Report To:	Performance Monitoring Panel
Date:	15 October 2025
Subject:	Further understanding of Tenant Dissatisfaction areas from the 2024/25 Tenant Satisfaction Survey
Purpose:	To provide Performance Monitoring Panel with further insights from the 2024/25 Tenant Satisfaction Measures (TSM) Survey Responses
Key Decision:	No
Portfolio Holder:	Cllr Carter - Portfolio Holder for Strategic and Operational Housing
Report Of:	Vikki Cherry, Assistant Director – Housing
Report Author:	James Ward, Housing Insights & Improvement Lead
Ward(s) Affected:	All Wards
Exempt Report:	No

Summary

Further to the 'Tenant Satisfaction Measures' report of 20th May 2025, this report provides further insight into reasons for dissatisfaction provided by survey respondents.

In addition, this report notifies of a reporting correction to performance measure 'RP01' "% of homes that meet the decent homes Standard", where previous performance has previously been under-reported.

Recommendations

1. That Performance Monitoring Panel notes the contents of this report and insights surrounding tenant dissatisfaction and provides comments for consideration by Cabinet.
2. That Performance Monitoring Panel notes the restated and improved performance achieved for indicator RP01"% of homes that meet the decent homes Standard".

Reasons for Recommendations

The Regulator of Social Housing is clear that Councillors are responsible for ensuring that the Council, in its role as a registered provider, is meeting the regulatory standards set. Performance and satisfaction data assists Councillors in scrutinising the service.

Other Options Considered

Do nothing – this option is not considered.

1 Background

1.1 The Transparency, Influence and Accountability Standard requires all Registered Providers of social housing to collect and report annually on their performance using a core set of defined measures known as Tenant Satisfaction Measures (TSMs).

1.2 Introduced for 2023/24, the TSMs must meet requirements set by the Regulator of Social Housing. The Measures provide tenants with greater transparency about their landlord's performance and support the Regulator in assessing a Registered Providers' ability to deliver a housing service that meets the consumer standards.

1.3 As previously indicated a TSM Summary report was presented to Performance Monitoring Panel on 20 May 2025. A copy of the report can be viewed via the attached link. Agenda for Performance Monitoring Panel on Tuesday, 20th May, 2025, 6.30 pm - South Holland District Council

1.4 From the TSM analysis undertaken, the service has completed further analysis to identify if there were any common themes or insights, specifically looking at reasons for dissatisfaction. The briefing provided below in section 2 highlights the key observations.

1.5 It should be noted that the TSM survey was completed as an 'Anonymous survey' and it has therefore not been possible to complete tenant specific investigations or insights.

2 TSM Dissatisfaction

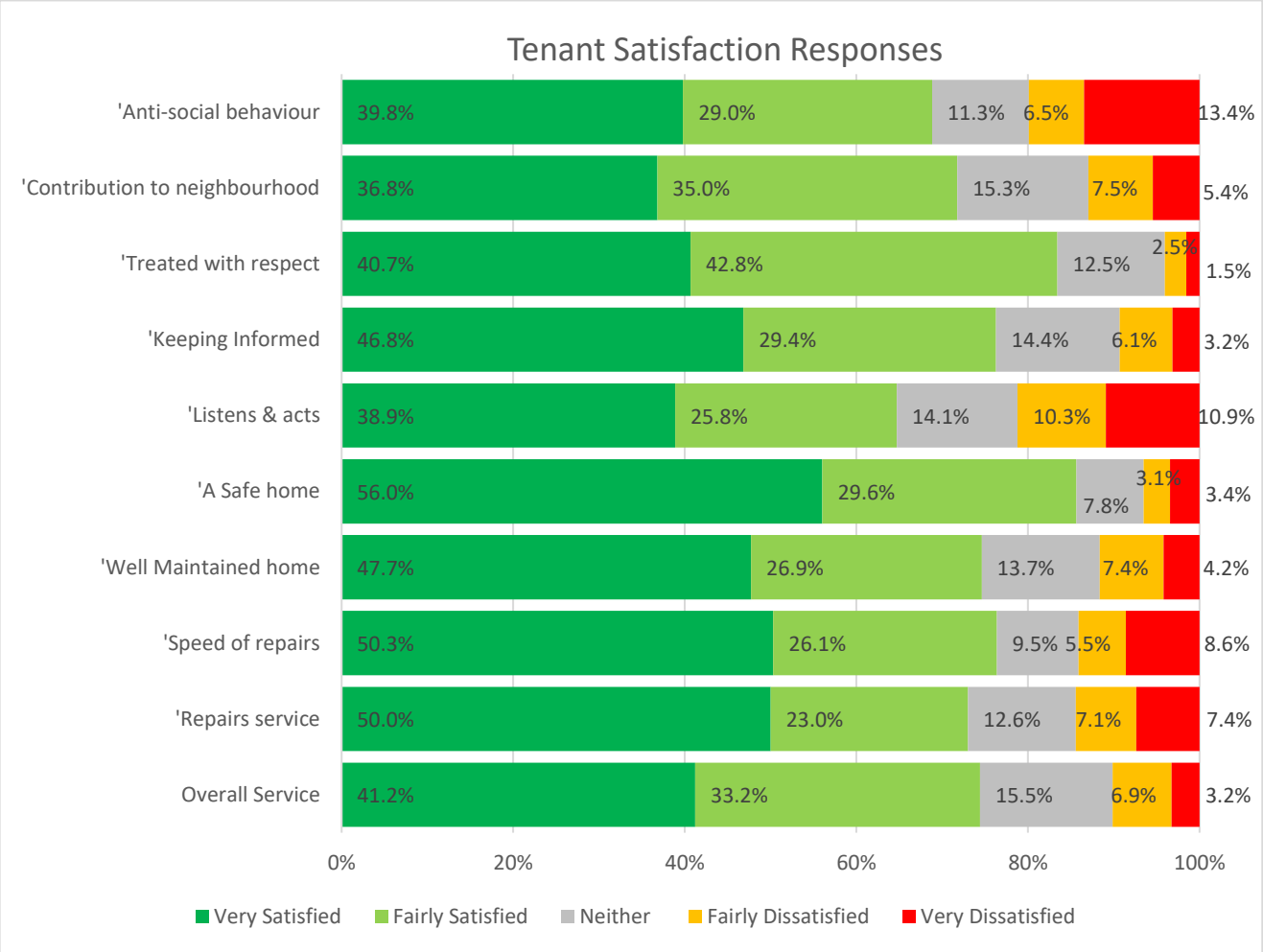
2.1 The observations in this report are centred on dissatisfaction recorded within the 2024/25 TSM report; it is important to note that SHDC 'satisfaction' improved or remained consistent across almost all measures when comparing 2024/25 to the previous year, and SHDC's 2024/25 performance is higher than the national benchmark across all indicators as per figs 2.1 & 2.2 below.

Fig. 2.1

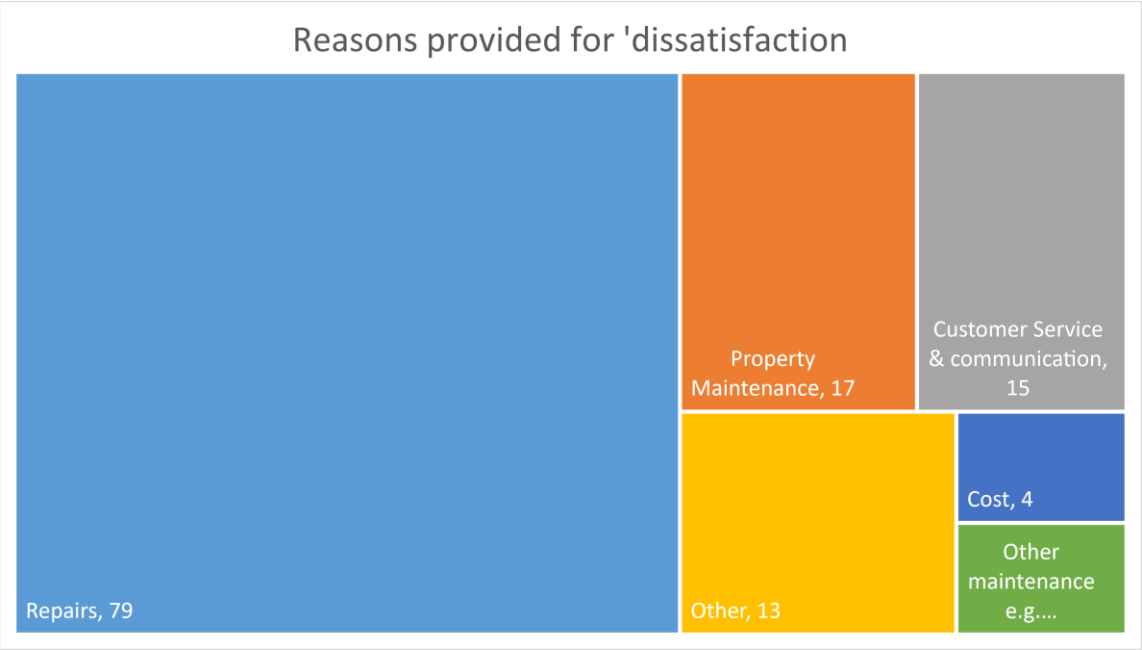
Satisfation measure	*Benchmark 2024/25*	2023/24	2024/25
TP01 – Satisfaction Overall	*68%*	73%	↑ 74%
TP02 – Repairs service in last 12 months	*71%*	70%	↑ 73%
TP03 – Time taken to complete last repair	*66%*	62%	↑ 76%
TP04 – Home is well maintained	*67%*	71%	↑ 75%
TP05 – Home is safe	*74%*	86%	= 86%
TP06 – listens to views and acts on them	*56%*	60%	↑ 65%
TP07 – Being kept informed	*67%*	73%	↑ 76%
TP08 - Treated fairly and with respect	*74%*	84%	↓ 83%
TP09 – Approach to handling complaints	*29%*	28%	↑ 34%
TP10 – Communal areas clean and maintained	*63%*	67%	↑ 81%
TP11 – Makes positive contribution to area	*60%*	66%	↑ 72%
TP12 – Approach to handling ASB	*54%*	50%	↑ 69%

2.2 As fig 2.2 overleaf illustrates, the levels of dissatisfaction are proportionately modest when compared to neutral or positive responses. Observation noted below should therefore be considered within this context.

Fig 2.2



2.3 The TSM survey asked tenants whether they were satisfied or dissatisfied with the overall service received; where a tenant reported dissatisfaction further verbal reasoning and comments were captured. These comments have been categorised, the tree map below highlights the most common themes reported



2.4 As the chart above in 2.3 illustrates the most commonly occurring reasons provided centred around repairs, property maintenance and communication. This pattern was witnessed in other areas of the TSM survey, where tenants reported dissatisfaction against a particular topic, the reasoning or rationalisation commonly linked back around to dissatisfaction with repairs or the communication of them.

2.5 Key influencers to 'dissatisfaction' across the 6 broad survey areas were found to be:

Survey area	**Key dissatisfaction influences**
Overall Service	Repairs, Communication & handling of ASB
The Home	Repairs service, Quality and speed of repairs, management of communal areas
Repairs service	Quality of repairs, wait times for repairs & communication around repairs
Communication	Communication of repairs, cancelled repairs appointments, making general enquiries
Neighbourhood	Reponses to ASB, Communication and grounds maintenance/cleansing
Complaints	Communication and the repairs service

2.6 The term 'repairs' includes repairs, programmed work, and safety checks. Our Housing Repairs Team and external contractors provide these services. It has not been possible to analyse the data further to differentiate dissatisfaction between internal and external providers.

2.7 Satisfaction and dissatisfaction scores across different tenant categories were generally very consistent, it was noted however that:

- Tenant age does influence satisfaction to a degree, with retirement age tenants (65 and over) more satisfied than the under 35s
- Tenancy length did not appear to influence satisfaction

- Tenants living in Sheltered housing were somewhat more satisfied than those in general needs housing
- Tenant satisfaction/dissatisfaction was consistent across the 8 housing patches

The Home

2.8 Dissatisfaction 'with the home' has remained consistent or marginally improved compared to 2023/24. Only 6% of respondents were dissatisfied with home safety; 9% dissatisfied with maintenance and cleanliness of communal areas; and 11% dissatisfied with home maintenance. 61 respondents were fairly or very dissatisfied when asked the question "How satisfied or dissatisfied are you that South Holland District Council provides a home that is well maintained?" Reasons provided generally focussed on issues with the repairs service, including quality and timeliness of work. Windows, doors and damp and mould were also a very common topic referenced.

The Repairs Service

2.9 Performance in this area has improved compared to 2023/24 with 73% of respondents having a positive perception of the service compared to 70% in the previous survey. This improvement appears to largely have been driven by the improvements in the time taken to complete their repair which has increased from 62% satisfaction to 76% satisfaction this year.

2.10 In total 47 respondents stated that they were 'fairly' or 'very dissatisfied' with the repairs. Survey responses highlighted that repairs were cited as a key reason for tenant dissatisfaction. To better understand this issue, indicative analysis was undertaken by linking repair data from the NEC system with TSM responses. This allowed identification of the most recent repair type received by each respondent. This analysis revealed the most common repair categories, and the ones associated mostly with dissatisfaction.

2.11 Communication around repairs was another area of dissatisfaction. Tenants expressed frustration with delays, lack of updates, and cancelled appointments. Enhancing transparency and managing expectations are key priorities. Suggested improvements include reviewing contact channels, providing process maps, and exploring online repairs processes.

2.12 Dissatisfaction was also noted regarding windows and doors, particularly where issues contributed to damp, condensation and mould. Additional insight into DCM analysis will inform future planning of work programming.

2.13 DCM related complaints often stem from long-standing or recurring issues. To improve tenant experience a proactive communications campaign has been launched to raise tenant awareness round how to report issues related to damp, condensation and mould. In addition, a 6 month follow up call process has been introduced to assess the effectiveness of remedial works and ensure a sustained resolution of reported issues.

2.14 Whilst the Councils performance meets or exceeds national average, there is potential for improvement. To address these areas of improvement, a range of actions are proposed, including exploring further with tenants the dissatisfaction in

focus groups, explore a methodology for tenant sign off processes, and better scheduling and communication mechanisms.

Communication

2.15 Beyond housing repairs, general communication was also identified as a source of dissatisfaction. Currently, there is limited monitoring of communication performance outside of formal complaints. A review is recommended to assess response times and update the website content. Work is underway with the customer contact team to understand the reason behind tenant contact and to assess whether some interactions could be avoided through improved processes or clearer information.

Neighbourhood

2.16 Tenant satisfaction with their neighbourhood had improved significantly since 2024, with 72% of tenants satisfied that the Council makes a positive contribution to the neighbourhood and 69% of tenants satisfied with the Councils handling of ASB; this compares favourably to 2024/25 performance which was 66% and 50% respectively.

2.17 Dissatisfaction levels were low, with only 13% of respondents not satisfied with the Councils contribution to the neighbourhood; and 20% of respondents were not satisfied with its handling of ASB. Dissatisfaction with neighbourhoods commonly referenced the tidiness and upkeep of communal areas such as outdoor areas, grass cutting, waste clearance and dog fouling. The Tenant Engagement Lead is looking to review the service level agreement of standards for communal areas and neighbourhoods with tenants as part of newly established focus groups to better understand what tenants would like to see.

2.18 ASB complaints also contributed to dissatisfaction, however in the majority of feedback received it was the tenant's general dissatisfaction with the ASB reported and not specifically the Council's handling of it. This feedback will be used to inform ongoing development of the ASB service and policy development, ensuring that tenant concerns are addressed effectively.

Complaints

2.19 Respondents reporting that they were dissatisfied with the Council's approach to complaints is, 21% of respondents being very dissatisfied and 26% being fairly dissatisfied. It may however be noted that during the survey many respondents were referencing 'general grievances and escalated service requests' and not solely formal complaints raised, as many respondents had not raised a formal complaint within the previous 12 months.

2.20 Where dissatisfaction was referenced, it was most related to communication and co-ordination of escalated service requests, especially those related to the repairs service.

Proposed Action

2.21 Dissatisfaction with a service element is often influenced by related elements, which can negatively affect the tenant's overall satisfaction; this was particularly evident where dissatisfaction centred around repairs and communication.

2.22 To address these findings and improve tenant satisfaction, a proposed action plan has been developed and is included as Appendix a. This plan outlines targeted interventions across repairs, communication, and service delivery, aiming to enhance the overall tenant experience.

3. Tenant Voice

3.1 The Tenant Satisfaction Measures are intended to help tenants see how their landlord is performing and to empower them to hold the service to account.

3.2 To support this, a TSM focus group was held on 24th September 2025 providing tenants with the opportunity to scrutinise the service alongside the Housing Insight and Improvement Lead and the Tenant Engagement and Influence Lead. During these sessions, tenants examined the report on dissatisfaction, shared their views, and considered whether they agreed with the findings and supported the proposed action plan.

3.3 Tenants were asked a series of questions

- What do you think of the TSMS – do you like the way they are presented?
- Do they tell you what you need to know?
- Would you like more detail on the TSMs?

Tenant Feedback	Response/ Action
Benchmarking – Tenants feel national benchmarking is misleading due to inclusion of large cities; prefer comparison with local Lincolnshire authorities.	Consider introducing local benchmarking alongside national data in future TSM reporting. Explore working with neighbouring councils for shared metrics.
TSM Survey contact – Tenants want to be notified when the contractor will be contacting them for TSM surveys.	Deliver a communications campaign to inform tenants that the named contractor will be contacting some tenants to participate in the TSM survey. The selection of tenants is based on a defined methodology, and therefore the survey is not open to all tenants. Clearly communicate how tenants can provide feedback in other ways outside of the TSMs.
Repairs sign-off – Tenants want a way to confirm repairs are completed to their satisfaction.	Already reflected in Action 3 (Appendix a): "Tenant Sign-off methodology" to be explored via tenant forums. Consider pilot testing a digital or verbal sign-off process.
Voids standard – Tenants asked for the void standard to be published	Publish the void standard and look into inviting feedback via forums or surveys.
TSM breakdown - Tenants expressed a desire for TSM results to be broken down by general needs vs sheltered housing, and	Explore opportunities to provide more local insight including breaking down results by general needs and sheltered tenants and exploring geographical and household level breakdown.

further by geographical area and household type.	
Customer contact – Tenants feel the experience with customer contact is part of the overall tenant satisfaction perception and would like customer contact to attend a future focus group	Already partly reflected in Action 17 (Appendix a): Repeat contact review. Tenant Engagement Lead to liaise with Customer Contact to explore attendance at a future tenant engagement event.

3.4 Tenant feedback has been captured as actions within the included action plan, Appendix a.

4. TSM Next steps

4.1 Following the completion of the 2024/25 TSM survey and analysis undertaken it has been identified that changes to the 2025/26 survey format are desired to enable further insights to be gained. The key changes proposed are:

- Where tenants report strong satisfaction verbal feedback will be captured, similar to how it is currently for dissatisfaction. This will provide a stronger understanding of what influences tenants satisfaction as opposed to just dissatisfaction and allow the service to build on its successes.

- Where tenants report or discuss repairs and maintenance issues the survey will capture the specific type/category of repair to better understand whether there are any specific trades or repair types that are performing more poorly in tenant perceptions.

- Volunteer follow ups – where tenants report significant dissatisfaction they will be asked if they wish to lift their anonymity and provide further detailed insights/complaint follow ups directly with the housing service.

4.2 These proposed changes are being integrated into the 2025/26 TSM survey which is due to commence in Autumn 2025. This should allow for more detailed insights to be gained from the 2025/26 survey.

4.3 The proposed action plan (appendix a) is to be considered by the Housing Landlord Board. Progress against the plan will be reported to the Board regularly for ongoing tracking and oversight.

5 Revision to RP01 KPI reported performance (*'Proportion of Homes that do not meet the decent homes Standard %'*)

5.1 The Performance and Monitoring Panel is requested to note that performance for the KPI indicator RP01 has significantly improved. Validation of data prior to submission to RSH in June 2025 identified the calculation had not allowed for certain categories to be removed in order to match another government return, Officers were pleased to report a year end figure of 0.3% non decent (10 properties) rather than 1.7% (64 properties).

Implications

None

South and East Lincolnshire Councils Partnership

None

Corporate Priorities

None

Staffing

None

Workforce Capacity Implications

None

Constitutional and Legal Implications

All registered Providers of social housing with over 1000 units are required to collect and report annually on their performance via the TSMs, under the Transparency, Influence and Accountability Standard of the regulatory standards for landlords. This regulatory framework was introduced by the Social Housing Regulation Act 2024.

Data Protection

None

Financial

There are no direct financial implications arising from this report

Risk Management

None.

Stakeholder / Consultation / Timescales

Tenants have been informed of the TSM 2024/2025 results through promotion on the website and the results will be included in the annual report. Additionally, tenants were given the opportunity to feedback on performance during a dedicated focus group held on 24th September as detailed in the report.

Housing Landlord Managers and the Portfolio Holder for Strategic and Operational Housing considered the detailed analysis report on dissatisfaction at Housing Compliance Clinic on 25th July 2025. Feedback recommended that this summary report be brought to PMP to provide members with the further insight to highlight how the landlord service is performing and the proactive steps being taken using the TSMs to improve the service for tenants.

Housing Landlord Board considered the report on dissatisfaction and adopted the accompanying action plan on 1st October 2025.

Members received the first report on the TSM 2024/2025 results on 20th May 2025.

Reputation

Tenant perceptions and dissatisfaction with Housing Services may, or are likely to be, indirectly influenced by tenant's other experiences with other Council services.

Contracts

None.

Crime and Disorder

None.

Equality and Diversity / Human Rights / Safeguarding

The Regulator has undertaken an equality impact assessment to understand any potential impact on equalities of the TSM requirements – https://www.gov.uk/government/consultations/consultationon-the-introduction-of-tenant-satisfactionmeasures/outcome/annex-8-tenant-satisfaction-measuresequality-impact-assessment-accessible

Health and Wellbeing

None

Climate Change and Environment Impact Assessment

None

Acronyms

TSM – Tenant Satisfaction Measures
RSH – Regulator of Social Housing
ASB – Antisocial Behaviour

Appendices

Appendices are listed below and attached to the back of the report:

Appendix a Summary Action Plan

Background Papers

None.

Chronological History of this Report

Report Approval

Report author:	James Ward, Housing Insights & Improvement Lead james.ward@sholland.gov.uk
Signed off by:	Vikki Cherry, Assistant Director – Housing vcherry@sholland.gov.uk
Approved for publication:	Councillor Tracey Carter – Portfolio Holder for Strategic and Operational Housing

Appendix A

Recommendations and Actions arising from further TSM review
Updated 1/10/25 and adopted by Housing Landlord Board

Ref	Area/Topic	Summary Recommendation/Action	Assigned to	Due Date
1	Repairs	Engage with tenants to explore further the dissatisfaction with competency/quality reviews of external contractors and internal repairs staff during this years TSM process	Housing Repairs Manager / Head of Housing Investment and Development	Q1 26/27
2	Repairs	Review management of contracts to ensure contractors are paying compensation to tenants where due	Housing Repairs Manager / Head of Housing Investment and Development	Q4 25/26
3	Repairs	Identify methodology for tenants to be able to 'sign-off'/close repairs to their satisfaction	Housing Transformation Manager	Q2 26/27
4	Repairs	Ensure programmed maintenance schedules are updated/amended to reflect stock condition survey data	Housing Repairs Manager	Q4 25/26
5	Communication/Repairs	Engage with tenants to enhance mechanisms of communication between tenants, housing service and contractors/maintenance staff	Housing Repairs Manager	Q2 26/27
6	Communication/Repairs	Provide opportunities for more comprehensive issue reporting/repairs reporting opportunities to tenants.	Housing Repairs Manager	Q1 26/27
7	Communication/Repairs	Work with tenants to co-design a clear and accessible repairs process map, including multi-trade repairs. Review the current process with contractors and staff, and promote the final version to all tenants through digital and printed channels.	Tenant Engagement and Influence Lead	Q2 26/27
8	Repairs	Review with tenants the operational target times for repairs	Housing Repairs Manager	Q2 26/27

9	Repairs	Analyse stock condition to inform capital programme.	Housing Service Insight and Improvement Lead	Q1 26/27
10	Damp Condensation & Mould	Carry out a detailed analysis of DCM reports to understand which property types and tenancy types are most affected. Include findings from 6-month callback checks on closed cases. Use this insight to support and shape Phase 3 of the stock condition survey programme.	Housing Service Insight and Improvement Lead	Q1 26/27
11	Damp Condensation & Mould	That communications are provided to tenants to ensure they have awareness/ability to report DCM issues	Housing Repairs Manager	Q4 25/26
12	Communication	Review/consultation of standard service response times for housing management	Housing Services Manager	Q2 26/27
13	Communication	Work with customer contact to establish a mechanism to record greater detail of repeat tenant contact.	Housing Repairs Manager	Q1 26/27
14	Communal Areas	Review SLA on grounds maintenance in consultation with tenants	Tenant Engagement and Influence Lead/ Housing Services Manager	Q1 26/27
15	Communal Areas	Review further with tenants the dissatisfaction about communal areas.	Tenant Engagement and Influence Lead/ Housing Repairs Manager	Q1 26/27
16	Tenant Feedback	Consider introducing local benchmarking alongside national data in future TSM reporting. Explore partnerships with neighbouring councils for shared metrics.	Housing Service Insight and Improvement Lead	Q1 26/27
17	Tenant Feedback	Deliver a targeted communications campaign to inform tenants that the contractor will be contacting some tenants to participate in the TSM survey. The selection of tenants is based on a defined methodology, and therefore the survey is not open to all tenants.	Tenant Engagement and Influence Lead	Q1 26/27

18	Tenant Feedback	Publish the void standard and look into inviting feedback via forums or surveys.	Tenant Engagement and Influence Lead/ Housing Repairs Manager	Q1 26/27
19	Tenant Feedback	Explore opportunities to provide more local insight including breaking down results by general needs and sheltered tenants and exploring geographical and household level breakdown	Housing Service Insight and Improvement Lead	Q1 26/27
20	Tenant Feedback	Tenant Engagement Lead to liaise with Customer Contact to explore attendance at a future tenant engagement event	Tenant Engagement and Influence Lead	Q1 26/27