City of Westminster

Westminster Housing Strategy 2026-2031 SUMMARY

Draft for Consultation



FAIRER WESTMINSTER



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Foreword

Everyone deserves a decent, safe, and affordable place to live. Making that a reality for all residents has been central to our Fairer Westminster Strategy since 2022.

This has not been easy. Westminster's position at the heart of London means we face the highest levels of rough sleeping in the UK, limited land for new homes and soaring private rents.

Tackling these challenges has shown us they cannot be solved in isolation. A shortage of social homes increases pressure on temporary accommodation; poor conditions in the private sector push more people into homelessness; and the strain on council services grows. The human cost of eviction or unsafe housing is immense, and we all share responsibility for change.

That is why this overarching Housing Strategy is so important. It brings together every aspect of housing in Westminster - linking council services, partners and residents in a joined-up approach to improve and increase local housing. It also positions the council to seize opportunities created by the government's new investment in affordable housing and reforms to renters' rights, short-term lets and leasehold arrangements.

We have already shown what is possible. Between 2022 and 2030, over 2,000 high-quality, sustainable homes are set to be delivered, including more than 1,100 for social rent - an additional 352 thanks to our Truly Affordable Housing Strategy and partnership with the Mayor of London, from whom we've secured £120m in additional funding since 2022. We've also set in motion the work to deliver the next generation of social and truly affordable homes, looking at sites across Westminster with development potential in terms of feasibility, deliverability and desirability for our communities.

Our strengthened planning policies now prioritise affordable housing in new developments. Through our Housing Compact, we are working with partners to both deliver new affordable homes and raise standards for all social tenants. As a place maker and planning authority, we are ensuring all parties in Westminster play their part in addressing the housing crisis.

For our own housing stock, we are transforming how we handle repairs, resident engagement and complaints. We have opened four new estate offices, introduced fairer tenancy and allocation policies, launched a Rent Support Fund, and created some of the most generous leaseholder payment plans in the country. While there is more to do, achieving the top C1 grade from the Social Housing Regulator reflects significant progress.

We are doing everything we can to prevent and reduce homelessness, which has sadly increased amid the cost-of-living crisis. Bringing the Housing Solutions Service in-house has strengthened our response, and last year we secured 1,000 new properties for temporary accommodation. This year, we have committed £8.2m to rough sleeping initiatives - more than any other council.

To support private renters, we launched a Private Rented Sector Tenants' Charter, and our new Selective Licensing Scheme means most private homes in Westminster will now be licensed - ensuring renters live in safe, well-managed properties with stronger protections.

We know there is still more to do to ensure every Westminster resident has a home they can be proud of. This Strategy sets out our vision to build on the progress made so far and continue making housing fairer, safer and more affordable for everyone.



Councillor Liza Begum
Cabinet Member for Housing Services



Councillor Ellie Ormsby
Cabinet Member for Regeneration and Renters

Introduction and our priorities

Over the last three years, much has been done to help make a Fairer Westminster and creating Fairer Housing is an essential part of this as good quality, stable and affordable housing can impact on every aspect of life.

This Strategy highlights what we've been doing and our plans for the next five years. It centres around five priorities which have been identified from consulting and engaging with residents and stakeholders and also by taking into account the unique make up of Westminster and the priorities of government and the Mayor.



PRIORITY 1

Supplying the homes that Westminster needs and increasing the supply of social rent homes.



PRIORITY 2

Preventing homelessness and rough sleeping.



PRIORITY 3

Providing good quality and well managed homes for our tenants and leaseholders.



PRIORITY 4

Ensuring a well run, well managed and good quality private rented sector.



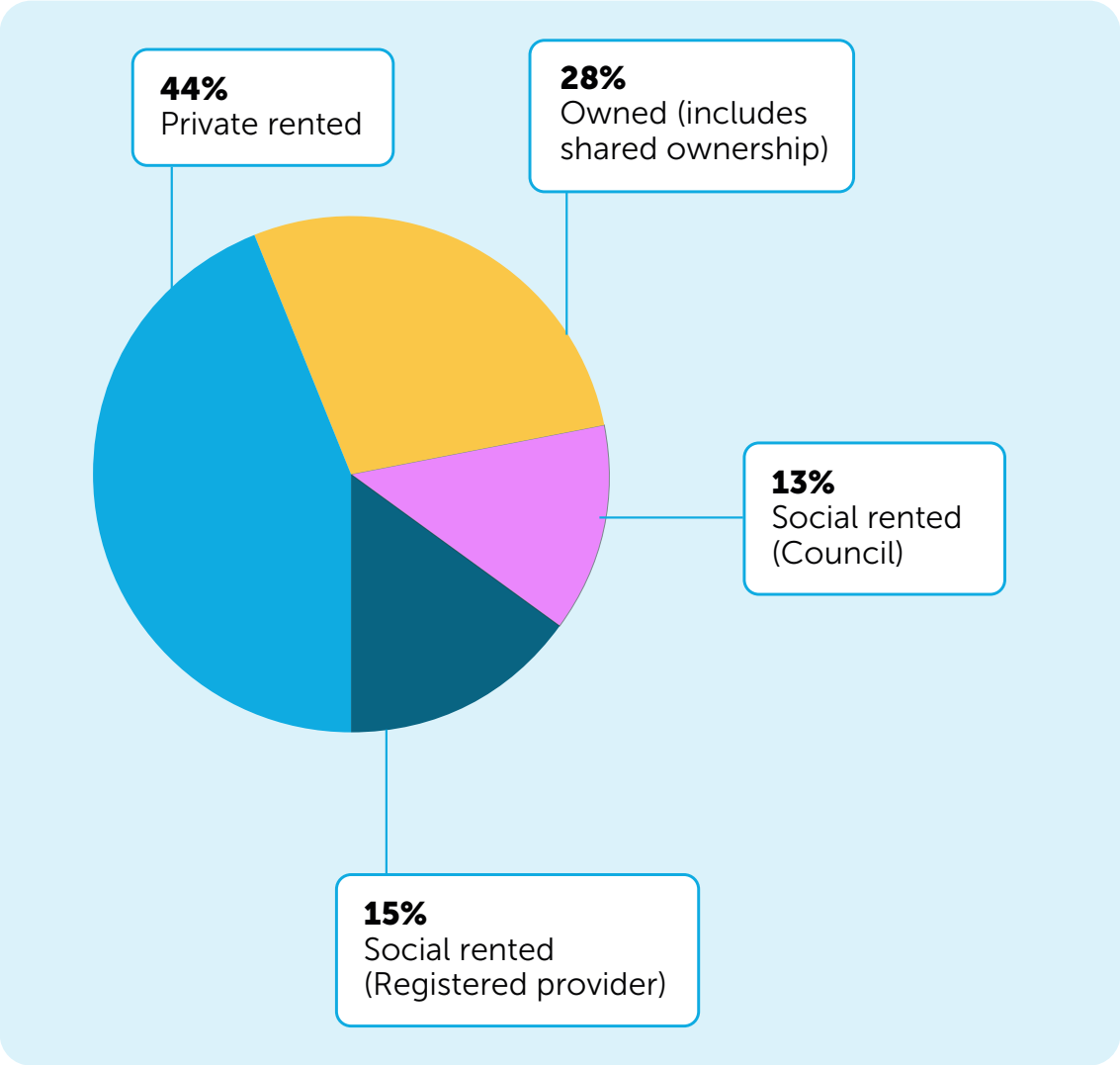
PRIORITY 5

Working together to make homes and housing services fit for the future.

The housing context in Westminster

Westminster is an unusual place and a city of contrasts. Its population is diverse, with numerous languages spoken and every year 25%–30% of residents move in or out of the city. Like the rest of London, the number of families living in the city is reducing. There are considerable inequalities - and an eighteen-year difference in life expectancy for men and a nine-year difference for women - between those living in poorer and richer wards[1].

Twenty-six per cent of housing is estimated to not be occupied by full time residents and there are high numbers of second homes and short term lets like Airbnb. Unlike other parts of London, Westminster has a very large private rented sector and relatively low rates of homes which are owned. Social housing makes up 28% of housing with around half of these homes owned by around 40 registered providers (housing associations).



Westminster homes tend to be smaller, older and more likely to be flats in blocks than the London average. Housing is expensive with prices beyond the means of many residents, even the cheapest flat can cost £604k to buy and £2.8k per month to rent privately.

PRIORITY 1:

Supplying the homes that Westminster needs and increasing the supply of social rent homes

Our aim: We want Westminster to be a place where there are good quality homes to meet all needs and where the supply of truly affordable homes is increased. Central to this is increasing the number of social rent homes, where need is highest. We also want housing to be prioritised for residents – we don't want homes being left empty for long periods or used extensively as short lets.

Challenges and opportunities

Developing new homes

Providing the homes that Westminster needs (985 each year) is a big challenge, particularly when the greatest need is for affordable homes and social homes in particular.

Types of affordable housing



Social: homes with relatively low rents (much lower than market rents) which are owned by a council or registered provider (housing association) and let to people on housing lists.

Evidence shows 723 new homes would be needed each year to accommodate the 6,800 households on the housing list and to meet future need (72% of households on the list are homeless).



Intermediate: these are generally homes to rent in Westminster. Rents are higher than for social housing but less than market rents.

Evidence shows 178 would be needed each year to accommodate the 3,240 households on the intermediate housing register and to meet future need.

Building new homes in Westminster is difficult as land is limited, new buildings must fit in with the area's historic character and there are different priorities to balance. Providing affordable homes also depends on private developers, who must follow planning rules to include affordable homes and currently they are developing less homes than in the past. Developing new affordable housing is expensive and the council also needs money from private homes to help pay for building affordable ones.

Although the market is currently difficult, we are in a good position to act when it changes as the council has a good record of developing new homes and as government has made developing new housing a priority. Leasehold reform presents another opportunity for the supply of homes overall to increase as it aims to improve the rights of leaseholders.

Making the best use of housing

Because there is a shortage of all types of housing, we want to ensure properties are not left empty for long periods or there are too many short lets (currently there are around 14,000). Tackling these issues are complex however often due to our limited legal powers. Also, due to the very high demand for social and intermediate homes we need to ensure that they are allocated as fairly and openly as possible and that they are prioritised for those that most need them.

What we are doing

Developing new homes

- Leading the development of new housing: since 2018, council development has resulted in 1,400 homes being provided of which 900 are affordable. Social housing is now being prioritised in our development programme, and we've added an extra 352 new social homes to our pipeline.
- Partially reviewing our planning policy so there is more new social housing being developed over intermediate housing. Planning policy will now require 70% of all new affordable housing developed to be social housing and 30% to be intermediate, an increase from previous policy.
- Delivering regeneration programmes at Ebury Bridge and Church Street in partnership with the local community. Ebury Bridge will deliver 750 new homes, with over half affordable and Church Street 1,750 new homes.
- Continuing our track record of working with partners to increase the supply of social homes. This includes working with key registered providers (housing associations) to increase supply as signalled in our new Housing Compact, which sets out a commitment to jointly tackle housing issues.[2]

Making the best use of housing

- Working to better understand how properties across Westminster are occupied.
- Working to bring long term empty properties back into use. Our new empty property officer has sent out over 1,550 letters to owners and inspected 186 properties. We're also charging the maximum council tax on long term empty properties to discourage them from being left empty.
- Investigating short term lets (the short-term let team are currently investigating 2,870 properties allegedly being used unlawfully for short-let purposes) that are not operating in line with our planning policy or are associated with anti-social behaviour. Also, with other local authorities, we're working with government to help influence their new proposed registration scheme for short term lets.[3]
- Implementing our new Allocation Scheme[4] for social housing which aims to better recognise applicants' multiple needs, be more transparent and better communicated to those waiting for housing.

1,400 homes delivered

Council-led development since 2018, with 900+ affordable homes and 60% for social rent

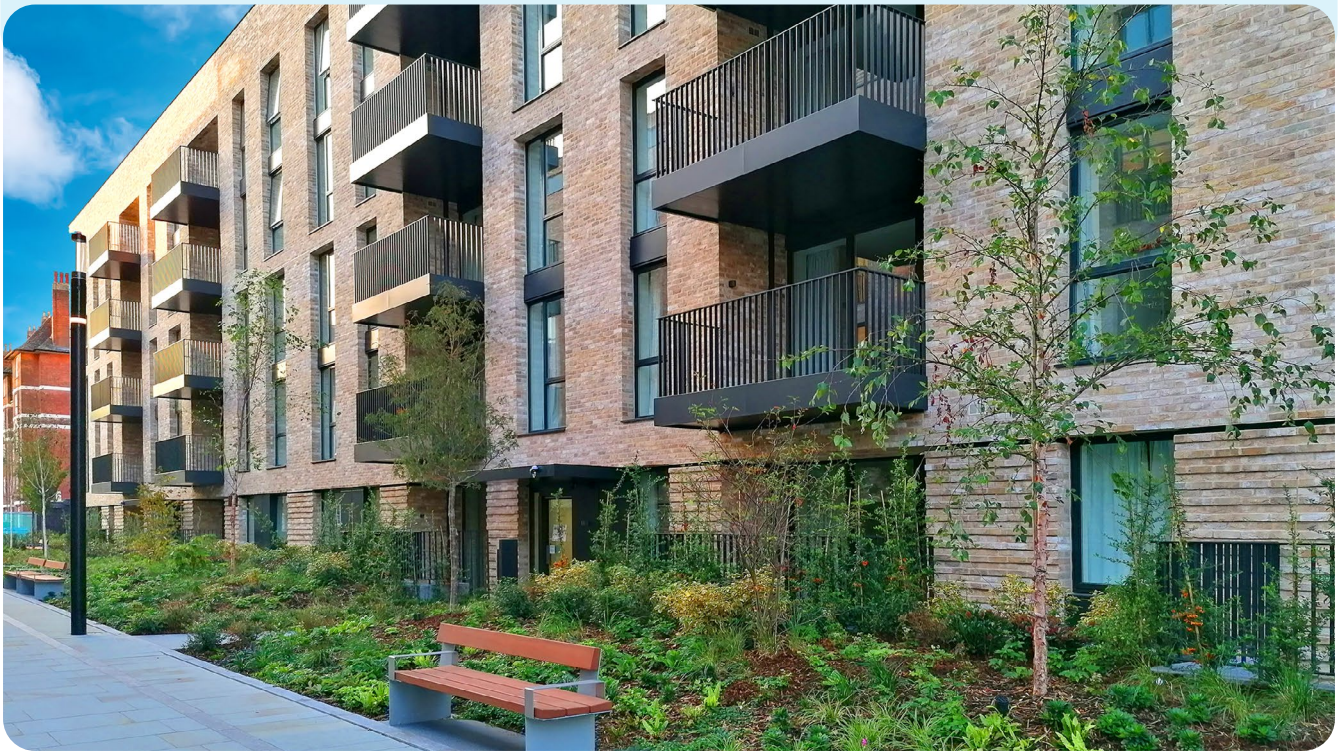
What we will do next

Developing new homes

- Deliver nearly 1,200 new homes from 2025 until 2030, prioritising social housing (688 homes will be for social rent and 106 will be intermediate housing).
- Continue work to develop a new council-led development pipeline, with six potential housing opportunity locations across Westminster being explored to deliver much needed affordable housing.
- Explore all opportunities for new affordable housing across Westminster, prioritising social rent homes where possible, and working with the local community.
- Work to become a leader in development and look for new ways to fund and develop new affordable homes, including through working with registered providers (housing associations).
- Fully review our planning policy to see if it can do more to increase the supply of housing, particularly affordable homes and to also see if it can do more to encourage families to remain in Westminster.

Making the best use of housing

- Develop a full long-term Empty Property Strategy, building on our work so far.
- Make the case for more local authority powers to reduce short lets.
- Develop a new Intermediate Housing Strategy to review its role in our housing market and ensure those with the highest needs are prioritised for it. It will also look at how we can work with partners to develop intermediate homes.
- Continue to implement our new Housing Allocations scheme for social housing to ensure homes are allocated fairly and transparently.[5]



PRIORITY 2:
Preventing homelessness and rough sleeping

Our aim: We will proactively prevent homelessness and make progress towards ending rough sleeping in Westminster. Our aim is to ensure homelessness is prevented early, is rare, brief and non-recurrent.[6]

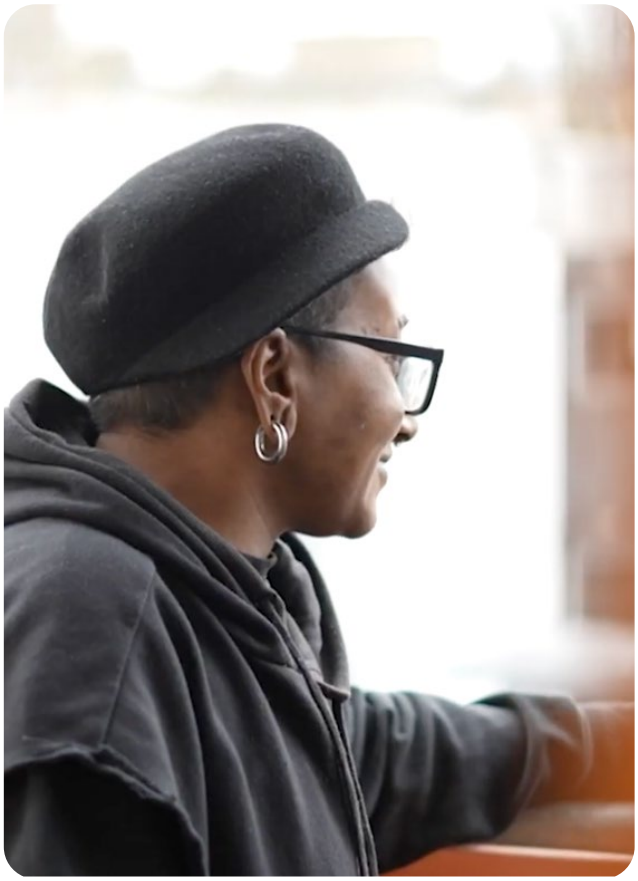
Challenges and opportunities

Our Homelessness and Rough Sleeping Strategy 2025-2030[7] shows the huge challenges Westminster and London face as homelessness is rising and as more people are living in temporary accommodation. Homelessness applications more than doubled in the years from 2021/2022 to 2024/2025 and Westminster continues to have the highest number of rough sleepers in the country.[8] The causes of homelessness are complex and can vary for different people and households.[9] The loss of a private tenancy, eviction by family and friends and domestic abuse are leading causes of homelessness.

Dealing with homelessness is costly and the amount of funding the council will receive from government to tackle it and other issues in future is unclear. There are opportunities however, the Renters' Rights Act will make it harder to evict someone from the private rented sector. The council's, and government's focus on supplying more social housing presents opportunities to provide more housing for those living with homelessness, however demand for social housing is likely to continue to be much higher than available supply.

Despite these challenges, Westminster has developed strong partnerships which put us in the best position to prevent homelessness and rough sleeping in the future.

937
cases of homelessness prevented last year



What we are doing

- Implementing our Homelessness and Rough Sleeping Strategy 2025-2030 which was published with input from communities, partners and people experiencing homelessness. The Strategy sets out the actions we will take to help achieve its four commitments of:
  - » Early Homelessness Prevention.
  - » Crisis Response.
  - » Re-housing and Recovery.
  - » Re-settlement.
- Bringing parts of our Housing Solutions Service "in house" so it is run by the council.
- Expanding the amount of temporary accommodation the council directly manages.
- Developing a plan to tackle poverty across the city with a strong focus on providing financial advice and support at an early stage.
- Continuing to work closely with partners to address and tackle homelessness and rough sleeping.

What we will do next

- Continue to implement our Homelessness and Rough Sleeping Strategy 2025-2030.
- Bring more of our Housing Solutions Service "in house" so that we have direct management over the most important council services. We will also continue to improve the service.
- Work to make our services simpler for single people at risk of homelessness.
- Look for all opportunities to increase the supply of social housing (See Priority 1).
- We will also address poor conditions in the private rented sector and support private landlords in order to maintain supply of private rented housing to meet the needs of people experiencing homelessness (See Priority 4).



PRIORITY 3:
Providing good quality and well managed homes for our tenants and leaseholders

Our aim: We want our tenants and leaseholders to be consistently satisfied with our housing services and the improved condition, safety and energy efficiency their homes.[10] Residents should feel able to influence decisions and trust us, with the needs of vulnerable residents being prioritised and met.

Challenges and opportunities

Some tenants face significant inequalities, for example our tenants are more than twice as likely to report poor health and challenges with employment compared with the overall Westminster population. There are more families amongst our tenant population than the overall Westminster population and the tenant population is also aging.[11] Fifty-nine per cent of homes are occupied by tenants and 41% by leaseholders, many of which are non-resident which can create challenges.

Seventy-eight per cent of properties are flats and 148 are high rise buildings. These different types of housing need different building safety and management approaches.[12] Also, 41% of our housing stock is in conservation areas which also creates challenges with repairs, retrofit (the process of making homes more energy efficient) and safety works.[13]

Delivering major works and repairs at a time of market pressures and significant cost to leaseholders is a huge challenge, especially when considering the makeup of our stock. However, there are also opportunities to improve satisfaction with repairs particularly through building on our C1 inspection rating.

The Pimlico District Heating Undertaking (PDHU) which supplies heating and hot water to several estates as well as commercial properties has now reached the end of its life, presenting challenges and opportunities as we consider future options. Additionally, we manage almost 50 other heat networks which is a significant area of work.

What we are doing

Improving quality and management

- Working hard to improve the quality and management of our homes and buildings and improving trust with our residents. This was recognised by being the first Local Authority in London to receive a C1 rating from the Regulator of Social Housing following an inspection of our housing services.[14]
- Focussing on improving repairs, complaints and our support for the most vulnerable residents as well as engaging and listening to residents through our Housing Improvement Programme.[15]
- Making progress to ensure that all of our properties have had a stock condition survey in the last three years through work such as our "Behind Every Door" programme.
- Running a Rent Support Fund, as part of our response to the cost of living crisis to help tenants struggling with rent increases.[16]

Supporting leaseholders

- Improving the transparency and accountability of our services for leaseholders through our new Leasehold Charter[17] which was developed in partnership with our Residents Panel.
- Offering leaseholders some of the best repayment options in London for works they are charged for.

Energy advice provided to **438** households

Improving resident engagement

- Improving access to face-to-face support and advice[18] by opening four new housing offices.
- Building a better understanding of tenants' needs in order to tailor services[19].
- Giving residents a space to find out more about housing services, raise challenges, offer advice, influence the service and connect with others through the new monthly Residents' Forum and Resident Panel[20].
- Engaging with residents following our Resident Engagement Strategy[21] and using the "Your Voice Counts campaign"[22] to raise awareness of how residents can shape housing services.
- Working with residents to shape services through task and finish groups.
- Developing new policies in consultation with residents through new task and finish groups to strengthen the support we offer them and to improve standards.

Sustainable tenancies

- Giving council tenants security of tenure after a one-year trial period, instead of fixed-term tenancies as set out in our new Tenancy Strategy and Policy.[23] This gives people more security and helps build stronger, more settled communities.

Anti-social behaviour approach

- Continuing our partnership approach to anti-social behaviour which is set out in our Anti-social Behaviour Policy.[24]
- Our approach tackles the root causes of anti-social behaviour and focuses on prevention.

What we will do next

Building on the inspection result

- Continue to build on the results of the inspection, acknowledging there is always more to do.
- Continue to ensure our services are of a high standard and that we're meeting the requirements of the Building Safety Act and other standards.

Boosting energy efficiency

- Continue to look at future options for the PDHU[25].
- Develop plans to decarbonise heating across the city.

See Priority 5 for other work being done to address the energy efficiency of council homes.

Improving repairs and major works

- Continue to improve performance on reactive repairs with a focus on improving resident experience of the service.
- Work towards a strategic alliance for our new repairs and works contracts from the end of 2027 and set up ways for residents to shape how things are delivered.
- Complete a new asset management plan for our stock based on data.

Improve resident experience

- Continue to work with tenants to ensure that resident engagement shapes services.
- Maintain the improvements we've made to the way complaints are dealt with and continue to make improvements.
- Respond to the new leasehold reform legislation, which aims to improve leaseholder rights, and communicate it to leaseholders once it is implemented.



PRIORITY 4:
Ensuring a well run, well managed and good quality private rented sector

Our aim: We want every private rented sector property to provide a safe, good quality and well managed home within which tenants can live healthy and fulfilling lives. We will do this by ensuring landlords and tenants are aware of their rights and responsibilities, empowering them to act when necessary, and through taking enforcement action where required.

Challenges and opportunities

The private rented sector is Westminster's largest tenure and ranges from luxury top end homes to houses in multiple occupation. Fourteen per cent of tenants have low incomes and claim benefits. High turnover in the sector can make it hard to keep tenants informed about the help available. Although many tenants are young, the sector is also home to 10,000 children and 4,000 older people, who are more likely to be impacted by poor housing conditions. An estimated 7,670 private rented homes have at least one serious housing hazard in their home[26] which can impact negatively on health. The government's plans to extend the Decent Homes Standard to the private rented sector presents an opportunity to improve conditions.

Renters' Rights Act

When it comes into effect, the Act will create opportunities for a more stable sector by abolishing "no fault" evictions which is anticipated to help renters feel more settled in their homes and confident to report poor conditions. This also presents an opportunity to better keep tenants informed about available help. Timescales for implementing the Act are unclear and a reasonable lead in time is needed for everyone to adjust to it.

Unaffordable rents

The challenge of high private rents is a top concern for many tenants and contributes to homelessness, but it is hard to address. Not only is it beyond the council's direct control, it is also outside of the scope of the Renters' Rights Act (with the exception of limiting rent increases to once annually and improving the way tenants can appeal against excessive rents).

The Private Rented Sector Strategy Group

The Group is made up of local partners who represent tenants, and landlords and also includes tenants themselves. It looks at issues relating to the sector and works on solutions making us well placed to help tackle the challenges in Westminster's private rented sector.

1,066
enquiries addressed in 2024/25

What we are doing

- Rolling out a Tenants' Charter which informs them about what to expect in their homes and about where to go if things go wrong.
- Implementing the new Private Rented Sector Action Plan (2025) which was developed with the Private Rented Sector Strategy Group.
- Delivering a new Selective Licensing Scheme[27] covering 40,000 properties to improve standards.
- Consulting[28] on renewing our Additional Licensing Scheme for houses in multiple occupation.
- Helping to address poor energy efficiency in the sector by recruiting two new officers to inspect homes and to take action where necessary.
- Taking action on poor conditions reported to us.
- Piloting a new Tenant Forum to hear their views about how we can best support them.

What we will do next

With the Private Rented Sector Strategy Group and in consultation with the new Tenant Forum (should it become permanent), we'll develop a new Private Rented Sector Action Plan to meet these objectives:

1. Drive up standards in the private rented sector, to ensure safe and secure homes and reduce anti-social behaviour.
2. Help the private rented sector to meet high standards for energy efficiency and healthy homes.
3. Support landlords to help them sustain tenancies and maintain a supply of much needed homes, improve tenancy management and housing standards and meet legal requirements though a collaborative and supportive relationship.
4. Shape the private rented sector with evidence-based strategies and interventions.



As a minimum we will:

• Renew our discretionary licensing scheme for houses in multiple occupation (subject to the outcome of the consultation).
• Enforce the Renters' Rights Act and work with landlords to help them understand their new responsibilities.
• Review and update the Tenants' Charter and continue to roll it out.
• Work with landlords to help them make properties more energy efficient.
• Continue to engage regularly with landlords and tenants and with our Strategy Group.
• Work with partners and government to make the case for Local Housing Allowance rates to be increased annually and for a review of rates to make the sector more affordable to low-income households.

PRIORITY 5:
Working together to make homes and housing services fit for the future

Our aim: We want to work together to ensure that every household in Westminster has a safe, healthy and sustainable home that meets their needs and adapts to changing lifestyles for future generations. We will do this by working in partnership to help improve the quality of homes of all tenures to reduce health inequalities, climate impact and risks, and fuel poverty.

Housing plays a vital role in the council meeting its wider Fairer Westminster aims such as the aim to become a net zero council by 2030 and a net zero city by 2040[29], to make Westminster healthier through the #2035 programme[30], and to address poverty across the city.

Challenges and opportunities

Working towards net zero

Westminster homes are responsible for 15% of the city's total greenhouse gas emissions, making housing a key area to help meet the city's net zero targets.[31] Not only would funding be needed to make homes more energy efficient, but Westminster's older stock poses challenges and there are planning issues and heritage requirements to be considered. Works are particularly difficult in leasehold flats due to issues about responsibilities and permissions for work. However, there are also opportunities to improve housing and reduce energy bills for residents. We are also maximising opportunities for new build homes to be energy efficient.

Building safety

Ongoing changes to building safety regulation presents challenges, however it also presents a clear opportunity to ensure higher risk buildings are safe.

Homes and health

Secure, affordable and good quality housing plays a vital role in helping people to live healthy lives and this is recognised in our Health and Wellbeing Strategy.[32] While good progress has been made, there is more to do.



What we are doing

Improving energy efficiency and sustainability

- Driving retrofit initiatives through our Retrofit Taskforce[33]. We are also developing a "retrofit first" planning policy which prioritises the retrofit and refurbishment of existing buildings over demolition and redevelopment.[34]
- Providing energy advice and support to residents in fuel poverty through the Home Energy Advice Service.[35]
- Continuing work to build on our energy efficiency improvements in council homes with almost 1,000 council homes having improved EPC banding since 2022.
- Embedding energy efficiency, sustainability, and social responsibility into every stage of our new build projects.
- Developing innovative approaches to low-carbon construction such as the 291 Harrow Road site which will be a test bed for low-carbon construction, waste reduction and biodiversity improvements, helping us meet our net-zero ambitions while contributing towards healthier, more resilient communities.

Making buildings safer

- Continuing our Building Safety Programme for our council housing and keeping residents informed about building safety procedures through our Building Safety Resident Engagement Strategy.[36]
- Continuing to perform well nationally on building safety remediation (i.e. fixing defects mainly in high rise buildings) enforcement in the private rented sector.[37]
- Setting out advice for residents and those who hold fire safety responsibilities in the private rented sector about the legal standards that must be met.[38]
- Embedding the requirements of the Building Safety Act into all our processes when developing new homes to ensure we fully meet them and keep residents safe.

Addressing the impact of housing on health

- Delivering area-based housing-related projects which aim to improve the health of people living in the North Paddington and Queens Park areas.
- Acknowledging the impact that homelessness and rough sleeping can have on health in the Homelessness and Rough Sleeping Strategy by focussing on early prevention.[39]
- Supporting residents with a wide range of services.

Jointly addressing housing challenges

- Collaborating with registered providers (housing associations) through the Housing Compact to look for joint solutions to a range of housing issues including homelessness, overcrowding conditions and service improvement for residents.[40]



What we will do next

- Continue to implement our energy efficiency and retrofit programmes across housing in Westminster to contribute to meeting our net zero targets and health ambitions. Through learning from best practice, we will look to accelerate this work and make it easier for residents of all tenures to get the improvements they need. This includes:
  - » Continuing to improve the energy efficiency of council homes, focusing on the poorest-performing homes.
  - » Working in partnership with stakeholders to deliver innovative pilot projects.
  - » Supporting homeowners and landlords to access government support including the Warm Homes Local Grant.
- Continue to embed sustainability and building safety across our wider development programme to ensure schemes align with and meet evolving regulations.
- Continue to develop a Building Safety Strategy for our own stock.
- Implement the new Anti-poverty Action Plan.

National and regional considerations

In order to develop this Strategy, government priorities were considered. Key government priorities are its plan for 1.4m new homes nationally and this will mean councils, including Westminster, may have new housing targets. Government has also announced new funding for affordable housing. Government is also developing a new Homelessness and Rough Sleeping Strategy, reforming the private rented sector through the Renters' Rights Act and is developing plans to improve the energy efficiency of homes.

Building safety regulations and the recommendations from the Grenfell enquiry have also been taken into account in this Strategy, alongside the requirements of the Social Housing Regulator. We've also considered the plans of the Mayor of London such as the London Housing Strategy and his plans to make homes more energy efficient.

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