

**DRAFT**

# **Putting Our Residents First**

## **Additional HMO Licensing Consultation - Evidence Pack**



## Table of Contents

<b>Title</b>	<b>Page Numbers</b>
Glossary	3-4
Executive Summary	5-6
Introduction	7-8
The Private Rented Sector in Hillingdon	9-10
Hillingdon's Population	10-15
Housing Conditions	15-17
Distribution of HMOs in Hillingdon	18-19
Property Licensing schemes	19-21
What are the benefits of property licensing schemes?	21-22
Proposals for an Additional HMO Licensing Scheme	23-28
Addressing Poor Conditions and Management Standards through Licensing	30 -31
Proposed Licensing Scheme Conditions	31 - 32
Proposed Licensing Scheme Fees	32 - 33
Other Options Analysis	34-35
Proposed Scheme Objectives	35 - 37
Licensing and the wider council strategies	37-39
Further Information - Public Sector Equality Duty	40
References and Data Sources	41-42
Appendices	43

## Glossary

<b>Term</b>	<b>Meaning</b>
Private Rented Sector (PRS)	The portion of housing in the borough that is rented from private landlords. Privately Rented Homes rented from a private landlord.
Privately rented	Homes rented from a private landlord.
Socially rented	Homes rented from the council or a Housing Association.
Selective licensing	A discretionary licensing scheme which requires landlords to have a licence to legally let their property to a family or no more than two unrelated sharers.
Additional Houses in Multiple Occupation (HMO) Licensing	A discretionary licensing scheme which requires landlords to have a licence to legally let eligible HMOs occupied by three or four unrelated persons living in two or more separate households sharing one or more basic amenity, which fall outside the scope of Mandatory HMO licensing.
Mandatory Houses in Multiple Occupation (HMO) Licensing	A national scheme which requires landlords to have a licence to legally let eligible HMOs occupied by five or more unrelated persons living in two or more separate households sharing one or more basic amenity.
Designation	The formal process by which a local authority declares an area subject to selective licensing under section 80 of the Housing Act 2004, based on criteria such as low housing demand or ASB.
Housing Health and Safety Rating System (HHSRS)	A government prescribed system that rates housing hazards based on their risk to occupiers' health, safety, and welfare.
Category 1	The most serious hazards under the HHSRS, which include immediate risk to a person's health, safety and welfare.
Category 2	Less serious hazards under the HHSRS. Whilst considered less serious they can still be regarded as placing the occupiers' health, safety and welfare at risk.
Statutory notice	A legal document issued by the council that requires the recipient to complete specified actions within a specified timeframe.
Antisocial behaviour (ASB)	Behaviour related to the occupiers of, and/or visitors to, a rented property that causes nuisance, annoyance and irritation to neighbours and the community. Most commonly noise, litter and waste
Deprivation	A condition measured by the Indices of Multiple Deprivation, reflecting lack of access to resources and services. Used by local authorities to justify selective licensing designations.

Indices of Multiple Deprivation	A dataset produced by the government to give a relative value to how deprived an area is, compared to the rest of the country.
Barriers to housing and services	One of the government's measures of deprivation. It combines measures relating to housing affordability, overcrowding and homelessness.
Fuel Poverty	Fuel poverty is when a household cannot afford to heat their home to a safe and comfortable level due to low-income, high-energy costs, or poor energy efficiency.
Minimum Energy Efficiency Standard (MEES)	Regulations that set a minimum energy efficiency standard (EPC rating of E) that applies to privately rented properties.
Energy Performance Certificate (EPC)	EPCs rate how energy efficient properties are using grades from A to G (with 'A' the most efficient grade).
Accreditation	Schemes overseen by various organisations, including local authorities and landlord associations, to provide training and encourage good practice by private landlords.

## EXECUTIVE SUMMARY

Hillingdon, in line with the wider London region, faces a significant shortage of affordable housing, with property prices remaining prohibitively high for many residents. The demand for social housing considerably exceeds the available supply and consequently, private renting is increasingly becoming the only feasible housing option for a growing number of Hillingdon residents, including those who are vulnerable and on low incomes. At present, there are a total of 113,124 residential properties in Hillingdon and 26% (29,099) of this is within the private rented sector (PRS), representing one of the highest proportions in London. This figure is anticipated to continue rising in the future.

Hillingdon Council is dedicated to fostering a fairer Private Rented Sector (PRS). Our objective is to enhance the condition and quality of rental properties, establish an equitable environment for both tenants and responsible landlords, and take firm action against rogue landlords and those who let substandard accommodation. Through these measures, we aim to raise standards across the sector for the benefit of all parties.

Private renting continues to be a necessity rather than a choice for many tenants, due to factors such as lack of rent controls and security of tenure. While the Council has improved a large number of privately rented homes, the worst housing conditions are still likely to be experienced by tenants who rent privately, and communities are more likely to be adversely impacted by issues arising from poorly managed privately rented properties.

The council recognises that houses of multiple occupation (HMO) are an important, much needed source of accommodation in our PRS. We want our HMO accommodation to be good quality, safe and well managed. However, the Council also recognises that HMOs are dispersed across the whole borough and in all wards, HMOs have been identified to have serious housing hazards, and a high proportion are also directly associated with persistent antisocial behaviour (ASB), such as noise, waste and other environmental ASB issues.

To support our ambition, we are undertaking a public consultation on a proposed new borough wide Additional Licensing Scheme. Subject to consultation the scheme would apply to all HMOs except those that require a mandatory licence. Property licensing serves as a mechanism to promote safer living conditions and improved standards in privately rented homes.

Although many properties within the PRS are well maintained and safe, there is an increasing number that fall below acceptable standards and may pose significant risks. One of our aims is to ensure that landlords are fully informed of the latest legal obligations and safety regulations as such properties can endanger the health, safety, and wellbeing of tenants, contribute to neighbourhood disruption, and place considerable strain on council services that are already under pressure.

It is therefore imperative that the Council uses all available options to enhance conditions for tenants residing in this sector and property licensing is a vital component of this approach.

The Renters' Rights Bill, introduced to Parliament in September 2024 and expected to be enacted later this year, is intended to provide private tenants with enhanced security and stability. However, it does not supersede private sector licensing; rather, it is designed to complement it, with the shared objective of improving conditions within the sector. While the Act will confer greater investigatory and enforcement powers upon the Council, it does not establish the proactive framework for maintaining housing standards that licensing facilitates. Consequently, in the absence of an Additional Licensing Scheme, the Council would remain dependent on tenant complaints and the voluntary disclosure of issues by landlords.

Subject to approval by the Council's Cabinet, this scheme could be implemented in 2026.

## Introduction

Hillingdon Council recognises that Houses in Multiple Occupation (HMOs) constitute a significant source of affordable housing. Nevertheless, such properties often need enhanced regulatory oversight, as they are frequently among the most complex to manage within the housing sector and pose distinct and unique challenges. In response to this, local authorities can implement an additional HMO licensing scheme with the aim of improving both the management and overall standards of HMOs within their boroughs.

Hillingdon Council is proposing, subject to consultation, to implement a borough-wide Additional HMO Licensing Scheme that would apply to all HMOs except those that require a mandatory HMO licence and will last five years.

The document demonstrates that Houses in Multiple Occupation (HMOs) are dispersed throughout the borough and have been found to exhibit serious housing hazards and elevated levels of anti-social behaviour, including noise disturbances, improper waste disposal, and other environmental concerns. It further explains how the proposed Additional Licensing Scheme for HMOs is intended to address and mitigate these challenges.

This consultation document outlines the scale and nature of issues associated with substandard housing conditions, anti-social behaviour (ASB), and poor property management within Hillingdon's private rented sector. It presents and provides the evidence base to support the Council's proposal to introduce a new Additional Licensing Scheme and also provides a comprehensive overview of the proposed licensing scheme, including licence conditions, associated fees, and the objectives of the scheme.

We are seeking your views on these proposals prior to making any final decisions regarding the future of property licensing in Hillingdon. We are particularly interested in hearing from individuals and organisations likely to be affected by the proposals, including local tenants, landlords, managing agents, and members of the community who reside, operate businesses, or deliver services within the proposed designated areas or their surrounding neighbourhoods.

We encourage you to share your views by completing our online survey, available at: [www.hillingdon.gov.uk/hmo-additional-licensing](http://www.hillingdon.gov.uk/hmo-additional-licensing)

In addition, a series of forums will be held throughout the consultation period. If you wish to share your experiences and perspectives, please contact us via email at: **[additionallicensing.consultation@Hillingdon.gov.uk](mailto:additionallicensing.consultation@Hillingdon.gov.uk)**

The consultation will run for 10 weeks from 31<sup>st</sup> October 2025 until 11<sup>th</sup> January 2026. For further information about the proposed new licensing scheme, assistance with completing the survey or to request a paper copy of the consultation please contact:

Email: **[additionallicensing.consultation@Hillingdon.gov.uk](mailto:additionallicensing.consultation@Hillingdon.gov.uk)**

Once the consultation has closed the council will review the replies. A full consultation report, including the council's response to any alternatives suggested, will be published on the property licensing pages of the website at [www.hillingdon.gov.uk/hmo-additional-licensing](http://www.hillingdon.gov.uk/hmo-additional-licensing).



## **The Private Rented Sector in Hillingdon**

In order to obtain a greater understanding of the PRS in Hillingdon, the Council worked with internal and external agencies to review multiple intelligence sources relating to the housing stock in the borough, undertaking analysis to provide estimates of:

- Current levels and breakdown of PRS properties and tenure change over time.
- Levels of serious hazards that might amount to a category 1 or high-scoring category 2 hazard under the Housing Health and Safety Rating System (HHSRS).
- Other housing related stressors, including ASB, service demand, population and deprivation linked to the PRS. The full results are presented within the Housing Stock Conditions Report (HSCR), which is attached as Appendix 1; however, some key findings from the report are detailed below.

### **Housing tenure**

There is a total of 113,124 residential properties within the London Borough of Hillingdon. Of this number, 29,099 properties, are within the private rented sector (PRS). This number is distributed across all 21 wards and the number of PRS per ward ranges from 283 – 2,231 with the highest number of PRS properties in Uxbridge (2,231), and Heathrow Villages (2,197). The lowest are in Harefield Village (283).

Hillingdon saw London's joint second largest percentage point rise in the proportion of privately rented homes from 19.1% in 2011 to 25.9 in 2021. This is consistent with long term nationwide and regional trends.

The distribution of PRS dwellings across the London Borough of Hillingdon shows concentrations in the southern and central wards (e.g. Uxbridge, Hayes Town, Heathrow Villages, and Colham & Cowley, Figure 1).

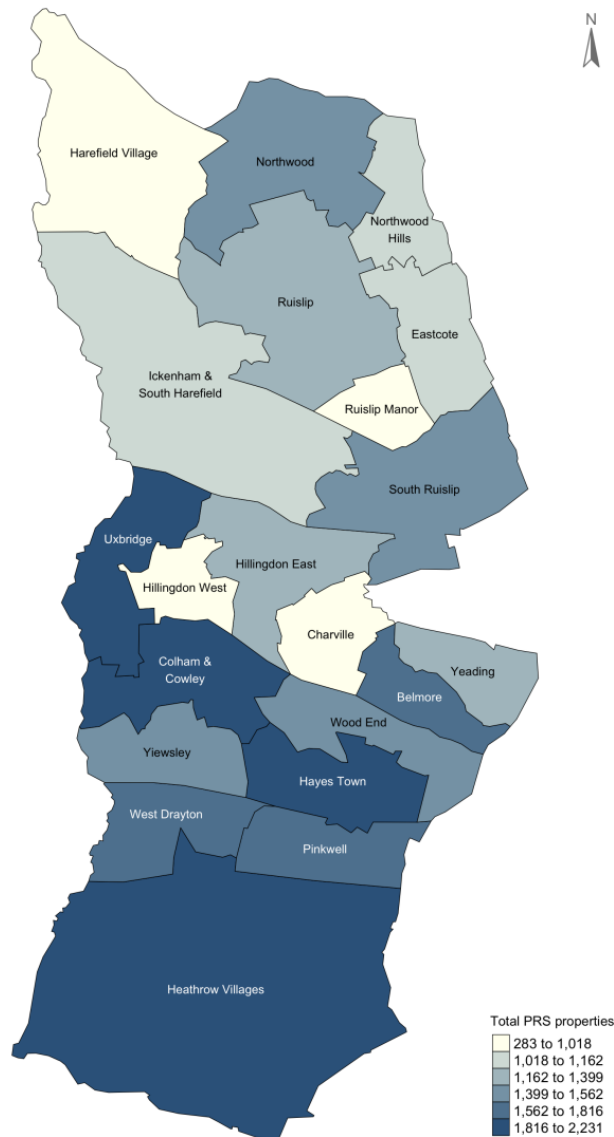


Figure 1 – Distribution of PRS dwellings in Hillingdon by ward, 2025 (source: Ti)

Flats (44%) and Houses (46%) make up the majority of PRS property types while bungalows represent the smallest percentage (2.4%) of PRS dwellings in Hillingdon.

## Hillingdon's Population

According to the 2021 Census, the estimated population of Hillingdon was 305,900, representing an increase of 11.7% compared to the 2011 figure of 273,936. This rate of growth exceeded the average across London. The most recent available data from 2024 indicates a population of 329,185, signifying a total increase of 16.9% between 2011 and 2023.

The median age of the population has seen a shift upwards since 2012, with the latest estimate being 36.3 (2024), this compares to previous ages of 37.1 (2021) and 35.0 (2012).

The 2021 Census data show that in Hillingdon there were 109,229 separate households. These varied from 1-person households to households with 8 or more persons.

In 2021 there were 40,245 households (37% of all households) with dependent children.

## Rent and affordability

One of the major changes to the PRS across London over the last 20 years has been the increase in rents. Private rents vary by area. As this report is concerned with housing conditions and other housing stressors, the average (median) rents for different dwelling types were examined. Overall, Hillingdon average rents are £1,533 (Figure 2).

The overall average in Hillingdon is £1,533, which is lower than the (overall) London average (£2,250), and higher than the (overall) average for England (£1,398). Hillingdon overall rent ranks 29th (of 32) London Boroughs.

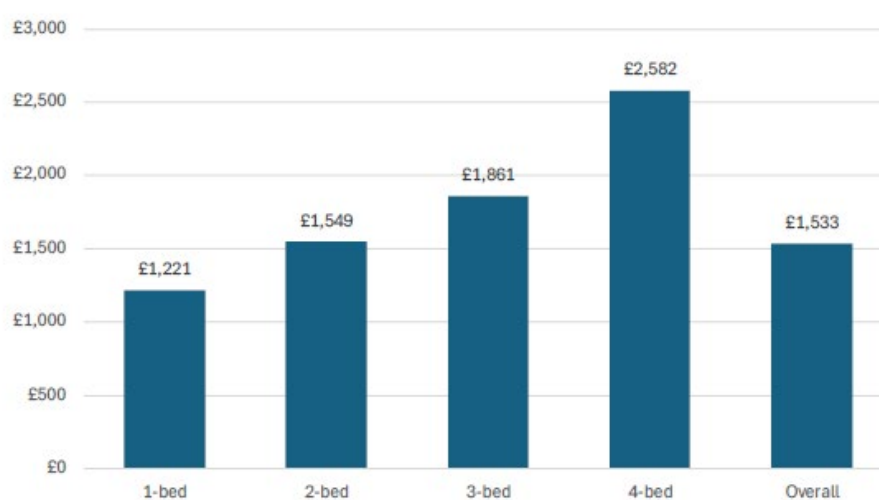


Figure 2 - Median monthly rent (£), July 2025 (source: ONS)

## Deprivation

The Indices of Multiple Deprivation (IMD) is a measure of relative deprivation for small areas (Lower Super Output Areas (LSOAs)), based on seven domains of deprivation, including income, crime, living environment and barriers to housing and services.

Overall, the London Borough of Hillingdon is less deprived in comparison to other London Boroughs:

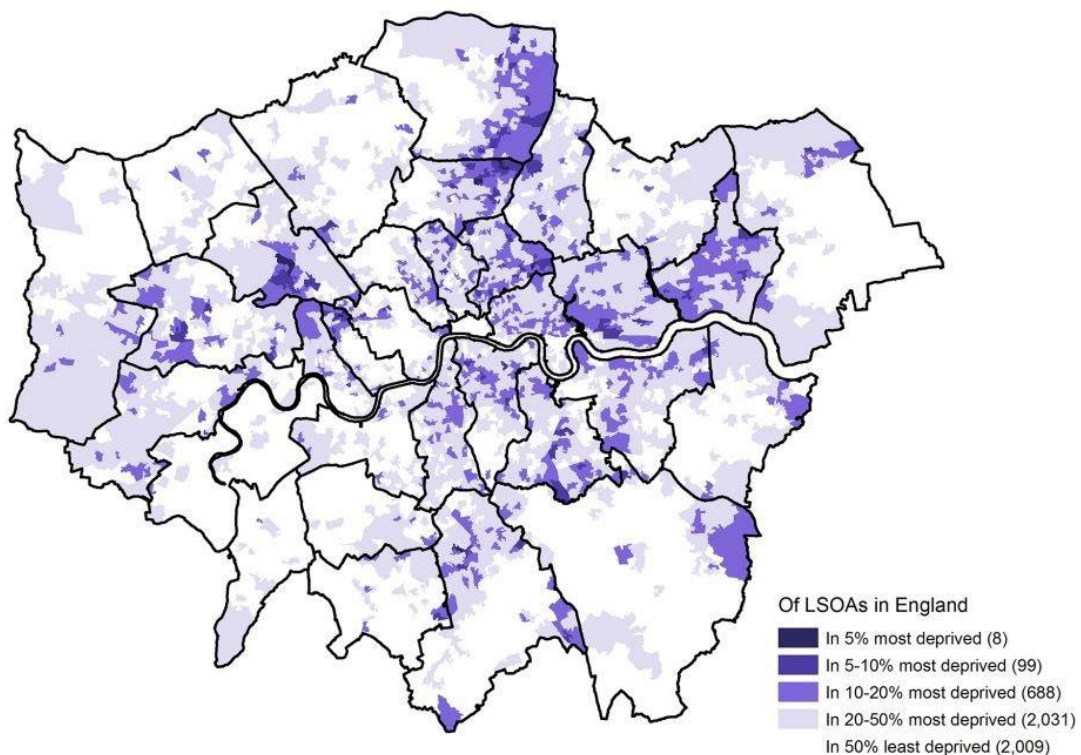


Figure 3 – Deprivation quintiles, London (2019)

The darker shades highlight the most deprived areas. Hillingdon is the 13th least deprived London borough (out of 33). Hillingdon has no LSOAs in the most deprived decile on the overall indices.

## Fuel poverty

Fuel poverty in England is measured using the Low-Income Low Energy Efficiency (LILEE) indicator. Under this indicator, a household is considered to be fuel poor if they are living in a property with a fuel poverty energy efficiency rating of band D or below and when they spend the required amount to heat their home, their disposable income

is below the official poverty line. In general, fuel poverty relates to households that must spend a high proportion of their household income to keep their home at a reasonable temperature. Fuel poverty is affected by three key factors:

- a household's income;
- fuel costs;
- energy consumption (which in turn is affected by the energy efficiency of the property). The fuel poverty score was produced by the Department for Energy Security & Net Zero using 2023 data and published in 2025. Over the coming years these figures are likely to change significantly because of acute fuel price increases during much of 2023/24.

Notwithstanding this, Hillingdon has a lower proportion in fuel poverty (9.1%) than the national average (11.4%), and lower than the London average (9.3%).

Five of the wards in Hillingdon have values above the national average (Table 1).

Table 1 – Percentage of households in fuel poverty (after housing costs) 2023, by ward:

<b>Ward</b>	<b>Fuel Poverty Percent</b>
Hayes Town	13.6
Belmore	13.2
Pinkwell	12.7
Wood End	12.2
Yiewsley	12.1
Charville	10.9
Heathrow Villages	10.1
Colham & Cowley	9.7
Yeading	9.3
Hillingdon East	9.1
West Drayton	9.1
Hillingdon West	8.9
Uxbridge	8.8
Northwood Hills	8.2
South Ruislip	8.2
Ruislip Manor	7.4
Eastcote	7.2
Northwood	7.1
Harefield Villages	6.7
Ruislip	6.6
Ickenham & South Harefield	6.4
Borough Average	9.1

(source: Department for Energy Security & Net Zero)

## Child Poverty

Increasingly in Britain, families with young children are living in HMOs, with whole families sometimes renting a single room in an unlicensed property in what is very likely to be substandard conditions. In Hillingdon 33% of children experience child poverty after housing costs. This is higher than the England rate of 29% and slightly higher than the London rate of 32%. As the cost-of-living crisis continues, it is likely that many households with children will be unable to afford to put the heating on- or incur debts in doing so-, making homes more susceptible to damp, mould and cold. Children aged 14 years or under are at the greatest risk of ill health caused by damp and mould in their homes.

The percentage of children living under the poverty line in each London Borough in the period 2023 – 2024 show that Hillingdon has slightly above average child poverty (33%):

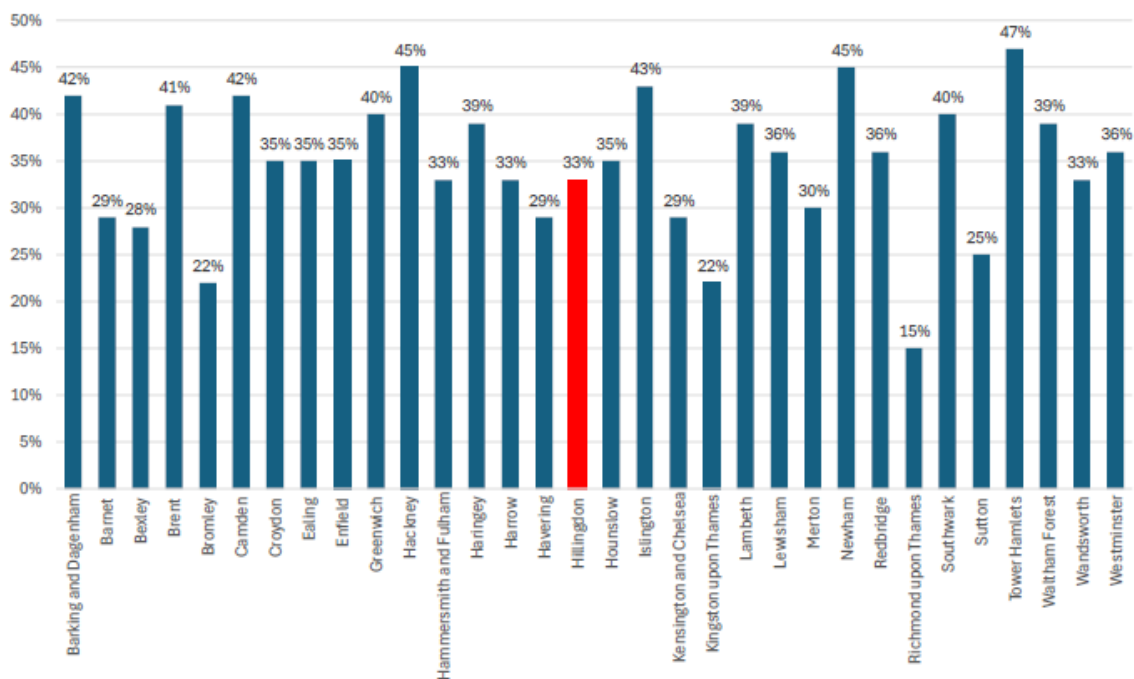


Figure 4 - Percentage of children living in poverty (after housing costs) across London Boroughs 2022-2023 (Source: Trust for London 2025).

Hillingdon ranks 20th (out of 32) in terms of child poverty across the London Boroughs.

## **Poor energy efficiency**

Hillingdon has 2,667 PRS properties with EPC records that are E, F, & G rated. This represents 9.69% of PRS properties for which there are EPC ratings in Hillingdon. EPC ratings E, F, & G represent properties with the least energy efficiency.

The Minimum Energy Efficiency Standard (MEES) came into force in England and Wales on 1 April 2018. The regulation applies to PRS properties and mandates that all dwellings must have an EPC rating of E and above to be compliant. It has been calculated using the matched addresses that 0.79% (217) of PRS properties in Hillingdon have F and G rating. It is possible that these properties have been excluded from the MEES regulation requirements on technical grounds.

## **Housing conditions**

Hillingdon Council uses a range of interventions to improve standards in the HMO sector, including regulation and enforcement. These include using the Housing Act 2004, the Housing and Planning Act 2016, and other public protection legislation to serve statutory notices, impose civil penalties and, in the most serious cases, take prosecution action. Interventions can be a result of a complaint being made by a tenant about their accommodation or as a result of a proactive inspection by the council.

Under the HHSRS, category 1 hazards are the most serious housing hazards and may result in the immediate risk to a person's health and safety. A significant category 2 hazard, although less serious or less urgent, can still be regarded as placing the occupiers' health, safety and welfare at risk. Following a formal HHSRS inspection, if a local authority identifies a category 1 hazard, they are required to serve a statutory notice compelling landlords to improve property conditions.

The recent review of Hillingdon's housing stock has provided insights about the presence and distribution of a range of housing factors in the borough. This was developed independently by Metastreet Ltd who implemented a stock-modelling approach based on metadata and machine learning to provide insights about the prevalence and distribution of a range of housing factors. This approach has been used by several councils to understand their housing stock and relationships with key social, environmental, and economic stressors.

In 2024, 10% of private rented dwellings in England had at least one Category 1 hazard; this was a higher proportion than the average for the total housing stock (7%), and significantly higher than owner occupied dwellings (8%) or social rented dwellings (4%). Furthermore, the private rented sector had the highest proportion of non-decent homes (21%).

Our evidence indicates that there are 4,157 PRS properties (including HMOs) with at least one serious home hazard in Hillingdon (figure 5) and these are distributed across

the whole borough. This represents 14.3% of the PRS stock, which is higher than the national average (10%).

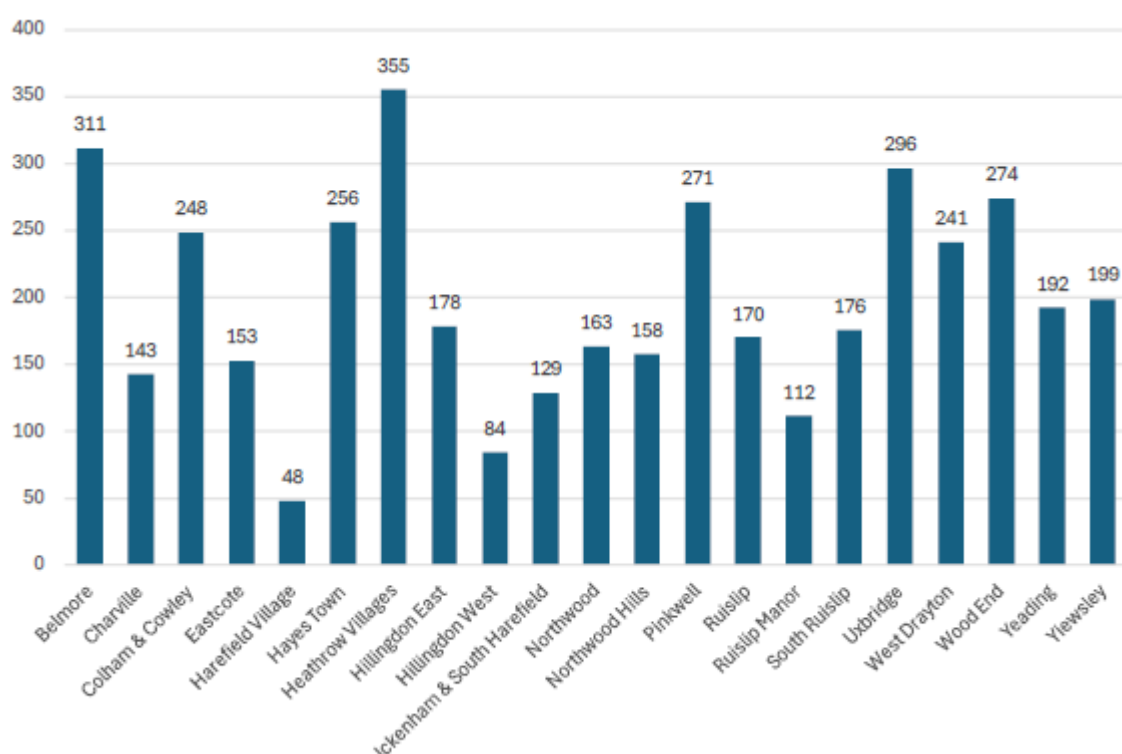


Figure 5 - PRS properties with serious hazards (HHSRS A-D) across Hillingdon 2025 (source: Ti).

The highest number (355) of PRS properties with serious hazards are in Heathrow Villages, whilst the lowest number (48) are in Harefield Village.

## Antisocial Behaviour

ASB incidents (noise & waste) linked to PRS properties include domestic noise (music, alarms and parties) and waste (e.g. accumulation of household waste in gardens, pavements or communal areas, fly-tipping by tenants or failure to dispose of bins properly). ASB (noise and waste) is linked to private rented properties across wards in Hillingdon. Over a five-year period from April 2020 to March 2025 7,240 incidents of ASB were recorded, a rate of 24.9 per 100 PRS dwellings. Belmore (688) had the highest numbers of recorded ASB incidents at PRS, whilst Harefield Village (70) had the lowest.



Wards in the south of the borough reported higher number of incidents:

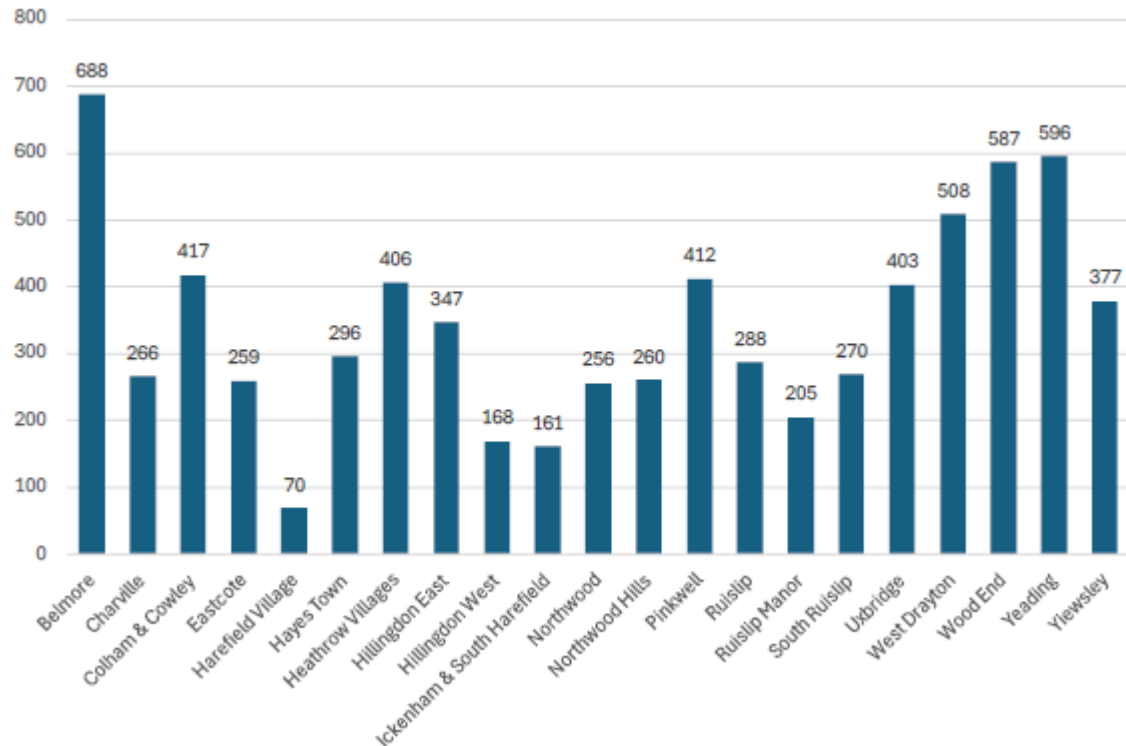


Figure 6 – Anti-Social Behaviour incidents at PRS dwellings, by ward April 2020 to March 2025 (source: Ti)

Fly-tipping was the most prevalent category during the period April 2020 – March 2025 (34%). Other notable categories include Graffiti (12.2%), Abandoned Vehicle (11.7%), and Music noise (7.1%). The various noise categories combine to account for 15% of incidents.

## DISTRIBUTION OF HMOS IN HILLINGDON

At the time of modelling there were 666 licensed HMOs across Hillingdon however the predictive modelling indicates that there is likely to be a high proportion of unlicensed HMOs across the borough with variation between wards with Uxbridge ward recording the highest number of HMOs. The figures indicate a total estimated HMO population of 2,537 properties representing 8% of properties. This represents 26% of the potential number of HMO licences across Hillingdon, implying that there are 1,871 hidden HMOs in Hillingdon.

Uxbridge (98) had the most licensed properties whilst the lowest number was in Northwood (0). Northwood has the highest percentage of hidden HMO (100%), whilst the lowest is in Heathrow Villages (49%).

When considering compliance rates, most wards have high proportions of HMOs that are likely to be unlicensed (over 50%), with wards in the north of the borough showing higher non-compliance rates:

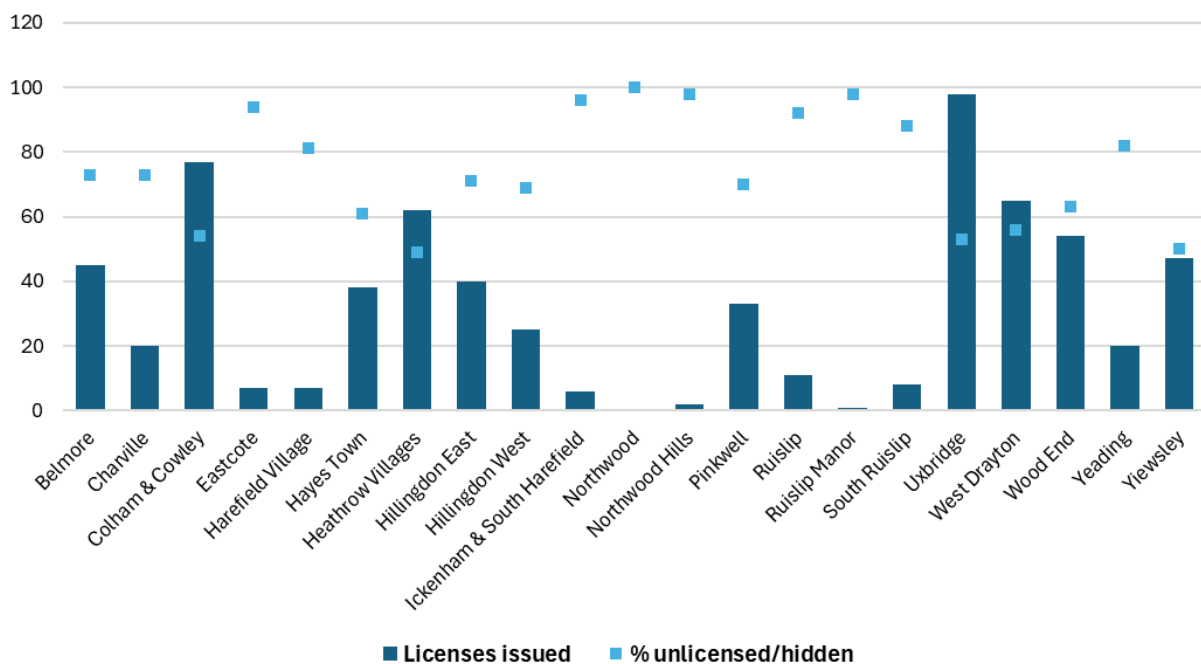


Figure 7 – HMO licences issued, and percentage unlicensed/hidden by ward, 2025 (source: Ti).

HMO properties in Hillingdon can be divided into two main categories:

- Licensed HMOs – where occupants share basic amenities such as kitchens and bathrooms. There are currently 666 licensed properties in this category.
- Predicted or unlicensed (“hidden”) HMOs. These properties also share basic amenities (Housing Act 2004, Section 254) but are not currently licensed.

These hidden HMO share basic amenities but have not been licensed under either Mandatory or Additional licensing powers. It is assumed that this group of properties is inhabited by three or more occupiers, residing in two or more distinct households, and sharing common amenities like a kitchen or bathroom.

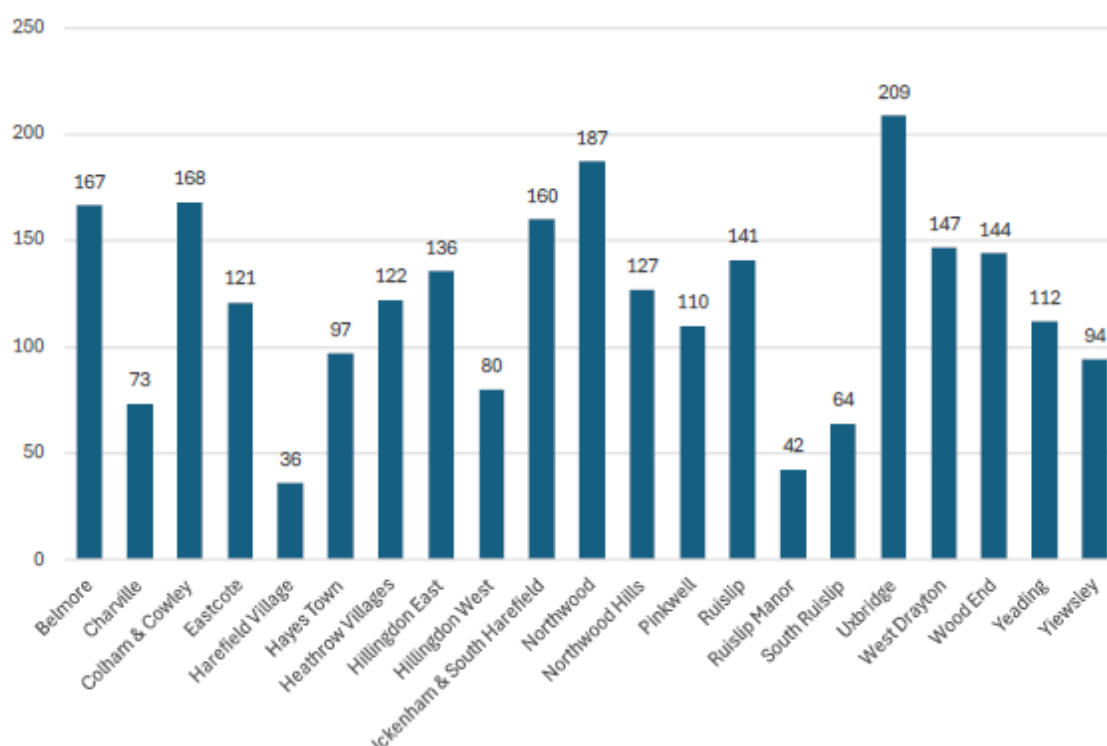


Figure 8 – number of all HMO properties (known and predicted/hidden), by ward 2025 (source: Ti).

## PROPERTY LICENSING SCHEMES

### What is property licensing?

Where the relevant legal test is met, property licensing allows the Council to regulate private rented properties in their area by issuing a licence to the person responsible for the property, usually the landlord. The aim of such schemes is to improve the private rented market by ensuring that the licence holder is a 'fit and proper' person to hold the licence and that the property is of a decent standard for a landlord to rent out. Licences come with conditions that relate to the use and management of the property. Some of these conditions are mandated by Government; however, the Council has scope to add its own conditions that are tailored to dealing with specific problems in the designation relating to the private rented sector. The Housing Act 2004 sets out

three types of property licensing schemes and prescribes how the Council can implement them.

### **Mandatory HMO licensing**

Under Part 2 of the 2004 Act, HMOs falling within a prescribed, statutory description must be licensed in order that they can legally be let. Most HMOs occupied by five or more persons living in two or more households, and where those persons share (or lack) facilities, such as kitchens/bathrooms/WCs, fall within the scope of mandatory HMO licensing. All local authorities in England must operate a mandatory HMO licensing scheme.

### **Additional HMO licensing (discretionary)**

Part 2 of the Housing Act 2004 also allows local authorities to designate areas as being subject to an additional licensing scheme. A licence is required for most HMOs, in that area, which are not already subject to mandatory HMO licensing, and are occupied by three or four persons living in two or more households, and where those persons share (or lack) facilities, such as kitchens/bathrooms/WCs. Additional licensing can also include properties converted into flats known as section 257 HMOs. These are buildings which have been converted into and consist entirely of self-contained flats where less than two thirds of the flats are owner-occupied, and the conversion into flats did not comply with the appropriate building regulations. In order to make an additional licensing scheme, the local authority must consider that a significant proportion of the HMOs in the area are being managed ineffectively, so as to give rise to one or more particular problems, either for those occupying the HMOs or for the public. A proposed additional licensing scheme forms part of this consultation and the Council welcomes feedback regarding the proposals.

### **Selective licensing (discretionary)**

Under Part 3 of the Housing Act 2004, local authorities may also designate an area as subject to selective licensing, requiring those managing or having control of other privately rented accommodation that does not have to be licensed under other licensing schemes, to obtain a licence to let their property. This includes, but is not necessarily limited to, properties rented to either an individual, a single family or two unrelated sharers. In order to designate an area as a selective licensing area, the local authority must be satisfied that certain, prescribed conditions are met. In summary, the designated area must be experiencing one or more of the following:

- a) low housing demand (or likely low housing demand in the future);
- b) a significant and persistent problem caused by ASB;

- c) poor housing conditions;
- d) high levels of migration;
- e) high levels of deprivation; and/or f) high levels of crime.

In addition, with regard to criteria c) to f) above, the designated area must have a high proportion of property in the private rented sector (PRS).

### **What are the benefits of property licensing schemes?**

<b>Benefit</b>	<b>Description</b>
Improved Housing Standards	Ensures properties meet minimum safety, repair, and amenity standards.
Tenant Protection	Helps safeguard tenants from exploitation and poor living conditions.
Accountability of Landlords	Encourages responsible management and maintenance of rental properties.
Better Regulation & Oversight	Enables local authorities to monitor and enforce housing regulations.
Reduction in Anti-social Behaviour	Licensing can include conditions to reduce noise, waste, and nuisance issues.
Data Collection & Planning	Helps councils gather data for housing strategy and resource allocation.
Revenue for Enforcement	Licensing fees fund inspections and enforcement activities.
Community Improvement	Promotes safer, cleaner, and more stable neighbourhoods.

### **Working with and supporting good landlords and agents**

We recognise that the majority of landlords in the borough are both responsible and cooperative. We have taken a more educational approach seeking to work with landlords and bring about compliance through informal means. We have particularly encouraged landlords to become accredited to increase their professionalism in managing their properties. Through accreditation, landlords are able to achieve a level of knowledge and competence before letting a home, which is key to raising standards in the PRS. As of April 2025, Hillingdon had 1,968 landlords accredited to the London Landlords Accreditation Scheme (LLAS). Detailed guidance for landlords on their legal obligations and responsibilities has been produced and made available online. Through the licensing schemes, a database of more than 10,000 landlords and agents operating in Hillingdon has been compiled, supporting better communication and engagement with the sector.

## **Supporting private rented sector tenants**

In promoting tenants' rights and responsibilities, tenants' awareness of the minimum standards to be expected in rented accommodation can dramatically be increased. Tenants have been encouraged to report landlords who have not licensed their properties or who do not comply with licensing conditions. In the 5-year period, October 2019 to September 2024, the Council has received approximately 1,900 service requests from tenants in PRS dwellings across Hillingdon, resulting in significant interventions and property improvements. It is clear from running the mandatory HMO and the discretionary licensing schemes, that licensing allows the Council to work proactively with landlords and tenants. Licensing provides clear conditions for landlords to comply with, promotes an improvement in property conditions and enables ASB to be minimised through better, more effective management. Licence conditions can be enforced against much more effectively and quickly than using other powers available to the Council, such as Part 1 of the Housing Act (2004). Formal action under Part 1 is generally a slow process, with appeals allowed for most types of notices, which can significantly delay the time period for compliance. Whilst the mandatory HMO and discretionary licence schemes have enabled the Council to begin to make some progress in raising standards in the PRS, there is still much more to do.

## **WORKING IN PARTNERSHIP TO IMPROVE THE PRS**

### **Landlord Incentive Programme**

Hillingdon Council launched the Landlord Incentive Programme to increase the supply of safe, affordable housing by partnering with private landlords. Through this scheme, landlords receive generous financial incentives based on property type and condition. All participating properties must meet strict safety and quality standards, including valid certificates and Council inspections. Landlords retain flexibility to manage tenancies while benefiting from reduced void periods and reliable income. The Council supports landlords with training opportunities via the London Landlord Accreditation Scheme (LLAS). Grants are also available for property improvements in exchange for nomination rights. This partnership model has helped improve housing conditions and reduce homelessness across the borough. It demonstrates how collaborative working can raise standards in the PRS while supporting both landlords and vulnerable tenants.

## **PROPOSALS FOR AN ADDITIONAL HMO LICENSING SCHEME**

### **Criteria that must be considered before designating an additional HMO licensing scheme**

To introduce an additional HMO licensing scheme the council must be satisfied that:

- a significant proportion of the HMOs are being poorly managed and are giving rise, or likely to give rise, to problems affecting the occupiers or members of the public
- a decision to implement an additional HMO licensing scheme must be consistent with the council's housing strategy
- it is part of a coordinated approach for dealing with homelessness, empty homes and other related policies
- there are no other courses of action that might provide an effective remedy and that introduction of a licensing scheme will significantly assist in dealing with the problem.

Local authorities can designate an Additional HMO Licensing Scheme in their area, provided there is a minimum 10-week consultation period. Consultation should be with those likely to be affected by any designation, and any representations made must be given due consideration.

### **What the Council is proposing**

In order to obtain a greater understanding of the HMO tenure in Hillingdon, the council worked with internal and external agencies to review multiple intelligence sources relating to the housing stock in the borough, with a focus on the following key areas:

- Distribution of HMO properties
- Housing conditions of HMOs
- HMO related stressors, including ASB and service demand
- Quality of management of HMOs, including regulation and enforcement.

The evidence base demonstrates that the criteria for a borough-wide additional licensing scheme is met in that a significant proportion of the borough's HMOs are being poorly managed and are giving rise, or are likely to give rise, to problems affecting their occupiers or members of the public. The HMO sector in Hillingdon is affected by poor housing conditions and incidences of repeat ASB, which are worsened by other issues such as overcrowding and poverty.

Whilst we have made good progress in identifying and improving mandatory HMOs, there is more to be done as our evidence shows that a significant proportion of HMOs in the borough are being managed ineffectively, proven by the cumulative presence of serious housing hazards and/or significant and persistent ASB.

We are therefore proposing to introduce an additional HMO licensing scheme that will apply to all wards in the borough. The evidence clearly demonstrates that HMOs with poor housing conditions, inadequate management, and repeat ASB incidents are not confined to a single ward or cluster but are distributed across all 21 wards in Hillingdon. Predictive modelling shows that approximately 74% of HMOs are likely to be unlicensed, with high non-compliance rates even in wards with lower concentrations of PRS properties. Applying the scheme borough-wide ensures consistency, fairness, and avoids displacement of rogue landlords to unregulated areas. A targeted or ward-specific scheme would fail to capture the full scale of the problem and undermine the Council's ability to deliver strategic improvements across the sector. The borough-wide approach is therefore essential to achieving the scheme's objectives and aligns with the Council's housing strategy and wider priorities.

Subject to consultation and approval, the scheme will come into force in early 2026 and last for five years.

An additional HMO licence will be required for properties that are:

- HMOs rented to three or more occupiers in two or more households that share (or lack) toilet, washing and cooking facilities.
- This excludes HMOs that require a mandatory HMO licence.
- This includes multiple-occupied flats in purpose-built blocks (with over two flats) where more than three people live in the flat. The proposed additional HMO scheme will not apply to certain converted flats or blocks, known as Section 257 HMOs.

### **What is the evidence to support the Council's proposals to implement an additional HMO scheme?**

- Numbers and type of HMO as a subset of the private rented sector
- Hillingdon has HMOs (known and predicted) distributed across all 21 wards



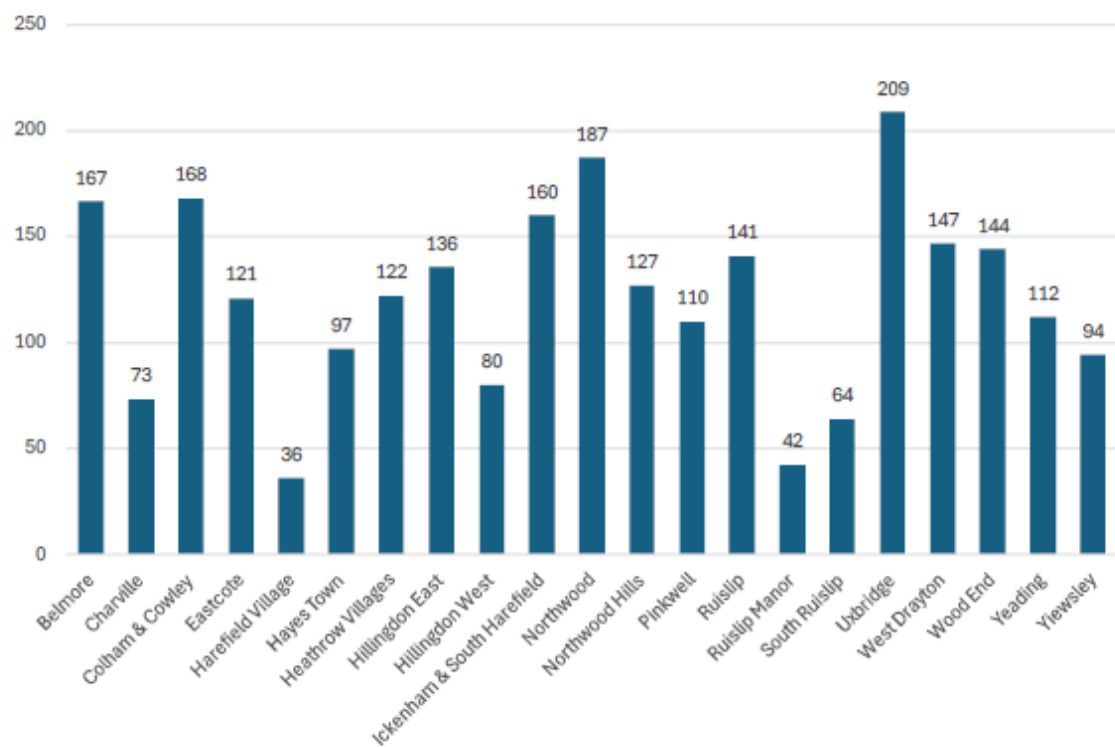


Figure 9 – Number of all HMO properties (known and predicted/hidden) by ward, 2025 (source: Ti)

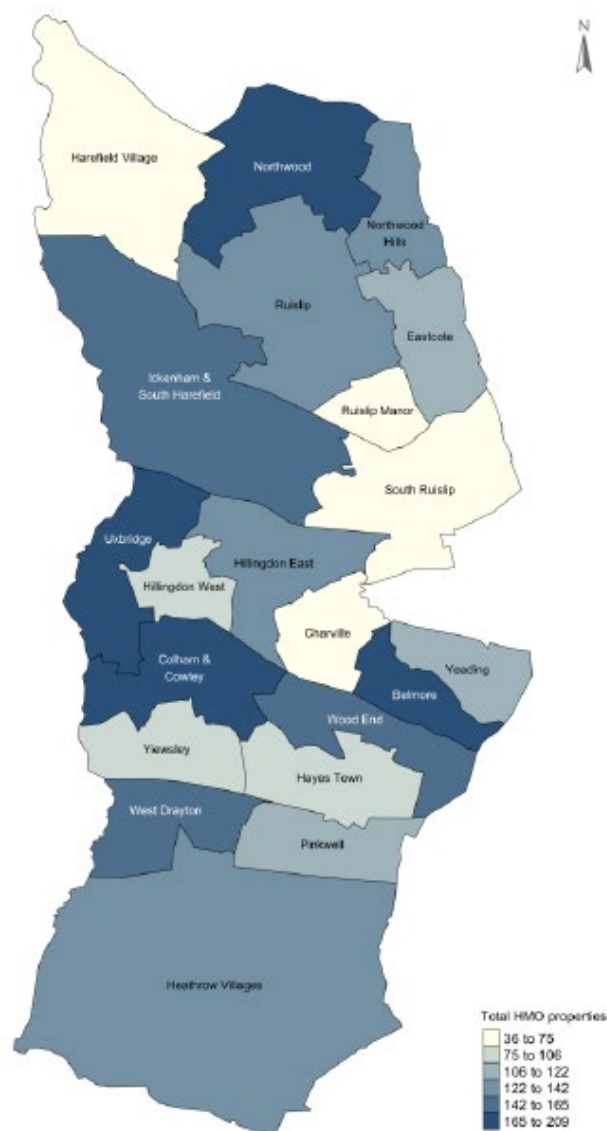


Figure 10 – distribution of all HMO properties (known and predicted/hidden) by ward, 2025 (source: Metastreet)

## HMOs & Housing Conditions

Poor housing conditions are prevalent in Hillingdon's HMOs.

The recent review of Hillingdon's HMO stock has provided insights about the predicted presence and distribution of a range of housing factors in HMOs in the borough. HMOs can exhibit some of the worst housing conditions of any tenure if poorly managed. The main finding is that poor housing conditions are likely to be widespread in HMOs across the borough and the evidence shows that 762 HMOs in Hillingdon are predicted to have serious hazards. This represents 30.1% of all HMOs in Hillingdon and is three times the national average of 10%.

Under the HHSRS, category 1 hazards are the most serious housing hazards and may result in the immediate risk to a person's health and safety. A significant category 2 hazard, although less serious or less urgent, can still be regarded as placing the occupiers' health, safety and welfare at risk.

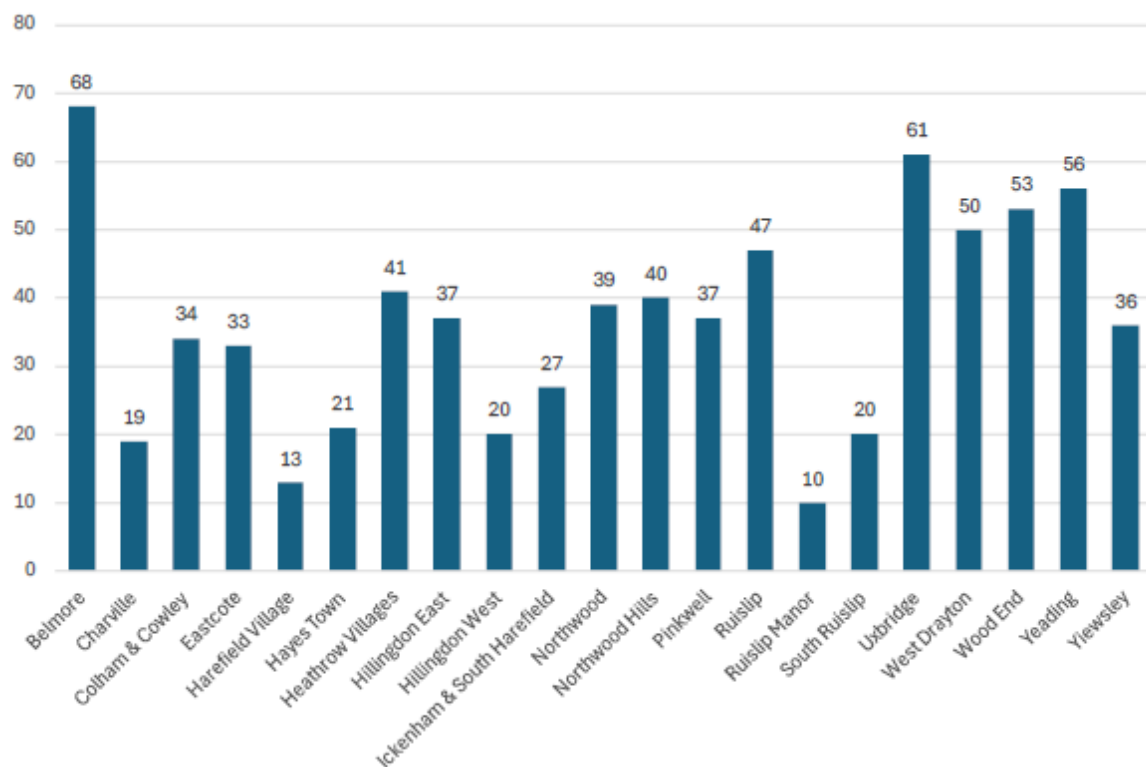


Figure 11 – HMO properties (known and predicted/hidden) with serious hazards (HHSRS A-D) by ward, 2025 (source: Ti).

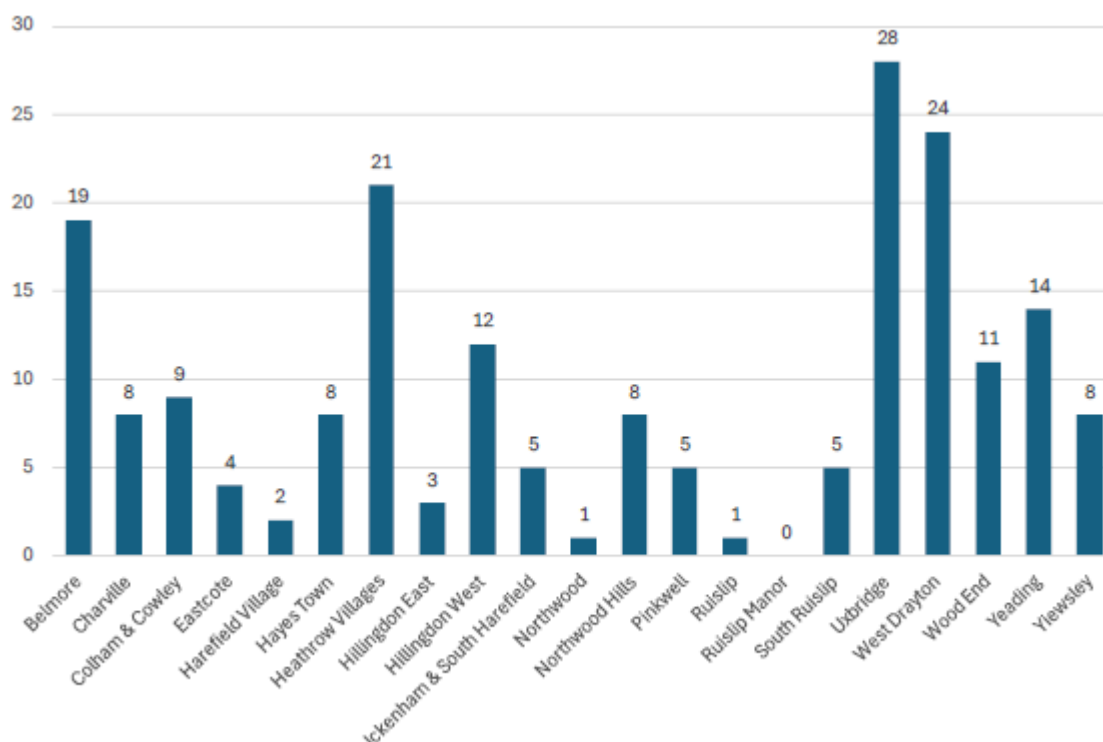


Figure 12 – complaints at HMOs (known and predicted/hidden) by ward, April 2020 – March 2025 (source: Ti).

## HMOs and ASB

Complaints made by tenants and others to Hillingdon Council about poor property conditions and inadequate property management are a direct indicator of low quality and poorly managed HMOs. HMOs with complaints linked to them are distributed across all wards, with Belmore and Yeading having the highest levels.

The evidence shows that there is a connection between HMOs and poor waste management. Over a five-year period, 3,396 ASB incidents (noise and waste) have been linked to HMOs in Hillingdon. Repeat incidences of ASB (two or more ASB investigations linked to one dwelling) in HMOs indicate that some landlords are failing to take appropriate action to address issues of ASB when it first occurs and is a direct indicator of poor management.

While the Council already deploys a range of enforcement tools to tackle anti-social behaviour (ASB) and waste-related issues — including statutory notices, civil penalties, and partnership working with police and environmental services — these methods are largely reactive and dependent on tenant complaints. Licensing provides a proactive framework that places a legal duty on landlords to manage ASB and waste effectively. Through licence conditions, landlords are required to provide adequate waste facilities, respond promptly to noise complaints, and take reasonable steps to prevent repeat ASB incidents. This shifts responsibility from enforcement alone to

prevention and accountability, ensuring that poor management practices are addressed before they escalate. The licensing regime therefore complements existing enforcement powers by enabling earlier intervention, clearer expectations, and faster resolution of issues that impact tenants and the wider community. All property licences contain a condition that the holder must provide adequately sized bins and sufficient recycling containers for the occupiers.

### HMOs with at least one ASB incident by ward (HSCR 2024)

Repeat incidences of ASB (two or more ASB investigations linked to one dwelling) in HMOs indicate that some landlords are failing to take appropriate action to address issues of ASB when it first occurs and is a direct indicator of poor management. Repeat ASB in HMOs is evident within the majority of wards in Hillingdon.

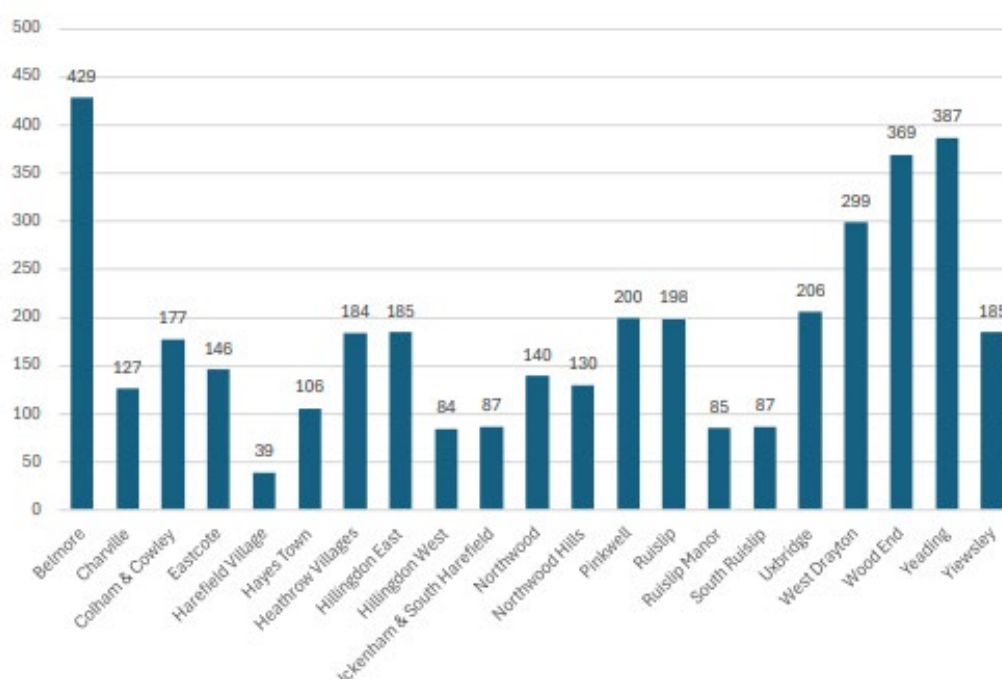


Figure 13 – Total ASB incidents linked to HMOs (known and hidden/predicted) by ward, April 2020 – March 2025 (source: Ti).

The evidence demonstrates a link between HMOs and poor housing conditions, poor management and ASB. As the PRS continues to grow, with an increasing use of multi-occupied properties, more residents are negatively impacted by these conditions. Poorly managed HMOs not only place extra demands on the Council, but they also create problems for their tenants and the surrounding community. It is vital that all HMOs meet an adequate standard, are effectively managed and offer a safe home to their occupants. By introducing an additional HMO licensing scheme, the Council will be able to regulate HMOs that do not already require a mandatory licence. This will

enable us to continue improving conditions in this important sector and tackle the identified problems.

### **Addressing poor conditions and management standards through licensing**

The proposed additional HMO licensing designations would allow the Council to bring about a significant improvement to property conditions and property management in the area during the life of the scheme, reducing incidences of serious housing hazards within the borough.

As demonstrated, our evidence shows that a high proportion of PRS properties in the proposed additional licensing designation area are predicted to have unacceptably high levels of serious hazards. The Council believes it is necessary to inspect a large number of these properties to accurately identify the type and severity of hazards present. If any hazards are found, the Council will take the required enforcement actions to rectify them.

Our evidence also shows that a high proportion of additional HMOs in the borough are being managed ineffectively, proven by the cumulative presence of serious housing hazards and significant and persistent ASB. Through these licensing regimes and the granting of licences, standard licence conditions would be imposed that require licence holders to manage their properties proactively and to take reasonable action to address any identified problems.

We will ensure that properties identified as 'high risk' are prioritised for inspection by officers to check for hazards and compliance with the licence conditions. This will allow the Council to take enforcement action (under Part 1 of the Housing Act), where necessary, to improve conditions. The licensing inspection regime will also enable us to identify tenants on low incomes who are living in homes with an E, F or G EPC rating and those who may be affected by fuel poverty. Tenants will be referred to the appropriate services to ensure they receive the available support, and landlords will be advised accordingly. For those whose properties fall below the legal requirement and who ignore the advice and support of the Council, the Private Sector Housing team will work to bring them into compliance. Licensing also gives the Council further powers to reduce ASB in the PRS.

Without licensing the Council is only able to take action against tenants for ASB, as opposed to licensing, which places a duty on landlords to manage ASB in their properties as well. Landlords will receive guidance and advice on managing tenants involved in ASB, particularly in cases of serious ASB requiring formal court action. The Council will expect property management issues identified during an inspection to be resolved within a reasonable period, depending on the severity of the issue. Improvement notices, overcrowding notices and prohibition orders are formal notices that may be issued to bring about improvements in properties.

Landlords who fail to license their properties could also receive a civil penalty or may be prosecuted. We will also continue to collaborate with the local Police, the London Fire Brigade and other Council departments to identify properties that need improvement. The Council will proactively work with landlords to address poor housing conditions and poor property management and help them to comply with the licence conditions in the borough. We will provide information and guidance on managing properties via the Council's web site and through forums (either in person or online). We will use licensing to empower tenants by educating them on the standards that they should expect from their rented accommodation, their rights and how to access Council services that can support them if needed.

## **Exemptions**

While the proposed scheme would extend regulation to a wider range of Houses in Multiple Occupation (HMOs), certain exemptions mean that some properties would not require an additional HMO licence, even if they meet the general occupancy and shared-amenity criteria.

Key exemptions include:

- Buildings managed by public sector bodies, such as local authorities, police forces, or health services.
- Properties managed by housing associations registered with the Regulator of Social Housing.
- Buildings occupied entirely by students, where the accommodation is owned or managed by an educational institution and subject to an approved code of practice.
- Properties occupied by an owner and up to two lodgers (which are not classified as HMOs under the Housing Act 2004).
- Buildings already subject to mandatory HMO licensing (i.e. those with five or more occupiers forming two or more households).
- Certain converted buildings (Section 257 HMOs),

Schedule 14 of the Housing Act 2004 sets out the full list of building categories that are exempt from HMO licensing requirements. A full list of exemptions can be found on the Housing Act 2004 on the link below.

<https://www.legislation.gov.uk/ukpga/2004/34/schedule/14>

## **Proposed licensing scheme conditions**

There are two types of conditions that can be applied to an additional licensing scheme: mandatory and discretionary. The mandatory conditions are required by law (Schedule 4 of the Housing Act 2004) and must be included in a licence.

The conditions that the Council proposes to include in licences granted under the additional HMO schemes can be seen in Appendix 2 and the documents downloadable from the consultation web page. Each set of proposed licence conditions includes, for ease of reference, both mandatory conditions that the Council is obliged to include under statute, and discretionary conditions that we propose to include in licences granted in Hillingdon. As part of the consultation process, respondents are able to give us their views about the proposed discretionary conditions for the additional licensing schemes. Please note, the proposed licence conditions represent the conditions that the Council would normally impose in respect of a licence granted on application for an additional licence. However, the Council may impose alternative (bespoke) conditions, where necessary and appropriate, on an individual case basis.

## **Proposed licensing scheme fees**

### **Fee proposal**

Licence applicants will be required to pay a fee for each property that needs a licence. The HMO licensing fees are set to cover the cost of administering the licensing scheme functions (administration and enforcement). The proposed additional HMO licence fee is £1,401 per property. Licences will be granted for the duration of the scheme (up to 5 years) unless we have concerns about the management, use, condition or occupation of the property, in which case we may decide it is necessary to issue a licence for a reduced duration in certain circumstances, including:

- Where there is a history of non-compliance
- The property has been identified as a result of a complaint, and is unlicensed
- Where conditions are attached to the licence requiring its regular review
- The applicant is not able to demonstrate they will maintain full control over the property for five years
- Where the licence holder and/or agent presents a cause for concern.
- The property's planning status is under question

Where we take enforcement action, the licence may be revoked or varied to a shorter term. Licences are not transferable. If a person wants to become the new licence holder for a property, they must apply for a new licence and pay a new licence fee. Full payment must be received and cleared before a licence is issued. Further information is available in the proposed schedule of fees, charges and discounts, attached as Appendix 3. These fees form part of the consultation, and the Council welcomes any views on them.



## Fee split

By law, the fee must be levied in two parts. Part A will be payable on submission of the application and will cover the cost of processing and the administration in determining the eligibility of the application. Should the application be refused or rejected by the council or withdrawn by the applicant this first Part A payment will not be refunded. Part B will be payable once the application has been assessed and the decision is made to grant the licence. This will cover the administration, management, and enforcement of the licensing functions for the scheme. In the event that we decide to refuse a licence application, only the Part A fee will be payable.

## How the fees are calculated

The proposed fees have been calculated on the basis that the schemes will be cost-neutral to the Council and will not generate a profit. Licence fees cover our costs of administering the schemes and meeting the scheme objectives that are set out below. A significant proportion of the licence fee income will meet the necessary staffing costs to deliver the scheme outcomes, but the fees will also meet other running costs, such as IT expenditure, with appropriate allowances made for inflationary increases during the life of the scheme. The proposed fees are underpinned by assumptions about the level of income the fees will generate, based upon the number of properties that we expect to be licensed during the life of the schemes and the numbers of those properties that we expect to be eligible for discounts.

## Fee comparisons

The table below shows how the proposed fee compares with the published fee structures for some other London Boroughs with similar schemes.

Local Authority	Additional Licence Fee
LB Hillingdon (Proposed fee)	£1401
LB Ealing	£1300 plus £50 per habitable room
LB Hounslow	£1550
LB Westminster	£1450
LB Brent	£1040
LB Enfield	£1450
LB Lambeth	£1518
LB Redbridge	£1698 - £1800
LB Newham	£1250
LB Wandsworth	£1450

## Other Options Analysis

We have considered other courses of action, or alternatives to the licensing proposals. But we do not believe that they provide an effective means of tackling poor housing conditions and repeat ASB in the borough.

Option	Description	Council's Assessment	Legal Risks if Not Implemented
Do Nothing	Maintain current arrangements without introducing additional licensing.	Not effective. Would leave the Council reliant on tenant complaints and reactive action.	Failure to meet duties under Housing Act 2004 to proactively address Category 1 hazards, risk of breaching duty to inspect within 5 years.
Rely on Existing Enforcement Powers	Use existing powers under Part 1 of the Housing Act 2004 to address issues.	Considered slow and less proactive. Enforcement is delayed due to appeals and legal processes. The powers do not place any obligation on landlords to be proactive in improving conditions. Formal action is generally slow, with appeal provisions against most types of notices served, which can significantly delay the time period for compliance. Work in default can be effective, but it is expensive and time-consuming to the council, with the risk that not all costs are recovered. Successful prosecutions and civil penalties do not in themselves secure improvements in property conditions and the council's costs in pursuing legal action are often not met in full.	Enforcement under Part 1 must be separate from licensing; delays may breach statutory timelines.

Voluntary Accreditation Schemes	Encourage landlords to join schemes like LLAS to improve standards.	Helpful but limited reach. Many landlords do not participate, and it lacks enforcement power.	No legal enforcement mechanism; cannot compel landlords to meet minimum standards.
Targeted Education and Support	Provide guidance and training to landlords and tenants.	Useful but insufficient alone to tackle widespread poor conditions and ASB.	No statutory authority to enforce compliance; relies on voluntary uptake.
Not a Borough-Wide Policy	Implement licensing only in selected wards or areas with high ASB or poor housing conditions.	Would miss many problematic HMOs spread across the borough. Less effective in addressing borough-wide issues.	May not meet Housing Act 2004 requirements for borough-wide issues; limited scope of enforcement.

### Proposed scheme objectives

Licensing is part of a broader, co-ordinated approach to help improve privately rented properties in Hillingdon. In general terms, we propose to use selective and additional licensing to continue to improve property conditions within the borough, tackle ASB and keep our residents safe. It is the Council's intention to carry out inspections within the proposed designations with a view to enforcing against category 1 and category 2 hazards. Properties identified as 'high risk' will be prioritised for inspection by officers. We are committed to improving property conditions and management standards in the PRS, so that it contains good quality accommodation, helps us to achieve sustainable communities and continues to contribute positively to the local economy. The objectives of our proposed schemes are outlined below:

NO	OBJECTIVE	OUTCOME
1	Improve property conditions in HMO properties	<p>Licensed HMO properties are inspected, monitored, and licence conditions robustly enforced and complied with</p> <ul style="list-style-type: none"> <li>• Poor housing conditions in HMOs are improved with category 1 &amp; 2 hazards resolved (including issues such as damp and mould)</li> </ul>

		<ul style="list-style-type: none"> <li>• HMO properties meet a minimum band E EPC rating (unless an exemption applies) • Improved health, safety and welfare of tenants in HMOs</li> <li>• The council will gain increased knowledge of the PRS in the borough. This will enable targeted enforcement and support for landlords.</li> </ul>
2	Improve management standards in HMO properties	<p>Landlords actively manage their HMO properties or be enforced against</p> <ul style="list-style-type: none"> <li>• Absentee landlords, or landlords who are not 'fit and proper', employ an agent to actively manage their properties to ensure compliance</li> <li>• Prevention of overcrowding in HMOs through better management of property occupancy</li> <li>• Greater number of landlords become accredited improving the professionalism of landlords in the PRS</li> <li>• Engagement with landlords improved</li> <li>• Landlords are kept informed of latest legislation and good practice • Responsible landlords will become more involved in council licensing schemes and receive information and support</li> <li>• Irresponsible landlords will be forced to improve their properties or be enforced against.</li> </ul>
3	Reduction in ASB and repeat ASB incidents in HMO properties	<p>Reduction of ASB incidents through better management of HMO properties</p> <ul style="list-style-type: none"> <li>• Reduction in ASB will improve neighbourhoods making these areas safer and more desirable places to live.</li> </ul>
4	Promote initiatives and provide support to maintain a clean and safe environment	<p>Reduction in repeated waste related incidences (such as fly tipping) linked to HMOs</p> <ul style="list-style-type: none"> <li>• Improvements to the overall environment, creating better living places.</li> </ul>
5	Increased awareness for tenants on the minimum standards to be expected in rented accommodation and of their rights and responsibilities when renting in the PRS	<p>Information for tenants on the local licensing scheme advertised and third-party support for tenants made available</p> <ul style="list-style-type: none"> <li>• Officers will support the most vulnerable tenants with their housing and wider needs e.g., benefits assessments, homelessness support</li> </ul>

		<ul style="list-style-type: none"> <li>• Improved tenants' support through work with third parties</li> <li>• Renters know their rights and responsibilities and have greater awareness of and access to council services that can support them</li> <li>• Tenants will see economic benefits such as reduced heating costs, bringing them out of fuel poverty.</li> </ul>
--	--	--

## Licensing and wider council strategies

Property licensing is an effective tool in improving conditions for private renters and forms an integral part of the council's overarching housing strategy. In addition, licensing can support the delivery of several broader council priorities that recognise the impact of poor-quality housing and anti-social behaviour in residents' lives. The proposed licensing designations are consistent with the overall aims of the following strategies, plans and policies.

Hillingdon Council's Strategy 2022–2026 sets out a clear vision of Putting our Residents first and outlines five key commitments to ensure the borough remains a safe, inclusive, green, and economically strong place to live and work.

### The Council's priorities are to develop, sustain and facilitate:

- **Safe and Strong Communities:** Hillingdon is committed to creating resilient communities where residents feel safe and supported. This includes access to good quality, affordable housing and services that protect residents from harm.
- **Thriving, Healthy Households:** The Council supports children, young people, families, vulnerable adults, and older residents to live healthy, active, and independent lives. This includes access to high-quality health, care, leisure, and cultural services.
- **A Green and Sustainable Borough:** Hillingdon aims to be a carbon-neutral borough, protecting its heritage and green spaces while promoting sustainable waste management, low-carbon transport, and environmentally responsible development.
- **A Thriving Economy:** The Council works with local businesses and partners to foster economic growth, improve skills, and create good-quality jobs. It also supports vibrant town centres and inclusive economic opportunities for all residents.
- **A Digital-Enabled, Modern, Well-Run Council:** Hillingdon strives to be efficient, financially sustainable, and digitally advanced, delivering high-quality services and positive outcomes for residents.

Property licensing schemes are instrumental in achieving Hillingdon's priorities. By ensuring private rented properties meet safety and quality standards, these schemes directly contribute to improving housing conditions and protecting vulnerable residents from poor housing and evictions. By enhancing living conditions, property licensing schemes foster safer and more cohesive neighbourhoods, contributing to the broader goals of fairness, safety, and health in Hillingdon, making these schemes a crucial element in the successful implementation of the Hillingdon Strategic Plan.

### **Private Sector Housing Strategy**

The Private Sector Housing Strategy 2025 - 2030 sets out how the Council, along with its partners, will support the improvement of housing and management standards in the private sector. The priorities and actions in this strategy are arranged into four key themes:

1. Improving property and management standards in the PRS.
2. Increasing the supply and access to good quality, well managed, affordable homes in the PRS.
3. Ensuring that housing standards and living conditions in the sector contribute towards better health outcomes for all.

Private property licensing schemes are instrumental in regulating property conditions, management, and occupancy in the private rented sector. Licensing schemes also provide essential tools for tackling anti-social behaviour and overcrowding, thereby improving housing conditions and reducing inequalities. Additionally, the licensing schemes will support proactive management and inspection to address issues with non-compliant landlords, ensuring a safer and more well-managed private rented sector in Hillingdon.

### **Homelessness and Rough Sleeping Strategy**

The Homelessness and Rough Sleeping Strategy 2023-2026 aims to increase affordable housing, tackle rough sleeping, support residents with complex needs, address youth homelessness, and mitigate inequality impacts. The strategy identifies the important role that the private rented sector can play in providing settled homes for people who are homeless or at risk of homelessness. Increasing access to the number of private sector homes which the Council can use to do this is critical if we are to reduce our reliance on temporary accommodation and provide stable and secure homes for people. By regulating the PRS through licensing schemes, it provides an opportunity to work with local landlords to improve standards and drive-up conditions in the PRS and increase the supply of much needed stable family homes. Licensing schemes will also enable the Council to offer greater protection to tenants in the PRS, by reducing the prospect of unlawful evictions, which in turn helps

to both avoid and reduce homelessness in the borough. The current Homelessness and Rough Sleeping Strategy is currently being reviewed, and the Additional Licensing of HMOs Proposal document will be updated to reflect the revised strategy.

## **Empty Properties**

The council recognises that empty properties are a wasted resource for both the community and the owner and can cause a variety of issues such as reducing the supply of housing and attracting ASB, other criminality and community tension. The Private Sector Housing Strategy outlines the Council's commitment to reducing the number of empty homes in the borough. Bringing empty properties back into use is a priority for the council and clamping down on those landlords that keep homes empty for years on end is a key step to increasing the supply and availability of affordable homes in the borough. Bringing empty properties up to standard and back into use as decent liveable homes is complementary to the objectives of the proposed licensing schemes.

## **Regeneration**

Hillingdon Council's Regeneration ambition is centred on creating fairer, safer, and more sustainable communities by balancing inclusive growth with the preservation of the borough's unique character. This involves major initiatives such as the redevelopment of public spaces, improvements to transport infrastructure, and support for local businesses. As part of this approach, private property licensing schemes serve as a key regulatory tool to ensure that landlords in regenerating areas uphold high standards of property management, supporting Hillingdon's broader regeneration goals - fostering sustainable, inclusive neighbourhoods where all residents can benefit from local development.

## **Anti-Social Behaviour**

The Private Sector Housing Strategy recognises that as well as physical housing conditions, environmental blight and anti-social behaviour can all influence the way people feel about where they live. To tackle ASB problems, we have made it conditional on all private landlords who hold licences under our HMO scheme to prevent and combat ASB associated with properties they manage. Section 57(5) of the Housing Act 2004 gives a definition of ASB for the purposes of licensing under Parts 2 and 3 of the Act. Additional Licensing will enable the Council to encourage landlords to work with their tenants to reduce ASB. Information and support will be available both online and through forums.

### **Further Information – Public Sector Equality Duty**

The Public Sector Equality Duty (PSED), Section 149 of the Equality Act 2010 requires the Council to have “due regard” to its equality aims when exercising its public functions. An Equality Impact Needs Assessment was carried out as part of these proposals. ***(The results will be provided after the consultation).***



## **References**

Renters Rights Bill, UK Parliament

Low Income Low Energy Efficiency (LILEE), [gov.uk](https://www.gov.uk)

Minimum Energy Efficiency Standard (MEES), Department for Energy Security and Net Zero

The Housing Act, 2004

The Housing & Planning Act, 2016

Housing Health and Safety Rating System (HHSRS), [gov.uk](https://www.gov.uk)

London Landlords Accreditation Scheme (LLAS), [www.londonlandlords.org.uk](http://www.londonlandlords.org.uk)

Public Sector Equality Duty (PSED), [gov.uk](https://www.gov.uk)

Equality Act, 2010

## **Data Sources**

Census 2021, Office for National Statistics

Childhood Poverty 2025, Trust for London

Energy Performance Certificate data, Tenure Intelligence (Ti) 2025

Fuel Poverty 2023, Department for Energy Security & Net Zero

Indices of Multiple Deprivation 2019, Ministry of Housing, Communities & Local Government

Median Age (Population) 2024, Office for National Statistics

Median Monthly Rent, Office for National Statistics

Population Estimates mid-2023, Office for National Statistics

Private Rental Sector and Houses in Multiple Occupation: Housing Stock Conditions and Stressors Report 2025, MetaStreet

Tenure Intelligence (Ti), Metastreet

## Appendices

Appendix 1	<a href="#"><u>Full Housing Tenure Survey Data - Housing Stock Conditions Report (HSCR)</u></a>
Appendix 2	Proposed Licensing Conditions for inclusion
Appendix 3	Proposed schedule of fees, charges and discounts
Appendix 4	Equality Impact Needs Assessment ( <i>Will be provided after consultation</i> )