Hillingdon Homelessness and Rough Sleeping Strategy 2026 to 2030

HILLINGDON
LONDON

Contents

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.

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.

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        1 Prevent
          homelessness


4 Sustain                    2 Intermediate
  tenancies                    accommodat-
                               ion


          3 Settled
            accommodation
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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 on 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.

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[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 phoneline, outreach expansion, and refurbishment of 500 social homes via 'Homes Off the Streets'.

Government Investment Commitments:

£100m for homelessness prevention.

£950m 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.

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.

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

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 Economics[3] 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 CHAIN[4] 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.

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[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:
    - o Enhancing Resident Experience
    - o Managing expectations and process efficiency
    - o Staff support & training
    - o 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.

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Zero households with dependent children in non-self-contained B&Bs at end of March 2025.
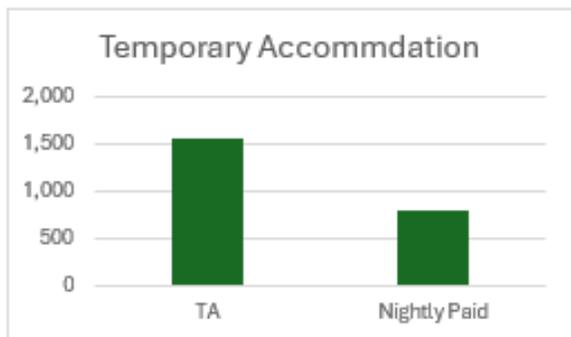
96%

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.

Temporary Accommdation

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

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

Homeless Approaches

TA Bookings

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

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).

Bed Size Need

Main Booking Reasons

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

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

Rough Sleepers

17
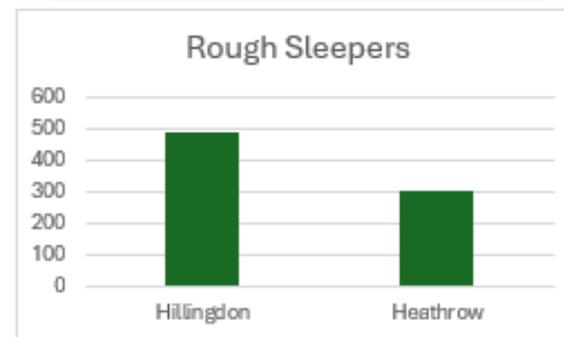
Strategic Priority 1: Resident focused homelessness services

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

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

- 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

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

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 it's 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.

- **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		

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

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 homeliness 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
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