Needs and Disabilities (SEND), while ensuring more sustainable use of resources. These efforts include reducing the overall number of Education, Health and Care Plans (EHCPs), lowering the average top-up funding required per EHCP, and decreasing the average cost of education placements. In parallel, the Council is working to enhance the value for money of commissioned services and to increase financial contributions from partner agencies towards the support of children and young people with SEND. The Council is beginning to see a significant reduction in the in-year deficit as a consequence.

37. A core target for the revised High Needs Safety Valve Plan is to actively reduce unit costs by concentrating SEN support in-borough within our maintained schools and thereby reduce dependence on high cost independent and out-of-borough placements. Trend data shows clear evidence that the approach which has been in place since early 2024/25 is now beginning to have a positive impact.

HOUSING REVENUE ACCOUNT

38. The Housing Revenue Account (HRA) continues to forecast a breakeven position. Operating costs are showing an in-year pressure of £2.0m, before financing charges, representing a £0.3m increase from Month 9. The pressures are primarily driven by staffing costs – higher agency and contingent labour costs offset by vacancy savings, increased reactive and void repairs, together with an under-recovery of rents due to delays in acquisitions becoming operational. These pressures are offset by a reduction in the revenue contributions to the capital programme, ensuring the HRA remains balanced.

39. The 2025/26 closing HRA General Balance is forecast to be £15.0m, in line with the target level set out in the Council's budget strategy. The table below presents key variances with a £1.6m pressure against operating costs being compounded by a £0.4m adverse variance against rental income. This position is kept to breakeven by a reduction in the capital financing costs, with the Council opting to reduce the revenue contribution to capital schemes in order to maintain the target level of balances. This position represents a £0.3m adverse operating cost movement since Month 9 offset by a corresponding movement in revenue contributions to capital.

Table 6: Housing Revenue Account

Service	Budget £m	Forecast Outturn £m	Variance £m	Prior Month £m	Change £m
Rent & Other Income	(85.7)	(85.3)	0.4	0.4	0
Net Income	(85.7)	(85.3)	0.4	0.4	0.0
Operational Assets	16.2	16.1	(0.1)	(0.2)	0.1
Director of Housing	9.7	11.4	1.7	1.4	0.3
Other Service Areas	1.0	1.3	0.3	0.3	0
Contribution to Shared Services	11.9	11.6	(0.3)	(0.2)	(0.1)
HRA Operating Costs	38.8	40.4	1.6	1.3	0.3
Capital Programme Financing	31.0	26.7	(4.3)	(4.0)	(0.3)
Interest and Investment Income	15.9	18.2	2.3	2.3	0
Total Capital Programme Financing	46.9	44.9	(2.0)	(1.7)	(0.3)
(Surplus) / Deficit	0.0	0.0	0.0		
General Balance 01/04/2025	15.0	15.0	0		
General Balance 31/03/2026	15.0	15.0	0.0		

40. The detail behind the service delivery of the blocks included in Table 6 are as follows:
- Operational Assets budget funds the services provided for repairs and maintenance, void repairs, compliance and inspections.
 - The Director of Housing budget includes tenancy management and tenants' services. The budgets include utility costs, and these will continue to be monitored given the volatility of the electricity and gas markets in recent times.
 - The Other Service Areas budget includes the Careline contract, HRA specific ICT costs and the revenue regeneration costs.
 - The Contribution to Shared Services budget includes the development and risk contingency, overheads and corporate and democratic core charges, and the bad debt provision.
41. Rental and other income has a forecast pressure of £0.4m. The annual void loss was budgeted at £0.8m (1% of dwelling rent) but is now expected to be £1.1m (1.4% of dwelling rent) for the year. At M10, there were 108 standard voids completed against an annual budget of 106, indicating higher volumes being done. Acquisitions and buybacks (59) are taking longer to process to lettable status, with 60% being void for over 120 days. All of the 72 new build properties have been void for over 120 days.
42. In addition, there has been a higher than forecast number of Right To Buy properties. The current forecast for the year is 90 against an original expectation of 25.
43. The revised HRA Operating Costs budget is £38.8m and at Month 10 is forecast to overspend by £1.6m, due to staffing pressures including in tenancy management where there are also increased gas and electricity costs, removal costs and council tax levies on empty properties.
44. The staffing variance of £523k is mainly due to agency staff covering posts whilst restructures are being implemented. This variance should reduce by the first quarter in 2026/27. Energy cost variance of £382k is mainly due to an expectation that electricity and gas prices would each reduce by 25% in 2025/26. Electricity £392k and gas £268k budgets were reduced in M8 however these reductions are proving to have been overestimations. Moving tenants into and out of Bed and Breakfast accommodation is costing an additional £259k in hotel costs and £95k in removal costs. Empty properties are incurring a council tax levy of £330k, part of which may be reimbursed.
45. Operational Assets are forecast to underspend by £100k in the year. This is due to higher levels of capitalisation for void properties (c£600k) and of gas maintenance works (c£300k) offset by overspend pressures including higher reactive repairs spend (c£800k).

46. At Month 10 the capital programme financing budget of £46.9m is forecast lower by £2.0m. This budget includes £31.0m (depreciation and revenue contributions) to fund the HRA capital programme, and £15.9m for repayments of loans and interest on borrowing. This position is closely monitored throughout the year with clear linkages to the commissioning plan.

Financial Implications

Financial implications are included in the main body of the report.

RESIDENT BENEFIT & CONSULTATION

The benefit or impact upon Hillingdon residents, service users and communities?

All activities and Services provided by the Council and funded through the budget setting process have a direct impact on Hillingdon residents, service users and communities.

Consultation & Engagement carried out (or required)

The draft budget 2025/26 was subject to a consultation exercise conducted by the Council from 13 December 2024 to January 2025. The results of the consultation including a summary of key findings was published on the council's website as an appendix to the 2025/26 Budget setting report that was considered by Cabinet on 20 February 2025.

CORPORATE CONSIDERATIONS

Corporate Finance

This report is produced in conjunction with Corporate Finance and comments are included throughout the report.

Legal

It is in keeping with the principles of good governance for a regular monitoring report to be brought to Cabinet, in relation to the Council's budget position. Any relevant legal implications are referred to the financial implications section within this report, or elsewhere within the body of this report.

BACKGROUND PAPERS

[Previous budget monitoring reports to Cabinet and approved budget](#)

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PUBLIC PREVIEW:

MATTERS TO BE CONSIDERED LATER IN PRIVATE

Cabinet Member(s)	As appropriate
Cabinet Portfolio(s)	As appropriate
Officer Contact(s)	Mark Braddock – Democratic Services
Papers with report	None

HEADLINES

Summary	<p>A report to Cabinet to provide maximum transparency to residents on the private matters to be considered later in Part 2 of the Cabinet meeting and agenda.</p> <p>This will enable Cabinet Members to openly discuss such matters generally in public, and via the Council’s live broadcast of the meeting, without prejudicing their later consideration in private.</p>
<p>Putting our Residents First</p> <p>Delivering on the Council Strategy 2022-2026</p>	<p>This report supports our ambition for residents / the Council of: An efficient, well-run, digital-enabled council working with partners to deliver services to improve the lives of all our residents</p> <p>This report supports our commitments to residents of: A Digital-Enabled, Modern, Well-Run Council</p>
Financial Cost	As set out in the report.
Relevant Select Committee	As set out in this report under each item – however, this item is not for scrutiny call-in as it is information only.
Ward(s)	As set out in the report

RECOMMENDATION

That Cabinet note the reports to be considered later in private and Part 2 of the Cabinet agenda and comment on them as appropriate for public information purposes.

Reasons for recommendation

Why are certain reports considered in private?

As a transparent, democratic organisation, the Council's Cabinet will consider matters in public on Part 1 of this Cabinet agenda. However, there will inevitably be some reports that will need to be considered in private. These would generally relate to contracts, property transactions or commercially sensitive information, for example, tender bids from commercial organisations, which if made public, could prejudice the Council's ability secure value-for-money for resident taxpayers.

This information is also called 'exempt' information and is considered in Part 2 of any Cabinet agenda by applying the relevant section of the Part 1 of Schedule 12 (A) to the Local Government Act 1972 (as amended), in that the report contains certain information and that the public interest in withholding that information outweighs the public interest in disclosing it.

How can the public find out more about the private reports?

To ensure maximum transparency when the Cabinet considers such private reports:

- 1) They are first given advance notice on the Cabinet's Forward Plan in summary form setting out the reason why they will be considered in private. The [Forward Plan](#) is a public document setting out all the expected decisions the Cabinet will make over the coming year, except those that are urgent, and is available on the Council's website to view;
- 2) This report provides a fuller public preview of the matters to be discussed in Part 2 of this Cabinet meeting and gives an opportunity for Cabinet Members to highlight issues of significance within and for public information purposes, without prejudicing their later fuller consideration in private. It also sets out the recommendations in general terms that are being proposed for a decision on.
- 3) Consideration of this report will also be broadcast live on the Council's YouTube channel: Hillingdon London, and available for viewing afterwards, for wider democratic engagement.
- 4) After these private reports are considered in Part 2 of this Cabinet meeting, Cabinet's full decisions on them will then be published on the Council's website the day after the Cabinet meeting, along with the decisions on the other matters already considered in public.

Alternative options considered

Cabinet could resolve to release any private report into the public domain in extraordinary or highly exceptional cases, where it considers the public interest in disclosing the information outweighs the public interest in withholding it. However, to ensure greater transparency on all private matters considered, this public preview item is advised as the most suitable way forward.

Legal comments

Such private matters are considered in accordance with Local Government Act 1972 (as amended) Access to Information provisions and also The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012. This report enables such matters to be discussed in public as far as is possible under the relevant legislation.

SUPPORTING INFORMATION

ITEM 10 - DYNAMIC PURCHASING SYSTEM FOR TEMPORARY ACCOMMODATION PLACEMENTS

Relevant Cabinet Member	Cllr Tuckwell - Cabinet Member for Planning, Housing & Growth
Relevant Ward(s)	All
Relevant Select Committee	Residents' Services

Information

The report seeks approval to extend the Council's existing Dynamic Purchasing System (DPS) used for securing Temporary Accommodation (TA) for households who present to the Council as homeless. The DPS is the procurement mechanism (via an approved list of providers) that the Council uses to source suitable places for residents in need, ensuring placements can be made quickly, safely and in line with statutory homelessness duties.

Demand for temporary accommodation in Hillingdon continues result in a sustained pressure on housing services. The proposal before Cabinet to extend the DPS allows the Council to:

- Maintain a flexible and competitive marketplace of accommodation providers.
- Ensure best-value placements for residents.
- Keep a system in place that allows new providers to join, increasing choice and capacity.
- Continue to meet its legal obligations to support homeless individuals and families.

The DPS supports a range of temporary accommodation options, including:

- Self-contained flats or houses for families.
- Shared or supported accommodation for single people.
- Emergency placements when residents need an immediate safe place to stay.

These services ensure that residents have access to safe, suitable temporary housing while the Council works with them to secure longer-term accommodation.

Notwithstanding the need for such procurement arrangements, TA one of the Council's biggest financial pressures and the Council is taking active steps to manage this spend and curb demand whilst also strengthening early homelessness prevention, expanding more stable and better-value accommodation options, building new homes and improving move-on pathways into permanent housing. These measures ensure the Council can continue meeting statutory duties while delivering better value for residents. Cabinet receives a regular public quarterly report to monitor such progress.

ITEM 11 - FLEET MAINTENANCE AND REPAIR CONTRACT

Relevant Cabinet Member	Cllr Tuckwell - Cabinet Member for Planning, Housing & Growth
Relevant Ward(s)	All
Relevant Select Committee	Corporate Resources & Infrastructure

Information

The Council operates a large and diverse fleet of vehicles that support essential frontline services such as waste and recycling collections, highways maintenance, passenger transport, and the upkeep of parks and green spaces. To keep these vehicles roadworthy, safe, and available when needed, the Council uses a specialist maintenance and repair service.

This report proposes extending the current arrangements for maintaining the Council's fleet for a further year. The purpose of the extension is to ensure continuity of a reliable service that keeps vehicles on the road, supports compliance with national safety standards, and helps frontline teams deliver services efficiently to residents.

Under the existing maintenance service, the Council benefits from:

- High safety and compliance standards, including excellent performance in national vehicle roadworthiness assessments.
- Reduced vehicle downtime, ensuring key services such as refuse collection continue uninterrupted.
- Access to specialist expertise, particularly for large and complex vehicles such as refuse trucks.
- Local employment and skills development, including apprenticeships for young people entering the vehicle engineering trade.

Maintaining an effective and compliant fleet is essential for delivering day-to-day services across the Borough and extending the current maintenance arrangements ensures stability while supporting operational efficiency, service resilience, and value to residents.

ITEM 12 - HOME CARE, EXTRA-CARE AND REABLEMENT SERVICES CONTRACTS

Relevant Cabinet Member	Cllr Jane Palmer – Cabinet Member for Health & Social Care
Relevant Ward(s)	All
Relevant Select Committee	Corporate Resources & Infrastructure

Information

The Council is responsible for providing a range of community-based care services that help adults, children and young people in Hillingdon to live safely, independently and with dignity. These include homecare, outreach support, extra-care housing support and reablement services, all of which ensure residents receive the help they need at home and in their communities.

This report proposes extending the current care contracts so that these essential services can continue without interruption while the Council undertakes a full review of how they are delivered. The aim is to design a future model of care that is more flexible, sustainable and better aligned with residents' needs.

The proposed contractual decisions support the Council's statutory duties under the Care Act 2014 and Children & Families Act 2014 and maintains stability in the local care market while a new procurement process is prepared.

ITEM 13 - FUEL CONTRACT FOR THE COUNCIL'S FLEET

Relevant Cabinet Member	Cllr Tuckwell - Cabinet Member for Planning, Housing & Growth
Relevant Ward(s)	All
Relevant Select Committee	Corporate Resources & Infrastructure

Information

The Council relies on a large fleet of operational vehicles to deliver essential frontline services for residents. These include waste and recycling collections, street cleansing, highways operations, housing repairs, green spaces maintenance and passenger transport. To keep these front-line services running efficiently, a reliable supply of ULSD (Ultra Low Sulphur Diesel) is required at the Council's depots.

This report asks Cabinet to consider the award of a new fuel supply contract so that the Council can continue delivering key services safely, efficiently and without interruption. The report sets out the procurement approach which draws on national procurement frameworks that promote competition and operational resilience.

The report also outlines how fuel usage is monitored, how the Council seeks value for money, and how this arrangement supports a modern, efficient organisation delivering high-quality services for residents.

The report also highlights how unit fuel prices are highly sensitive to fluctuations in global oil markets regardless of Council decisions, and given current international factors, the Council will continue to be vigilant in monitoring demand and prices.

It should be noted that the Council continues to use and explore further use of electric vehicles and over the next few years this will become increasingly viable as part of its climate change action plan.

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Agenda Item 12

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Agenda Item 13

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