

# Homelessness and Rough Sleeping Review 2025

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## Executive Summary

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

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

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

## Key findings

### Recent and future developments impacting on Homelessness and Rough Sleeping

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

## Homelessness and related data

### *England January to March 2025*

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

### *Hillingdon data April 2024 to Mar 2025*

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

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

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

## Homelessness Challenges and Priorities

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

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

# 1. Introduction

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

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

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

## Changes since our last Homelessness and Rough Sleeping Strategy

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

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

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

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

### **Affordability, private rental market and cost of living**

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

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

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

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

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

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

In London, a joint study by Savills and the London School of Economics found that the availability of private rented homes has dropped by 41% since 2017, with the steepest decline in larger properties<sup>3</sup>. The research shows that only 5% of listings were affordable to households relying on Local Housing Allowance (LHA) in mid-2024, despite a nominal LHA rate increase. The contraction is most severe in the most affordable areas, where rental stock is disappearing fastest. This has profound implications for homelessness prevention, as boroughs increasingly struggle to source suitable accommodation. The reports call for urgent government intervention, including raising LHA rates, offering fiscal incentives to landlords, and funding public acquisition of rental stock to stabilise the market and vulnerable renters.

## **Developments in Housing Case Law**

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

Croydon LBC v Imam reinforced that financial constraints do not absolve councils from their statutory obligations, with the Supreme Court affirming that mandatory orders can compel compliance unless robust justification is provided<sup>4</sup>.

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

## **Increase in number of asylum seekers**

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

<sup>4</sup> [Key Supreme Court judgment concerning... - Landmark Chambers](#)

<sup>5</sup> [Homelessness duties for local authorities - Birketts](#)

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

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

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

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

## **Future changes affecting homelessness and rough sleeping**

### **The Mayor's Rough Sleeping Plan of Action 2025**

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

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

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

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

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

## **National Government Approach to Homelessness**

The government has in December 2025 published ‘A National Plan to End Homelessness<sup>8</sup>’, it’s Homelessness and Rough Sleeping Strategy and is set to publish a wider Housing Strategy. The Homelessness Strategy is cross-government, to include a focus on prevention and to deliver a long-term plan. The Plan aims (1) to halve rough sleeping within 3 years; (2) to end the use of bed and breakfast as temporary accommodation for families with children beyond the statutory limit of 6 weeks and (3) prevent more households from becoming homeless in the first place. Public investment over the next three years includes a fourth round of the Local Authority Housing Fund which will help to increase the supply of good-quality temporary accommodation. Action to help prevent homelessness includes an additional Homelessness Prevention Grant in the current year, 2025/26, and a new duty on public bodies to work together to prevent homelessness, which is intended to ensure that no-one is discharged from prison, hospital or asylum accommodation without accommodation being available for them. There will also be a review of social housing allocations policy to assess how effectively housing associations and local authorities are using new homes and relets to meet the needs of homeless households.

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

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

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

<sup>8</sup> [A National Plan to End Homelessness](#)

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

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

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

### **New homes delivery across London**

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

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

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

### **Renters' Rights Bill**

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

- Abolish section 21 evictions

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<sup>9</sup> [Affordable homes programmes in London, July 2025](#)

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

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

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

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

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

## **Supported Housing Regulatory Oversight Act 2023 (SHROA)**

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

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

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

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

### **For profit housing providers**

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

## Advances in digital technology

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

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

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

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

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

## 2. Homelessness and related data

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

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

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

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

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

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

## Summary of Statutory Homelessness Data for Hillingdon

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

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

In 2024/25, the ethnic profile of homeless applicants in Hillingdon shows notable disparities when compared to the borough's overall population based on the 2021 Census<sup>10</sup>. White residents, who make up around 48.2% of Hillingdon's population, accounted for only 25.1% of homeless

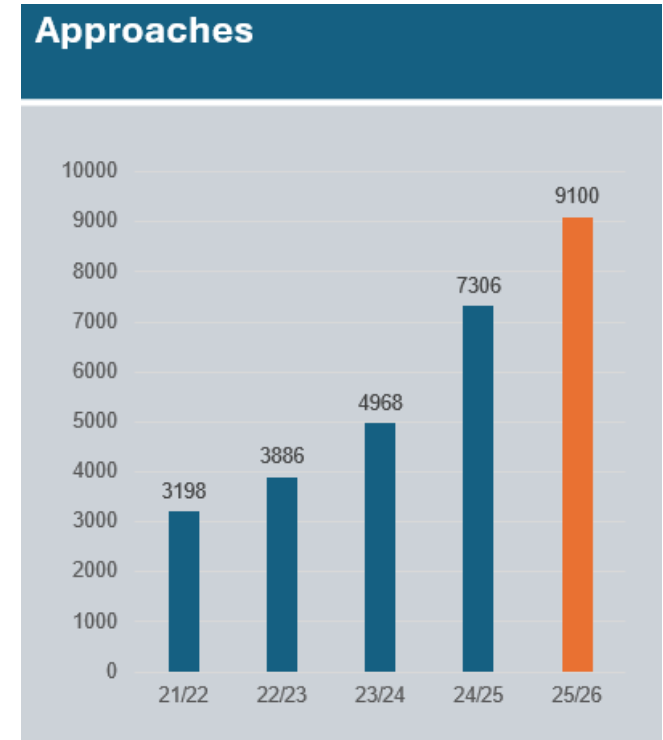
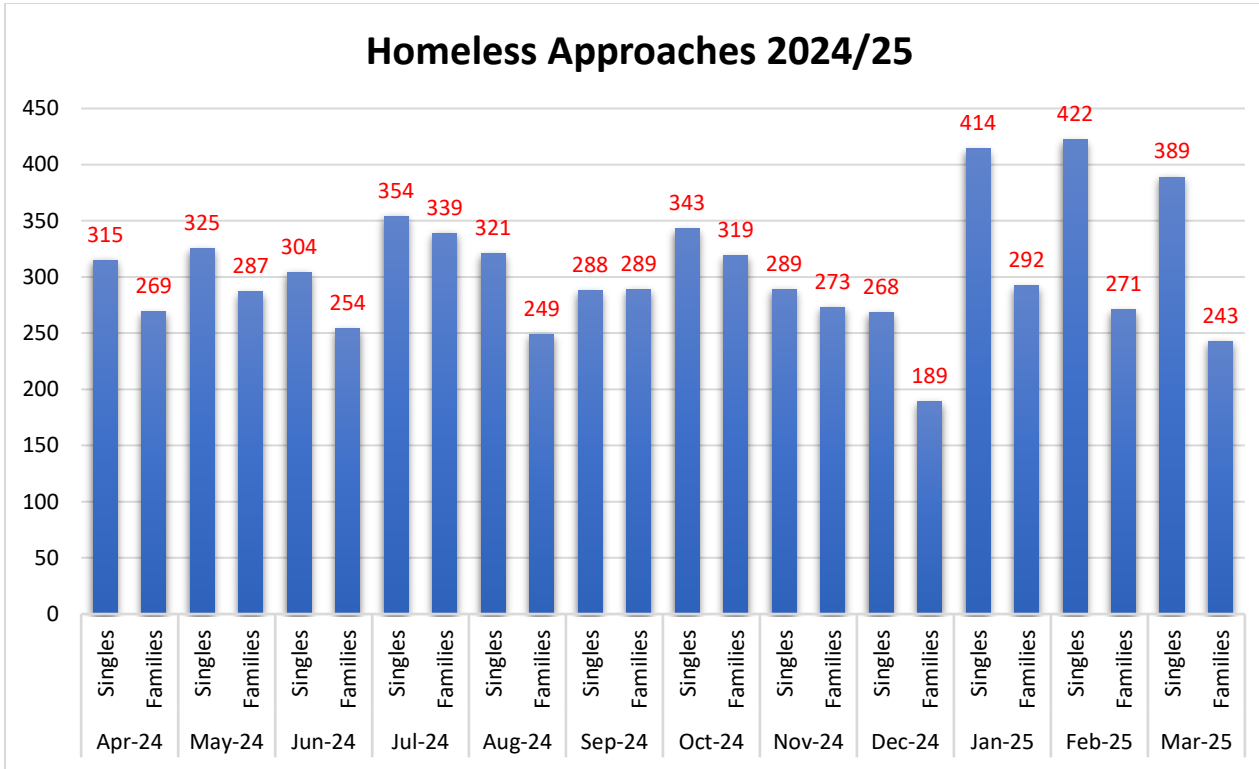
<sup>10</sup> [How life has changed in Hillingdon: Census 2021](#)

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

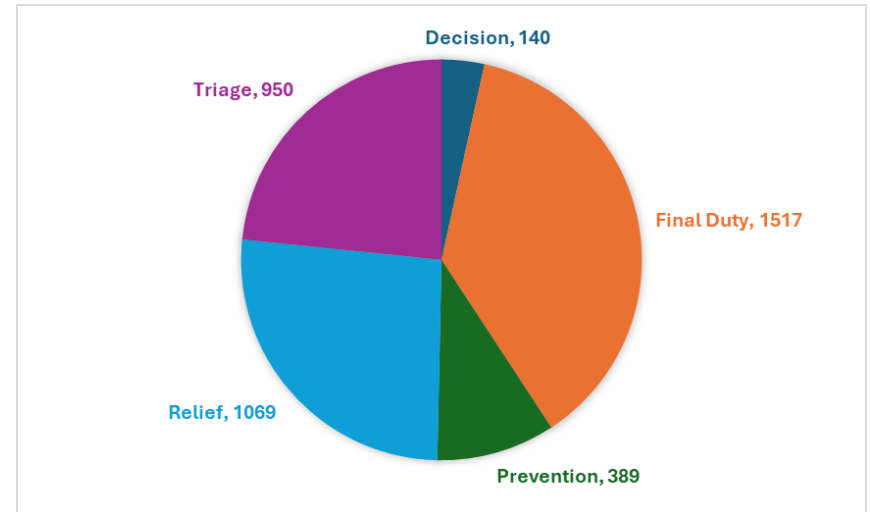
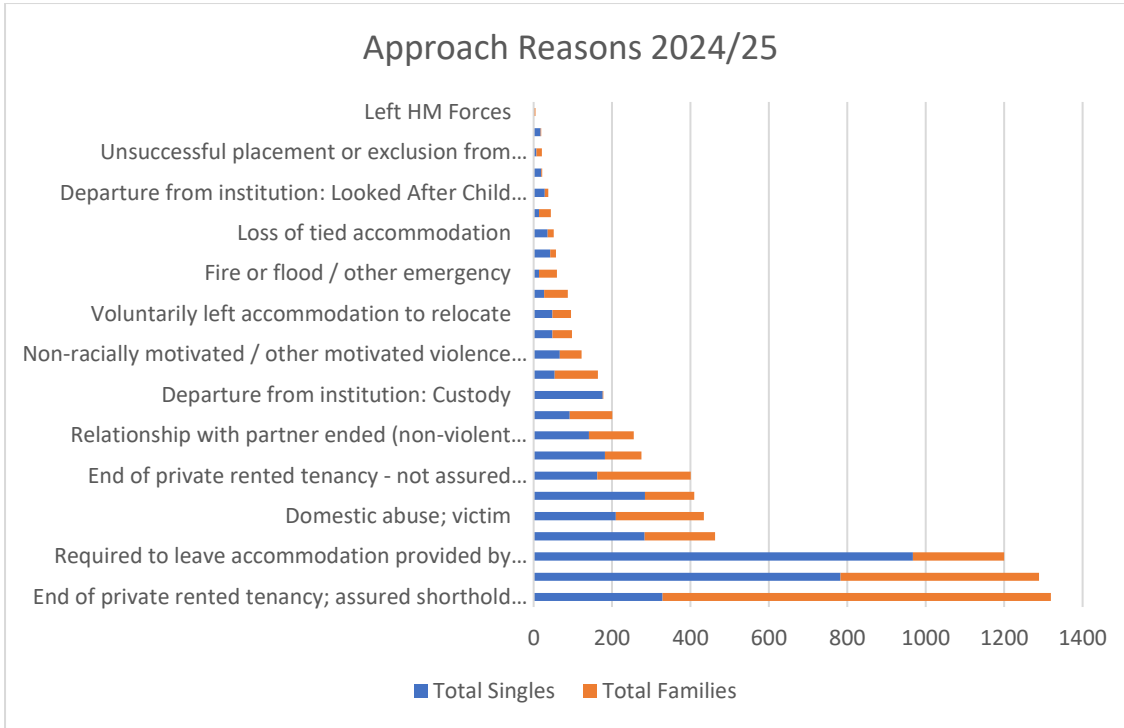
## Homeless Approaches

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

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



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



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

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

## Youth Homelessness

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

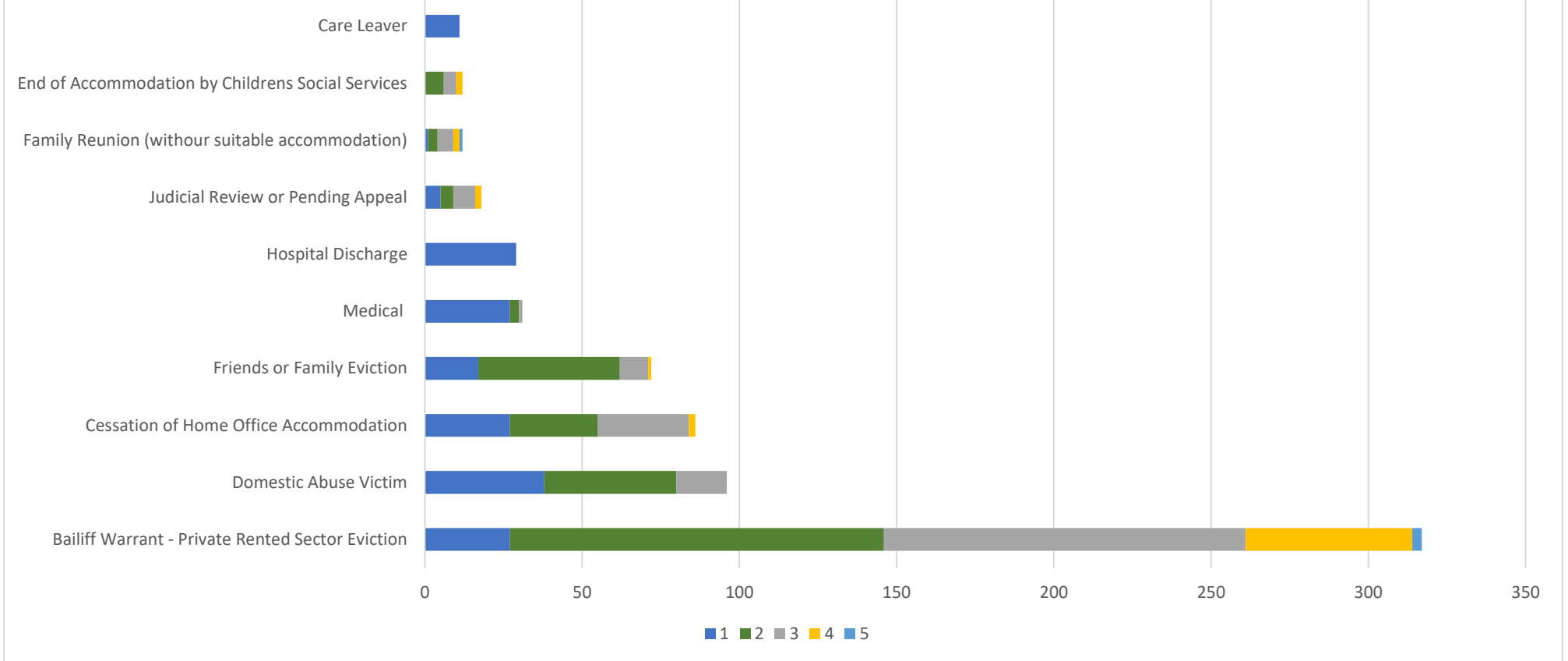
| Main reason for loss of settled home (Top 10)                             | Total |
|---|-------|
| Required to leave accommodation provided by Home Office as asylum support | 279   |
| Family no longer willing or able to accommodate                           | 271   |
| Domestic abuse; victim  | 53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

## Temporary Accommodation/B&B

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

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

### Top 10 Booking Reasons by Bed Size



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

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

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

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

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

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

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



## Housing Register Analysis

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

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

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

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

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

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

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

| <b>Housing Register by Transfers/Beds</b> |                    |               |               |               |               |              |
|---|--------------------|---------------|---------------|---------------|---------------|--------------|
|   | <b>0&amp;1 bed</b> | <b>2 beds</b> | <b>3 beds</b> | <b>4 beds</b> | <b>5 beds</b> | <b>Total</b> |
| <b>Total</b>                              | <b>220</b>         | <b>276</b>    | <b>385</b>    | <b>167</b>    | <b>2</b>      |              |

| <b>Housing Register for Overcrowding for Beds</b> |                    |               |               |               |               |              |
|---|--------------------|---------------|---------------|---------------|---------------|--------------|
|   | <b>0&amp;1 bed</b> | <b>2 beds</b> | <b>3 beds</b> | <b>4 beds</b> | <b>5 beds</b> | <b>Total</b> |
| <b>Total</b>                                      | <b>179</b>         | <b>446</b>    | <b>411</b>    | <b>108</b>    | <b>0</b>      |              |

### Age Bands

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

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

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

| <b>Housing Register by Main Reasons</b> |      |
|---|------|
| Overcrowding                            | 1144 |

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

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

| <b>Homeless households registered prior to 2020</b> |     |
|---|-----|
| Before 2010   | 68  |
| 2010 to 2014  | 92  |
| 2015 to 2019  | 103 |
| 2020 to 2023  | 108 |
| 2024 to present                                     | 36  |

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

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

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

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

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

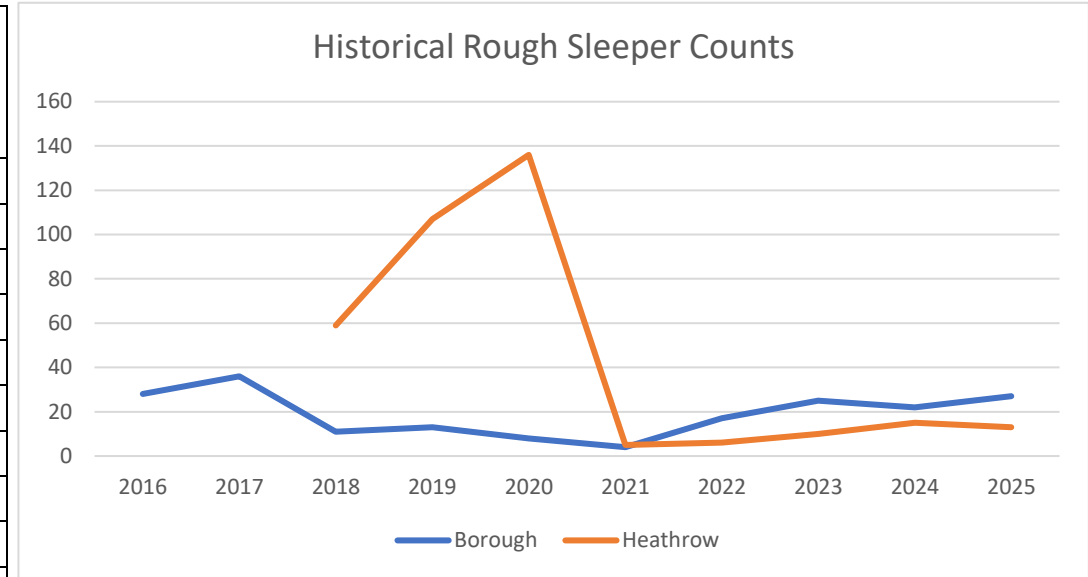
| <b>Ethnicity of Homeless Housing Applicants</b> |                |          |                              |                               |                         |
|---|----------------|----------|------------------------------|-------------------------------|-------------------------|
|   | Whole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

## **Rough Sleepers**

### **Annual Rough Sleeper Count**

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

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



### CHAIN Data

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

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

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

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

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

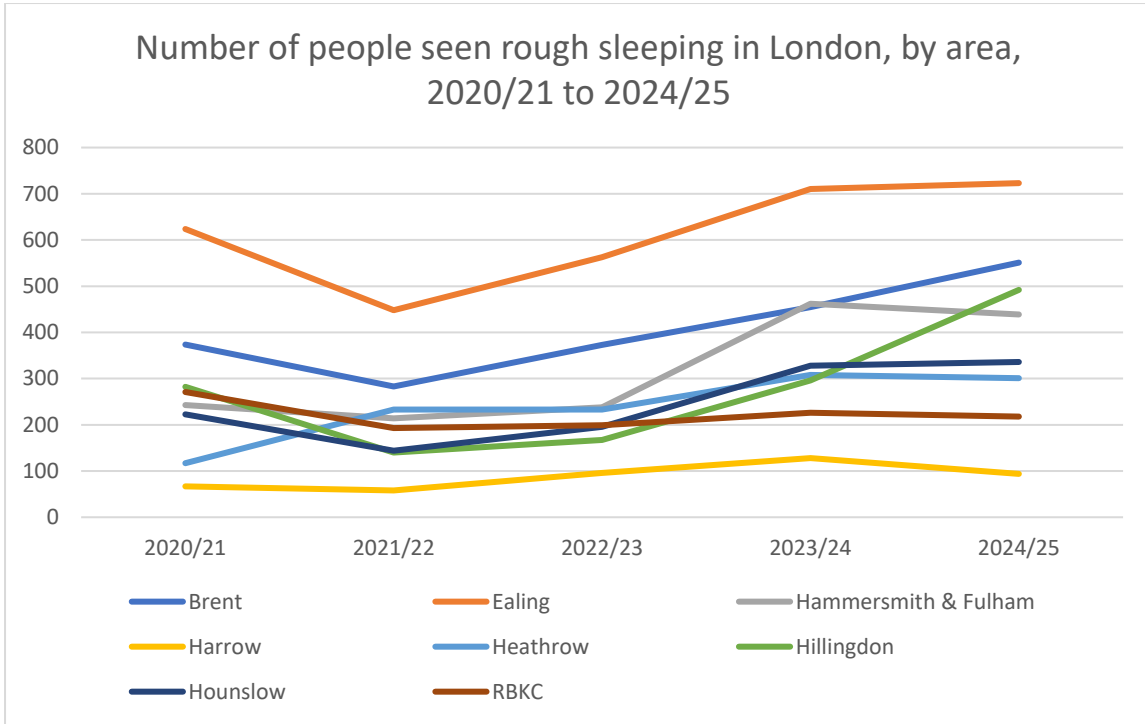
Numbers of rough sleepers have increased quarter by quarter during 2024/25. and numbers are rising. Q1 – 193 Q2 – 205 Q3 – 237 Q4 – 256. Some individuals including our entrenched and complex cohorts are seen bedded down in multiple quarters.

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

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

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

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



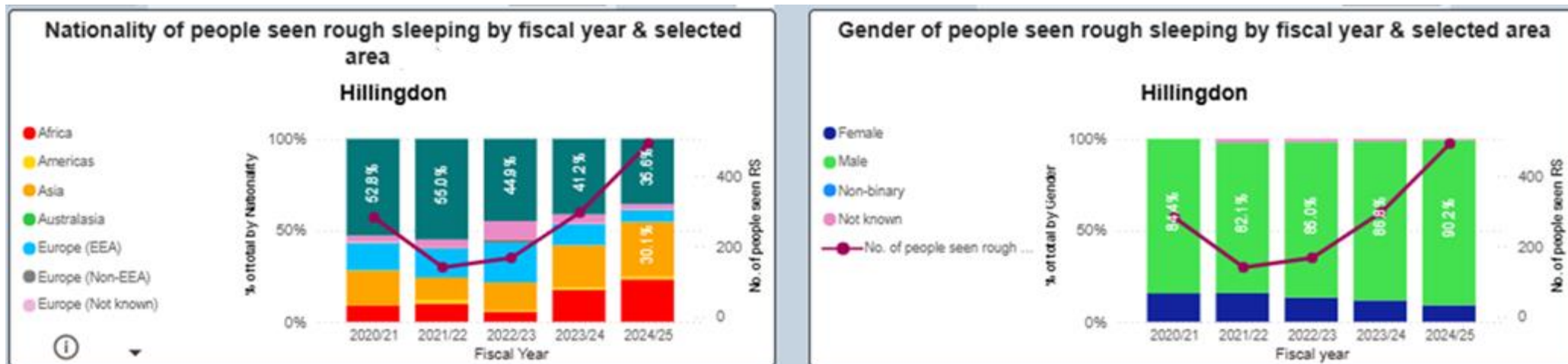
11

### CHAIN Annual Data

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

<sup>11</sup> [Rough sleeping in London \(CHAIN reports\) - London Datastore](#)

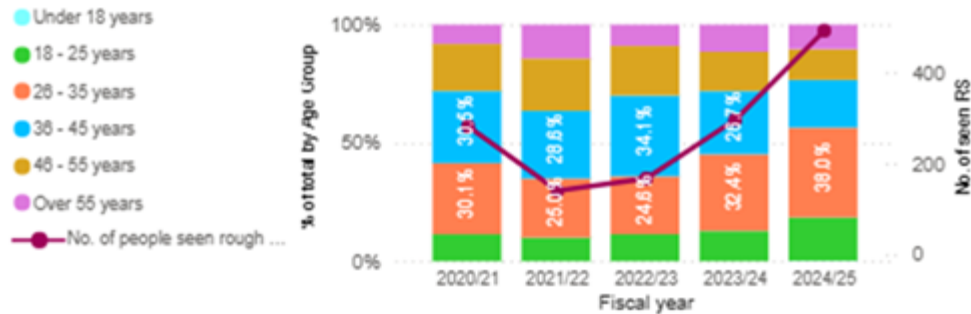
## Hillingdon CHAIN Data



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

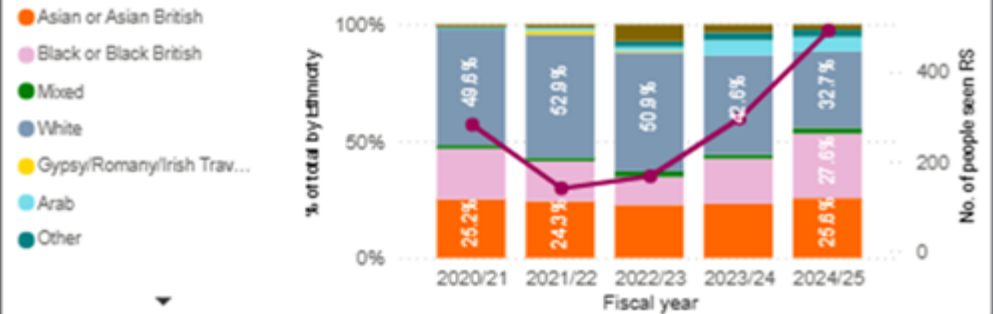
### Age group of people seen rough sleeping by fiscal year & selected area

#### Hillingdon



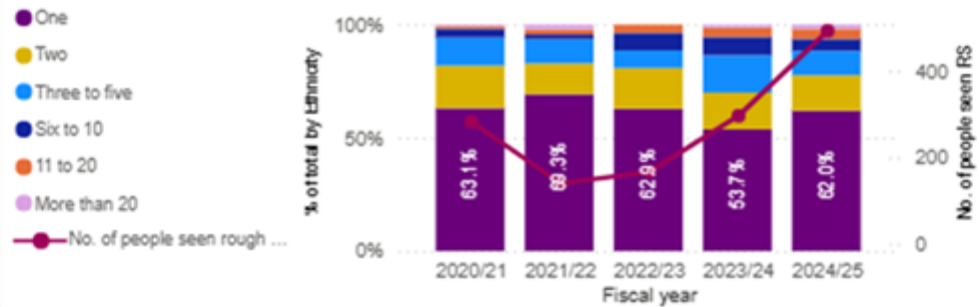
### Ethnicity of people seen rough sleeping by fiscal year & selected area

#### Hillingdon



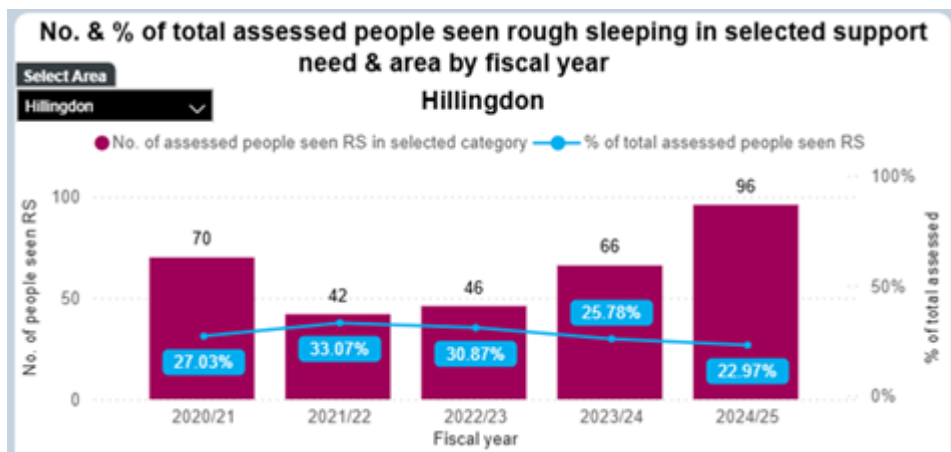
### No. of times people were seen rough sleeping by fiscal year & selected area

#### Hillingdon

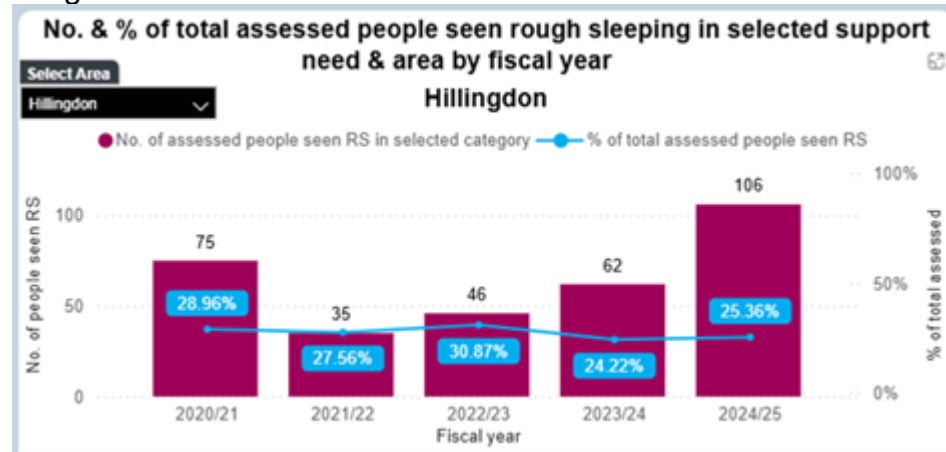


## Support Needs of people seen rough sleeping in Hillingdon by fiscal year

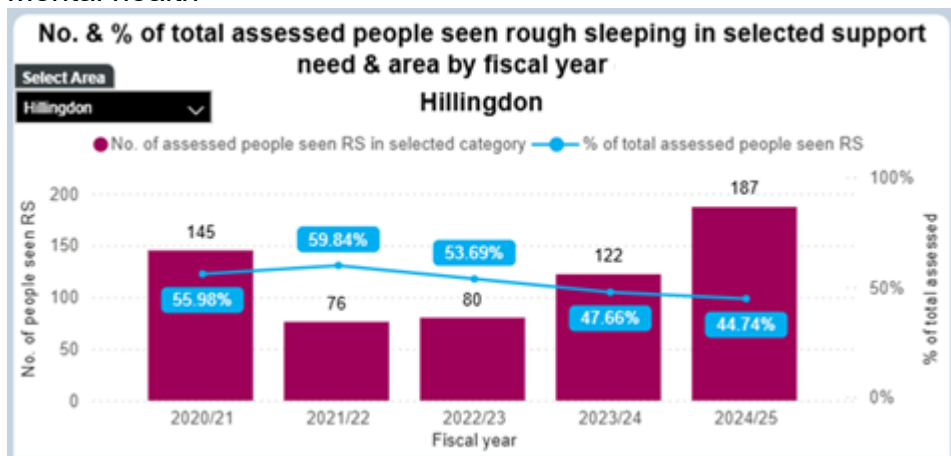
### Alcohol



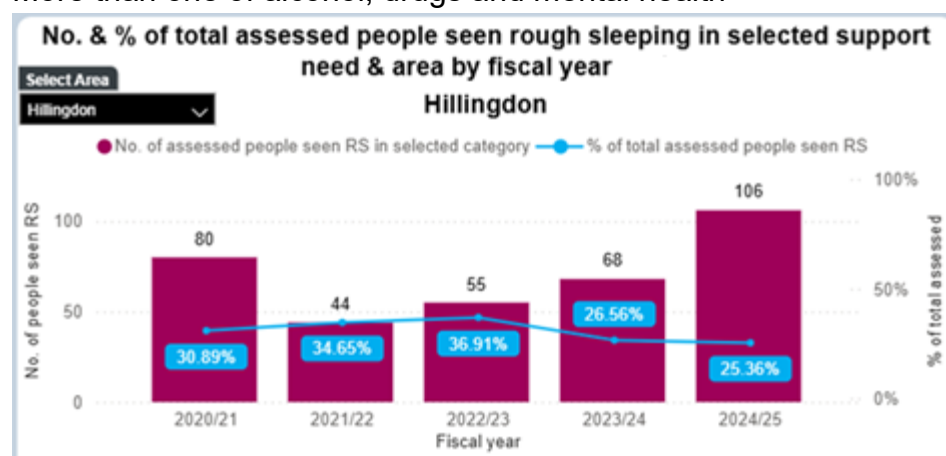
### Drugs



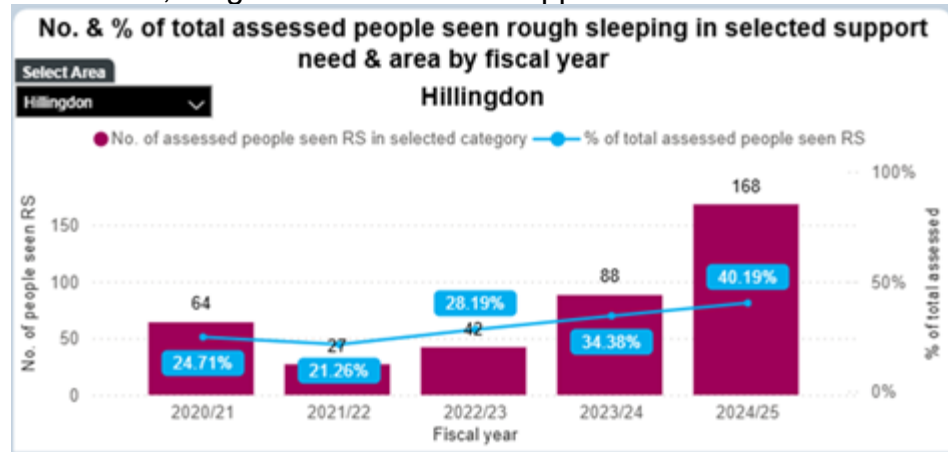
### Mental health



### More than one of alcohol, drugs and mental health



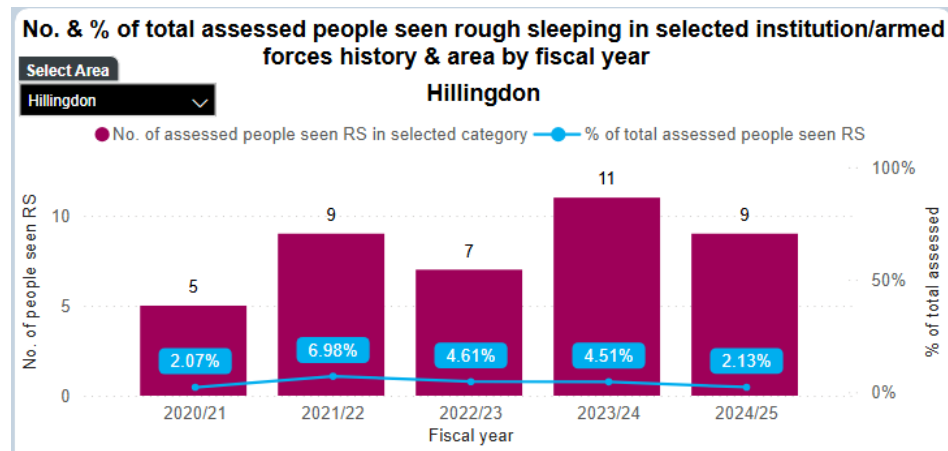
## No alcohol, drugs or mental health support needs



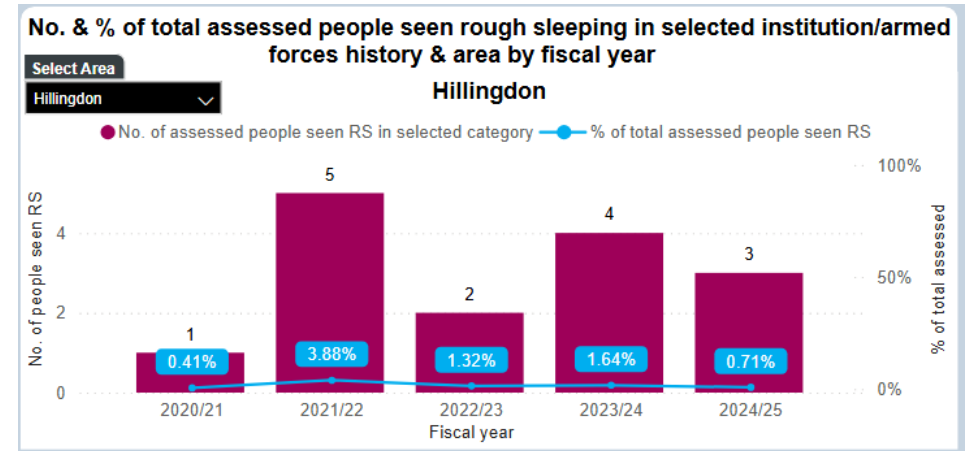
During 2024/25 there were 187 rough sleepers in Hillingdon borough (excluding Heathrow) with a mental health support need, 106 with a drugs related support need and 96 alcohol. There were 106 rough sleepers with more than one support need.

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

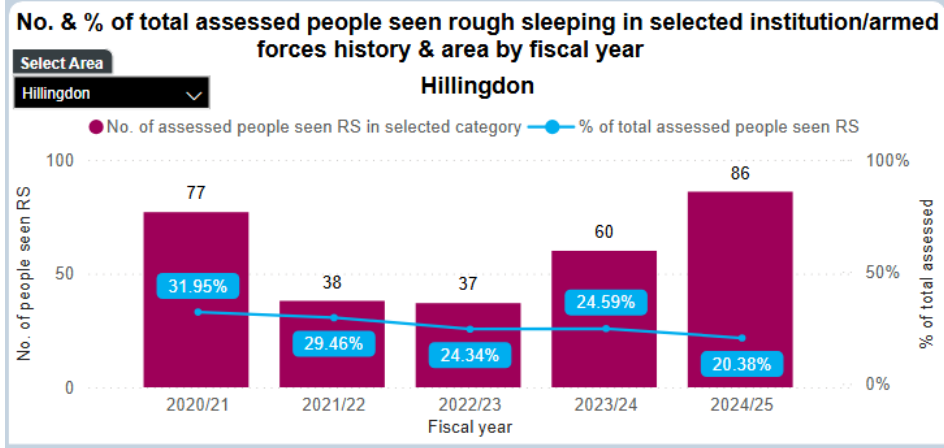
### Armed Forces



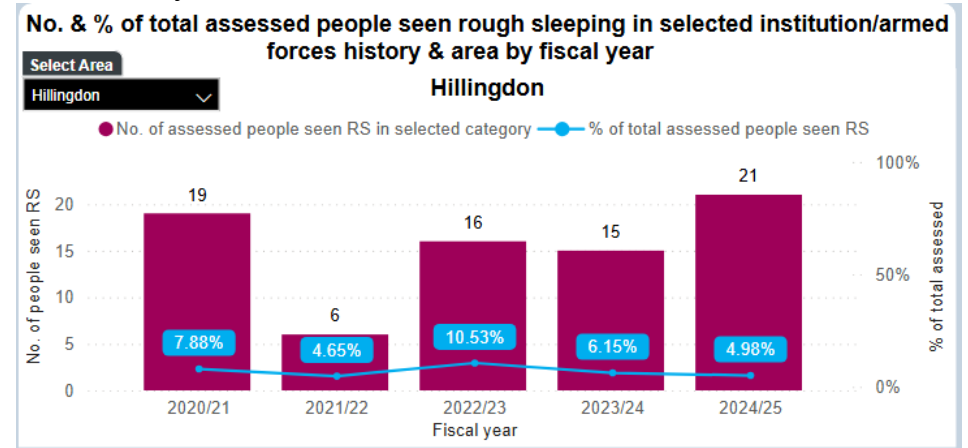
### Armed Forces – UK Nationals



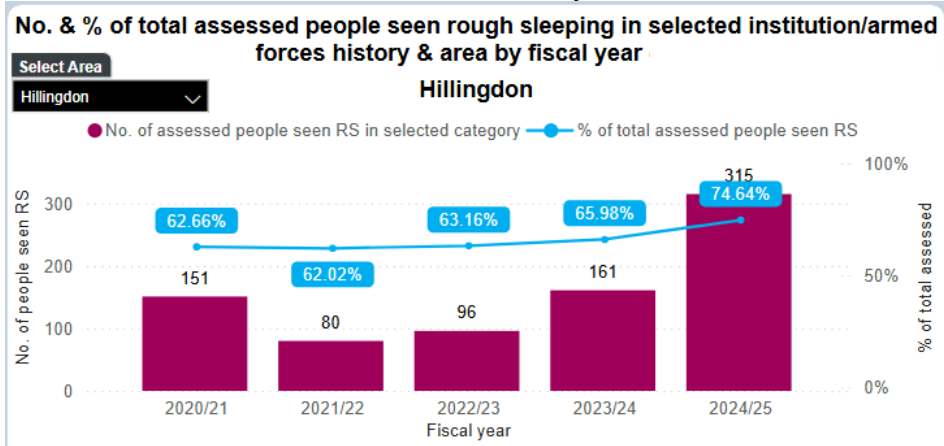
## Prison



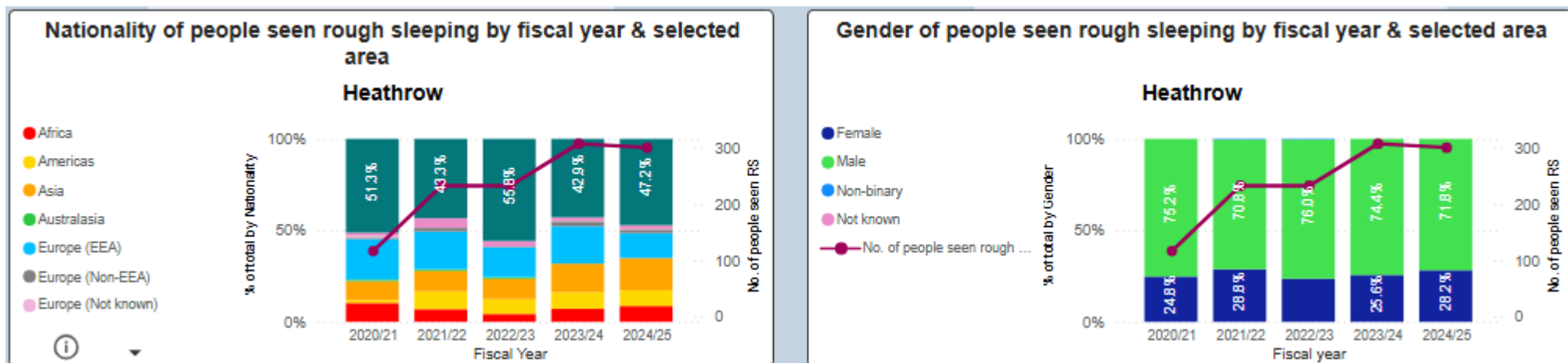
## Care history



## No Armed Forces, Care or Prison History

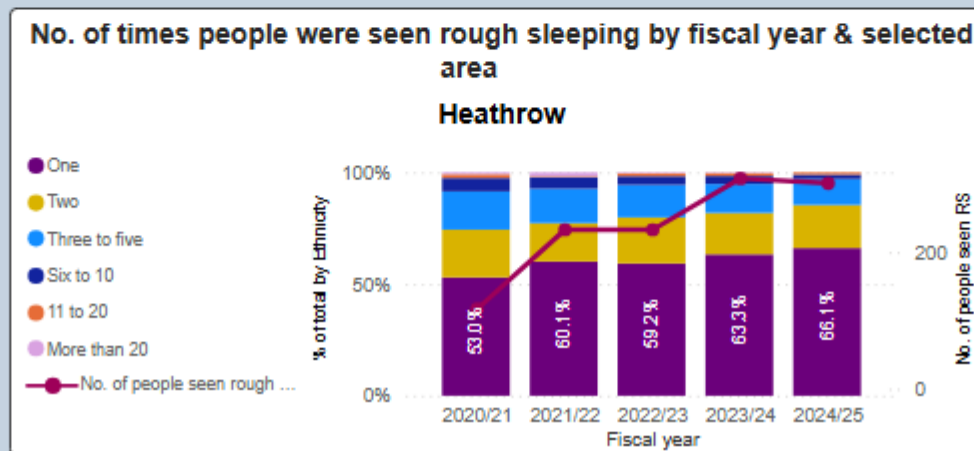
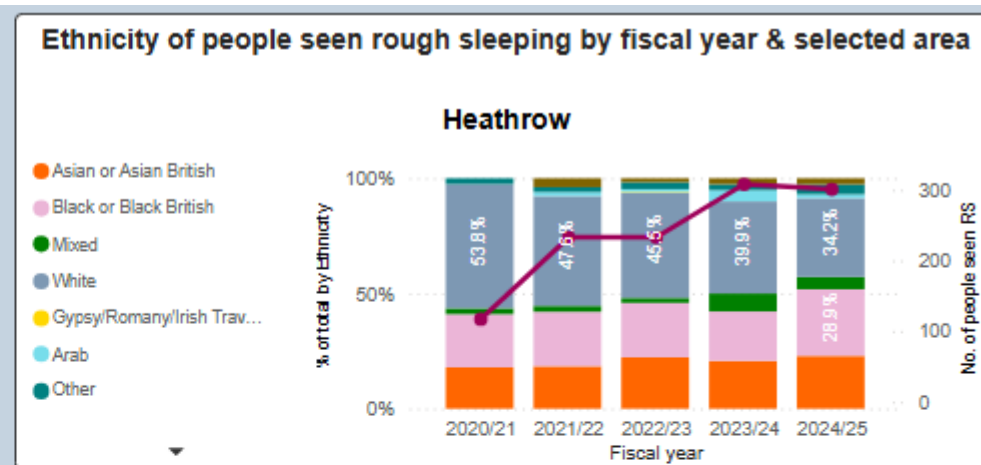
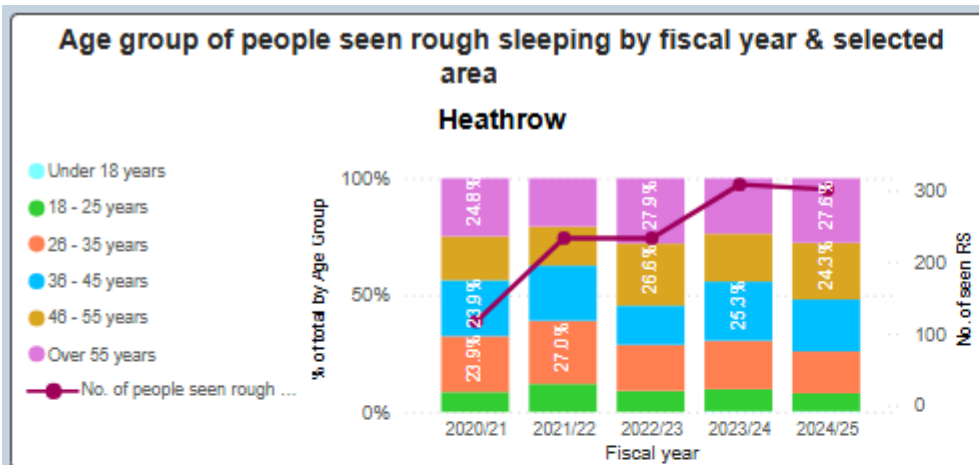


## Heathrow CHAIN Data



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

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

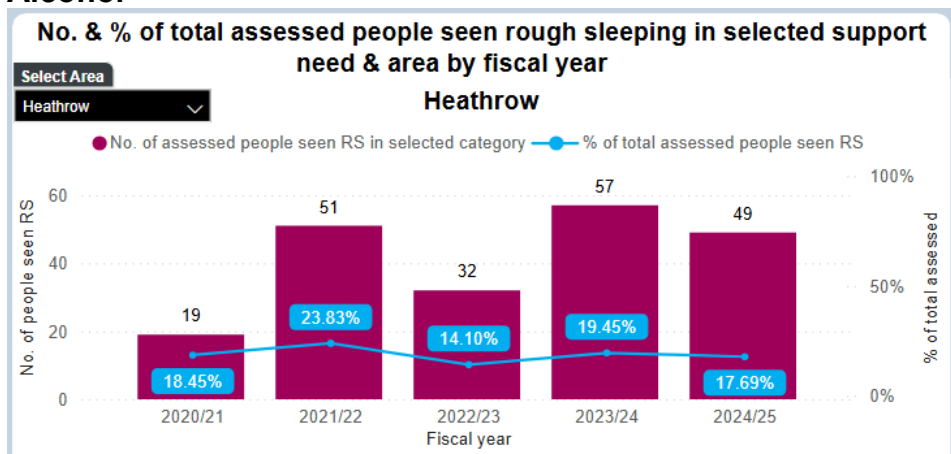


Rough sleeping in Heathrow is most prevalent among individuals aged 26–45 and predominantly among those identifying as White. The frequency chart indicates that most people are seen rough sleeping only once, though a notable minority are seen multiple times. These patterns suggest a recurring but varied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

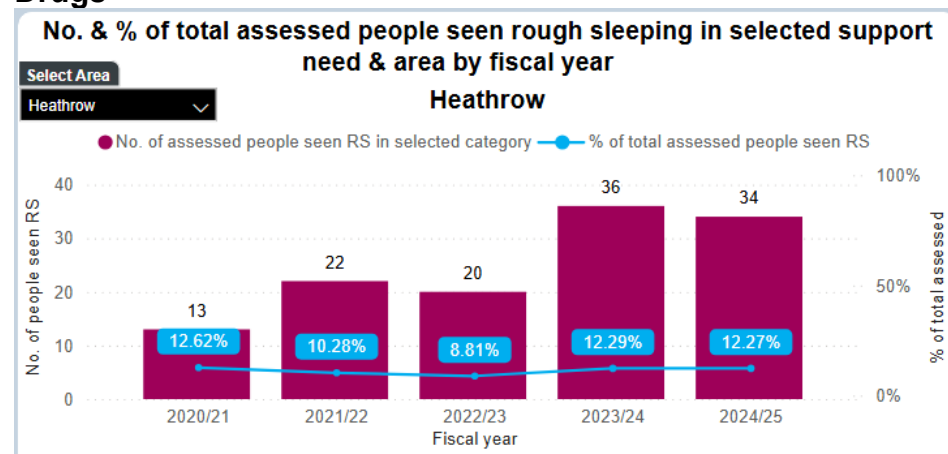
When comparing to in-borough, Heathrow shows a similar age and ethnicity profile among rough sleepers. However, Hillingdon has a slightly higher proportion of individuals seen rough sleeping multiple times, suggesting more entrenched homelessness. These comparisons highlight the need for tailored local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

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

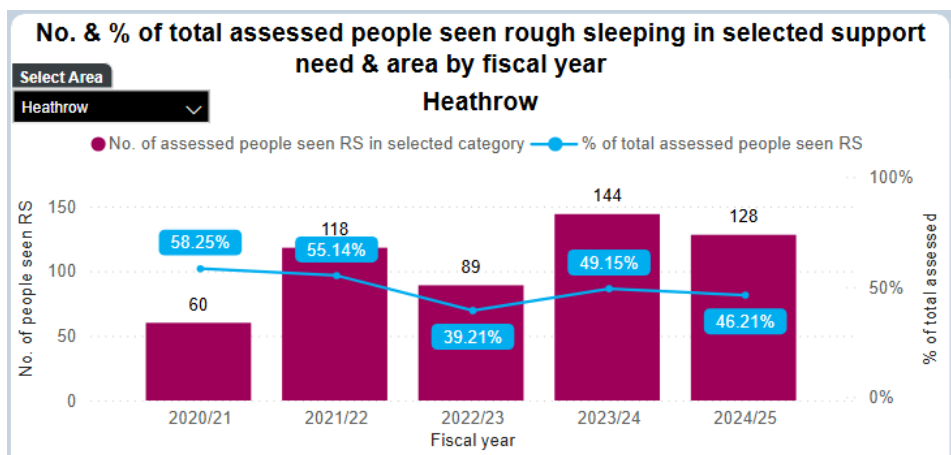
### Alcohol



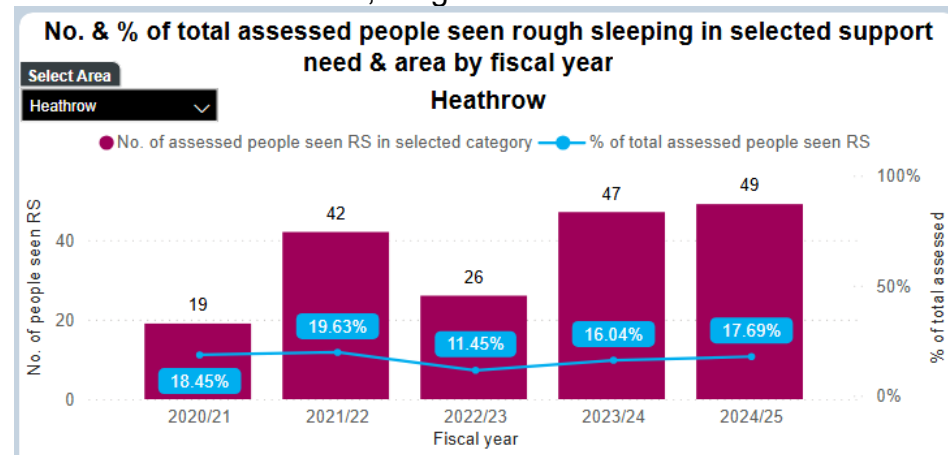
### Drugs



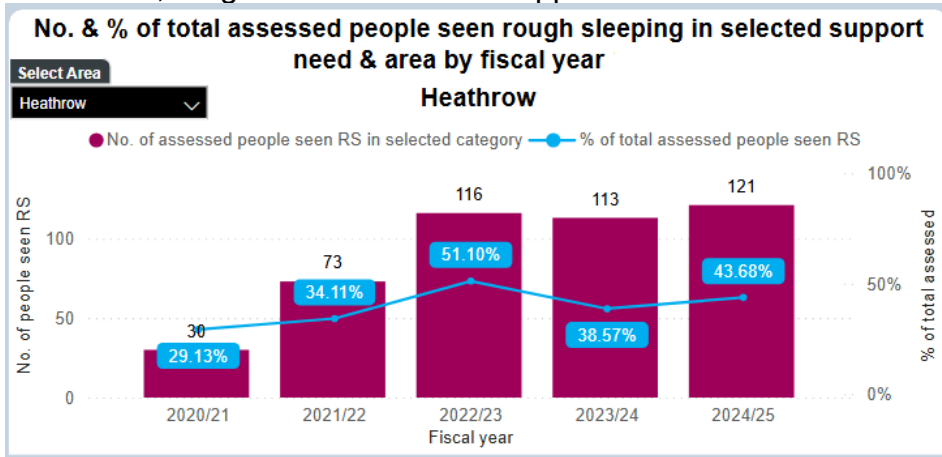
### Mental health



### More than one of alcohol, drugs and mental health

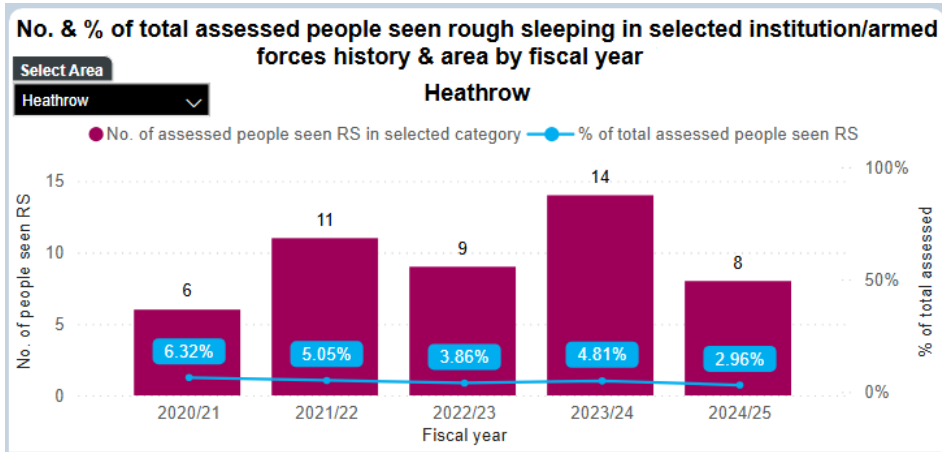


## No alcohol, drugs or mental health support needs

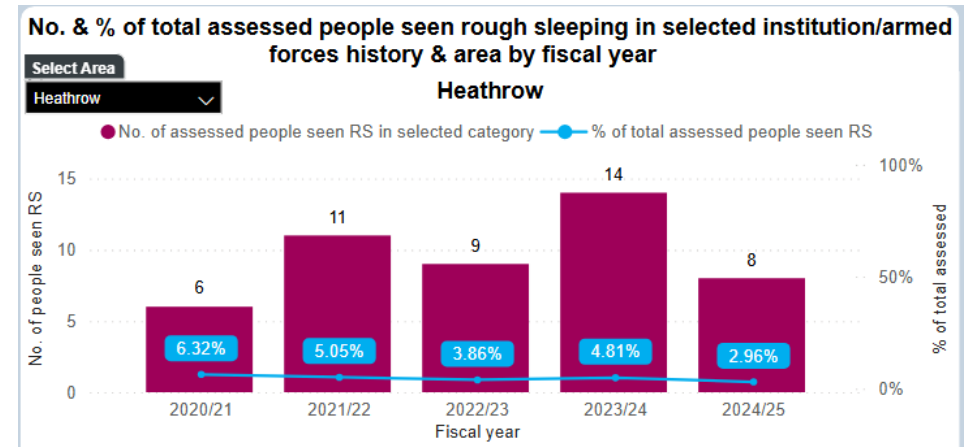


## Institutional & Armed Forces history of those seen rough sleeping by fiscal year

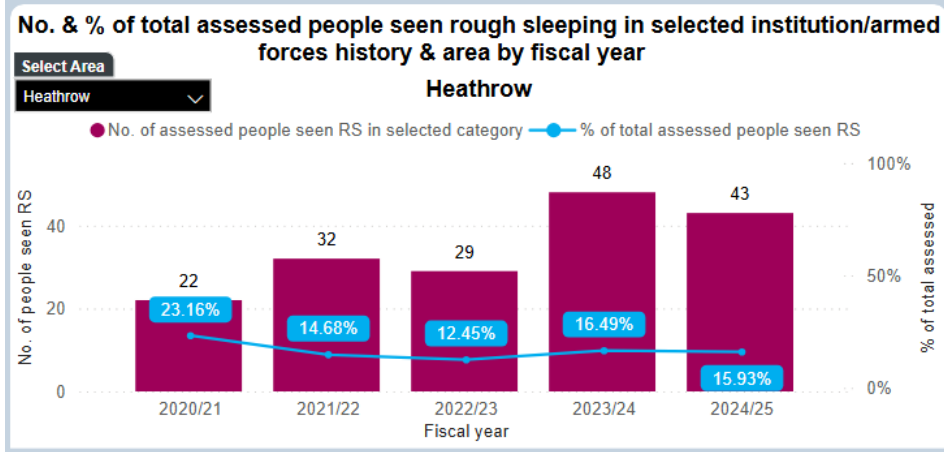
### Armed Forces



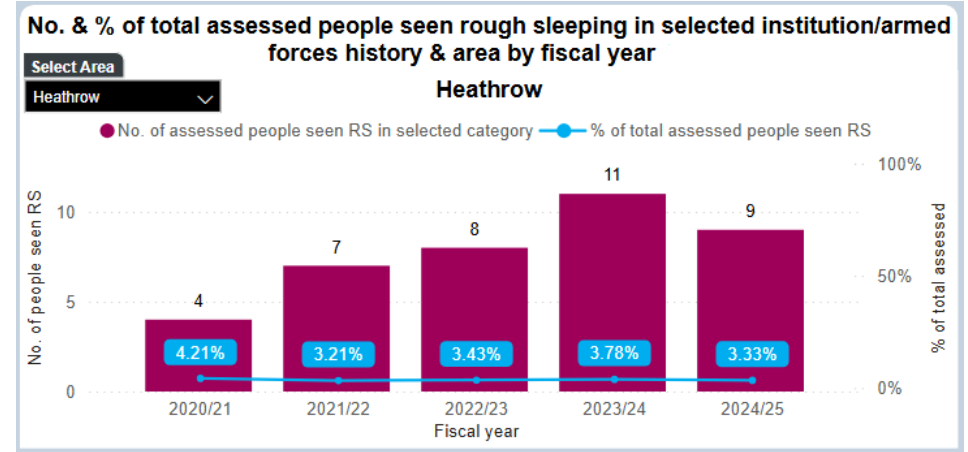
### Armed Forces – UK Nationals



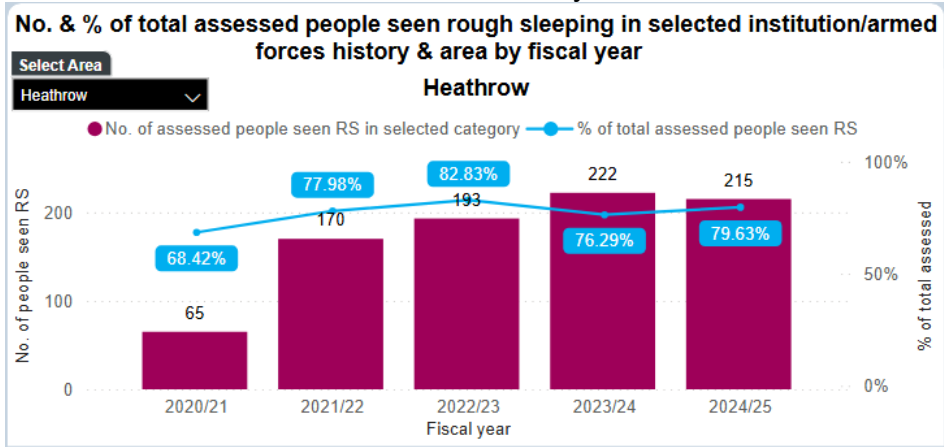
## Prison



## Care history



## No Armed Forces, Care or Prison History



## Target Priority Group

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

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

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

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

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

## Those leaving Home Office accommodation

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

In recent months, the media campaign surrounding the housing of asylum seekers in hotels across the UK; particularly in Hillingdon; has intensified, reflecting growing public concern and political tension. Hillingdon has emerged as a focal point, accommodating approximately 2,238 asylum seekers in contingency hotel accommodation as of the end of March 2025<sup>12</sup>. This figure represents the highest concentration of asylum seekers in any London borough and nearly one-tenth of the national total housed in hotels<sup>13</sup>. Most of the asylum population is single people. The borough's

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<sup>12</sup> [https://consent.yahoo.com/v2/collectConsent?sessionId=3\\_cc-session\\_fb28dbae-2264-49f4-a0db-9cc7b28944ff](https://consent.yahoo.com/v2/collectConsent?sessionId=3_cc-session_fb28dbae-2264-49f4-a0db-9cc7b28944ff)

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

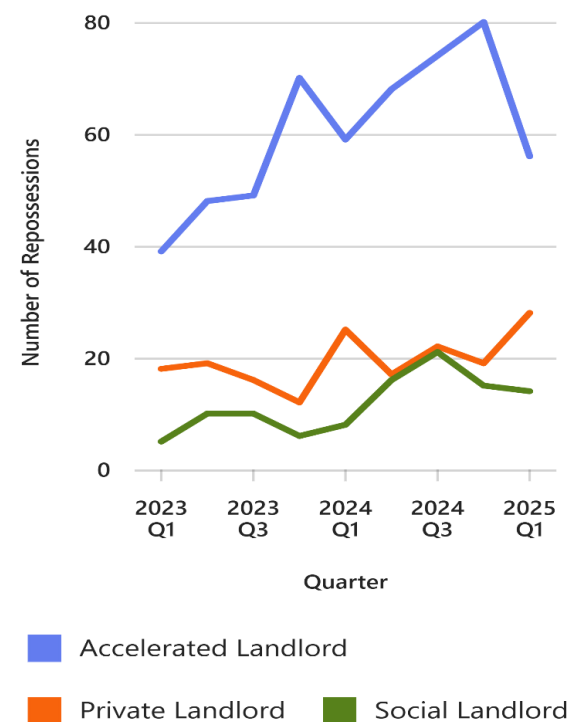
status as a port authority, due to its proximity to Heathrow Airport, has further compounded pressures, with a significant number of arrivals - including families from Chagos Islands seeking support without onward travel plans.

Hillingdon Council has publicly criticised the government's approach, citing inadequate funding and the disproportionate burden placed on local services. The council is currently spending over £5 million annually to support individuals evicted from Home Office accommodation, with the cumulative cost exceeding £16 million<sup>14</sup>. Alarming, a growing number of these evicted asylum seekers are becoming street homeless, as the council struggles to meet statutory obligations amid funding shortfalls and rising demand. The situation has prompted calls for a national dispersal strategy and equitable funding to prevent further strain on local resources and to mitigate the risk of entrenched homelessness among vulnerable migrant populations.

## Court Action Statistics

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

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



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

## Private Rental Costs and Local Housing Allowance

### LHA vs Average Private Rent (Monthly) – West London Boroughs (July 2024 – June 2025)<sup>15</sup>

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

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

## Homelessness demand

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

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

Our homelessness demand is made up of:

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

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

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

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

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

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

### 3. Homelessness Resources

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

The breakdown of the allocation across programmes is:

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

#### Homeless Prevention Grant

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

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

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

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

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

### **Rough Sleeping Prevention and Recovery Grant**

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

### **Emergency Accommodation Reduction Pilots**

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

### **Rough Sleeping Drug and Alcohol Treatment Grant (RSDATG)**

RSDATG funds specialist drug and alcohol treatment and support services.

The purpose of the funding is to:

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

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

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

## **Top up Homelessness and Rough Sleeper funding**

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

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

## **Additional grant funding programmes**

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

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

## **Future Homelessness and Rough Sleeping Grant Funding**

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

## 4. Prevention of Homelessness

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

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

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

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

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

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

### Trinity

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

### **P3: People, Potential, Possibilities**

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

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

#### *Homeless Advice Services*

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

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

### **Heathrow Travel Care**

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

### **ARCH (Addiction, Recovery, Community, Hillingdon)**

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

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

### **Thames Reach**

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

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

### **Domestic Abuse Victims**

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

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

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

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

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

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

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

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

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

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

## 5. Housing Supply and Homelessness Support

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

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

### Social Housing Lettings

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

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

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

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

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

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

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

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

## Property Acquisitions

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

|              |                          | <b>Studio</b> | <b>1 bed</b> | <b>2 bed</b> | <b>3 bed</b> | <b>4 bed+</b> | <b>Total</b> |
|--------------|--------------------------|---------------|--------------|--------------|--------------|---------------|--------------|
| Acquisitions | Mayors refugee programme | 0             | 0            | 0            | 0            | 1             | 1            |
|              | LAHF3                    | 0             | 0            | 0            | 13           | 2             | 15           |
|              | SHAP                     | 0             | 0            | 10           | 0            | 0             | 10           |
|              | Buybacks                 | 0             | 1            | 3            | 19           | 4             | 27           |

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

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

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

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

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

## New housing development and regeneration

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

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

16-23

Hayes Town Centre  
Avondale

21-26

Falling Lane  
Vernon Drive  
Hayes Town Centre additional units  
Haydon Drive

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

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

|                      |            |          |           |           |           |           |          |            |
|----------------------|------------|----------|-----------|-----------|-----------|-----------|----------|------------|
| <b>Total</b>         | <b>RP</b>  | <b>1</b> | <b>45</b> | <b>29</b> | <b>43</b> | <b>4</b>  | <b>0</b> | <b>122</b> |
| <b>Overall Total</b> | <b>All</b> | <b>9</b> | <b>77</b> | <b>83</b> | <b>60</b> | <b>10</b> | <b>0</b> | <b>239</b> |

\*WC = Wheelchair accessible

\*\* Temporary Accommodation

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

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

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

### Private Rented Sector

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

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

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

## Single Homeless Supported Accommodation

### Trinity

#### Trinity shared houses

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

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

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

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

#### Olympic House 2024/25

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

Move-on to:

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

Support Needs:

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

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

|                    |     |
|--------------------|-----|
| Hospital treatment | 12% |
|--------------------|-----|

## Riverside

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

## YMCA

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

## St Mungo's

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

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

### **Rough Sleeping Accommodation Programme (RSAP)**

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

## 6. Homelessness Challenges and Priorities

### Temporary Accommodation (TA) Strategy and Action Plan

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

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

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

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

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

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

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

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

Key findings included:

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

### Select Committee Recommendations

#### *Enhancing Resident Experience*

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

### *Managing Expectations and Process Efficiency*

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

### *Staff Support & Training*

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

### *Partnerships and Collaboration*

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

## Findings from Stakeholder Engagement

### External Partners and Colleagues

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

### Front line Housing Needs and Homelessness Staff – Group 1

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

### **Front line Housing Needs and Homelessness Staff – Group 2**

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

### **Front line Housing Needs and Homelessness Staff – Group 3**

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

### **Front line Housing Needs and Homelessness Staff – Group 4**

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

### **Front line Housing Needs and Homelessness Staff – Group 5**

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

### **Front line Housing Needs and Homelessness Staff – Group 6**

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

## **Housing Needs Seniors and Housing Colleagues in other Housing Teams**

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

## **Related services council colleagues**

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

## Housing Needs Managers

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