

Committee Name and Date of Committee Meeting

Cabinet – 06 July 2026

Report Title

Tenant Satisfaction Measures and Housing Regulatory Compliance – Six Monthly Update

Is this a Key Decision and has it been included on the Forward Plan?

No, but it has been included on the Forward Plan

Executive Director Approving Submission of the Report

Ian Spicer, Executive Director of Adult Care, Housing and Public Health

Report Author(s)

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Ward(s) Affected

Borough-Wide

Report Summary

This report sets out the 2025/26 Tenant Satisfaction Measures (TSM) survey for Housing Services. It shows how the service has performed against previous years and national data bench marking. 11 out of 12 tenant satisfaction measures are currently above the national median, based on 2024/25 data published by the Regulator of Social Housing. When comparing Local Authorities (LAs) only, the Council ranks in the upper quartile for 11 of these 12 measures. The report also sets out areas that require improvement and actions in response.

Recommendations

That Cabinet:

1. Notes the content of the report.
2. Agrees to receive a further update in six months' time.

List of Appendices Included

Appendix 1 Rotherham Council Tenant Satisfaction Measures

Appendix 2 Initial Equality Screening Assessment – part A

Appendix 3 Carbon Impact Assessment

Background Papers

Reshaping consumer regulation: Our new approach

Consumer Standards (April 2024)

Consumer Standards Code of Practice (April 2024)

Social Housing Regulator's Approach to Inspections

Tenant Satisfaction Measures

Consideration by any other Council Committee, Scrutiny or Advisory Panel

No

Council Approval Required

No

Exempt from the Press and Public

No

Tenant Satisfaction Measures and Housing Regulatory Compliance – Six Monthly Update

1. Background

- 1.1 Following the passing of the Social Housing (Regulation) Act in July 2023 the Regulator for Social Housing consulted on revised consumer standards for social housing landlords. The new consumer standards came into force on 1st April 2024.
- 1.2 The Regulator of Social Housing (the Regulator) will gather evidence and assess providers' ability to deliver a housing service which meets the standards through inspections at least every four years and through desktop reviews of performance data such as Tenant Satisfaction Measures (TSMs), which are a mixture of performance measures and tenant perception survey results. This proactive regime replaces the largely reactive regulatory framework that was in place prior to 1st April 2024.
- 1.3 To ensure regulatory compliance and inspection readiness, the Council has established assurance mechanisms, including a Housing Regulatory Assurance Board chaired by the Chief Executive, to oversee the collection and review of evidence demonstrating the Council's compliance with the new consumer standards.
- 1.4 The Council has now submitted to the Regulator of Social Housing three sets of TSM data covering the 2023/24, 2024/25 and 2025/26 financial years. The Regulator of Social Housing also published the national dataset of TSM results for 2024/25 in November 2025. This data was provided in the last update and is contained in full at Appendix 1.
- 1.5 The Government has introduced several reforms to strengthen social housing regulation, including the new consumer standards, the inspection regime, the Tenant Satisfaction Measures (TSMs), and an enhanced role for the Housing Ombudsman. More recently, it has also consulted on statutory timescales for urgent repairs under Awaab's Law and proposed new competence and conduct standards.
- 1.6 Since 27 October 2025, social landlords must act promptly on reports of damp, mould, and emergency hazards: issues posing imminent health risks must be made safe within 24 hours; serious but non-imminent hazards must be investigated within 10 working days, with findings shared within three days and remedial action starting within five days (or physical works within 12 weeks if immediate start is not possible). These measures aim to ensure timely intervention and protect tenants' health.
- 1.7 The Competence and Conduct Standard, which comes into force in October 2026, requires social housing providers to ensure that staff have the appropriate skills, knowledge, behaviours, and leadership to deliver safe, respectful, and high-quality services. It introduces expectations around workforce development, codes of conduct, tenant involvement, and mandatory housing qualifications for senior managers and executives, with a transition

period to allow compliance. The standard was introduced in response to serious failings highlighted by the Grenfell Tower Inquiry and other cases, aiming to professionalise the sector, strengthen accountability, and rebuild tenant trust.

2. Key Issues

Tenant Satisfaction Measures

- 2.1 Tenant Satisfaction Measures (TSMs) are a series of 22 performance measures, which must be collected by all social housing landlords with more than 1,000 properties. Data for ten of the performance measures is submitted to the Regulator for Social Housing directly by the Council. Data for the other 12 performance measures is captured through a Tenant Perception Survey. The performance measures, including the survey questions, are prescribed by the Regulator and cannot be deviated from.
- 2.2 During the 2025/26 financial year, 3,334 tenants were surveyed by an independent research partner (Kwest Research Ltd), representing over 16.5% of the total tenant population. This substantially exceeds the Regulator of Social Housing's minimum requirement to survey 5% of tenants and demonstrates the Council's strong commitment to meaningful tenant engagement. As with previous years, contact methods remained aligned with industry best practice, with 85% of surveys conducted by telephone and 15% via email. Importantly, the tenants surveyed closely reflected the Council's tenant Equality and Diversity profile, providing confidence that the results are representative and inclusive.
- 2.3 In the financial year 2023/24, the Council recorded an overall tenant satisfaction rate of 76.9%, exceeding the national median of 71.3% for all social landlords. This positive trend continued into 2024/25, with overall satisfaction rising to 78.2%, marking a 1.3 percentage point increase year-on-year. The year-end position for 2025/26 indicates a slight decline to 77.6%, representing a 0.6 percentage point decrease compared to the previous year. Despite this dip, the figure remains 0.7 percentage points higher than the 2023/24 baseline, and 5.8 percentage points above the national median, suggesting sustained performance above national benchmarks.
- 2.4 The year-end position for 2025/26 shows a slight decline in satisfaction that the home is well maintained, reducing by 0.3 percentage points to 77.4% compared to the end of year 2024/25 figures. However, satisfaction with home safety improved to 81.8%, and both repairs-related measures continued to rise: satisfaction with the overall repairs service reached 78.7%, and satisfaction with the time taken to complete repairs increased to 78.1%. Compared to the 2023/24 baseline, these represent gains of 4.6 and 6.0 percentage points, respectively, highlighting sustained improvement in service delivery.
- 2.5 At the year-end position for 2025/26, the percentage of tenants who feel well-informed has decreased slightly by 0.4 percentage points to 76.4%, while perceptions of fairness and respect have remained stable at 83.1%. However, the proportion of tenants who feel listened to has reduced by 1.8 percentage

points to 69.7%, and satisfaction with complaints handling has remained static at 34.5%.

- 2.6 In 2023/24, tenant satisfaction with the Council's approach to managing anti-social behaviour stood at 64.9%. The 2024/25 year-end results showed a slight decline in satisfaction, falling to 63.3%. This downward trend continued into the year-end position for 2025/26, with satisfaction decreasing by a further 1.7 percentage points to 61.6%. Despite this reduction, the Council's performance in this area remains above the national median of 59.5%, indicating relative strength compared to sector benchmarks. When focusing on national comparators for Local Authorities only, the Council's ASB (Anti-Social Behaviour) handling score of 61.6% sits above the upper quartile threshold of 61.4%.
- 2.7 The Tenant Satisfaction Measures (TSMs) for 2024/25 showed that satisfaction with how well communal areas are kept clean and well maintained experienced the largest decline, falling by 3.5 percentage points compared to 2023/24. This decline was reinforced by tenant comments captured through the tenant perception survey. In response, the Council invested an additional £135,000 in caretaking services for 2025/26 and introduced refreshed service level agreements to strengthen standards and accountability. As a result of this targeted investment and service improvement, satisfaction with communal areas became the most improved measure year on year between 2024/25 and 2025/26, increasing by 4.8 percentage points.
- 2.8 Targeted actions have already been implemented to address key areas, including ASB, and further improve customer service and satisfaction. Key initiatives include:
- The development of the recently launched tenant-led Learning from Complaints Panel.
 - Review of the service operating model for tenancy and ASB case management to improve efficiency and outcomes.
 - Delivery of a targeted training and development programme for area housing teams, focusing on ASB tools and powers, hate incidents, and effective case handling.
 - ASB case management oversight and quality assurance have been strengthened across the service. Routine Quality Assurance auditing has been embedded at a senior level to monitor compliance, alongside regular case monitoring meetings to review all cases escalated for legal action. Trauma-informed practice continues to be embedded through additional staff training, with a review of the ASB Policy underway to ensure this approach is fully reflected.
 - ASB and hate crime web content will be updated to clearly set out all available reporting routes and explain the next steps once a report has been received.

2.9 The ten council-reported TSMs also remain strong. Repairs performance is a particular strength, mirroring the positive perception survey results:

- 97.5% of non-emergency repairs were completed within target timescales (15.0 percentage points above the national median).
- 98.6% of emergency repairs were completed within target (3.7 percentage points above the national median).

In addition, the Council has achieved full compliance across all health and safety-related measures, except for Gas Safety, which stands at 99.9%. 13 properties were non-compliant as at end of March 2026 and actions are underway to gain access to these properties. The proportion of non-decent homes has risen slightly from 6.38% at the end of 2024/25 to 7.58% at the end of 2025/26. By comparison, the median non-decency rate across Local Authorities in 2024/25 was 3.2%. This increase was anticipated and reflects the accelerated progress of the Stock Condition Survey Programme. As the programme continues, the recorded level of non-decent stock is expected to fluctuate as a more accurate and up-to-date picture of stock condition emerges.

2.10 In addition to the core landlord measures relating to stock decency, repairs completion rates and health and safety compliance, landlord-reported measures also provide insight into the prevalence of anti-social behaviour (ASB) and tenant experience.

2.11 In 2025/26, the Council recorded 69.8 ASB cases per 1,000 properties, which is 33.8 above the national median. Reported hate incidents stood at 0.3 per 1,000 properties, 0.4 below the national median. While this may initially appear positive, it raises a potential concern regarding under-reporting. As part of the improvement journey, a detailed audit of ASB cases is underway to ensure hate incidents are being accurately identified and recorded. Where gaps are identified, targeted actions will be implemented to strengthen staff awareness, reporting pathways, and case classification.

2.12 Complaint volumes also highlight an area for improvement. In 2025/26, there were 23.1 stage one complaints per 1,000 properties (30.4 below the national median) and 1.8 stage two complaints per 1,000 properties (6.5 below the national median). While low complaint rates can suggest satisfaction, it is recognised that in this context they are more likely to indicate barriers to reporting or a lack of tenant confidence in the complaints process. In response, a programme of improvements is being taken forward, focused on increasing accessibility, transparency and trust. This includes making it easier for tenants to raise complaints through clearer communication and simplified channels, alongside strengthening internal processes to ensure timely, thorough and learning-focused responses. These changes are being aligned with Housing Ombudsman expectations, with a strong emphasis on using complaints as a driver for service improvement.

2.13 The tenant perception survey is now a rolling programme, and results will continue to be published in line with the regulatory requirements. The larger sample size will continue and the contract with KWest is due for review during

2026/27. A six-monthly update will continue to be reported to Cabinet. Full results are provided at Appendix 1.

Regulatory Compliance Update

- 2.14 The introduction of the Social Housing Regulations requires landlords to meet four consumer standards through the delivery of their services. Each standard consists of ‘required outcomes’, which are listed below:

Consumer standard	Outcomes
Safety and Quality	Stock quality Decency Health and safety Repairs, maintenance and planned improvements Adaptations
Transparency, Influence and Accountability	Fairness and respect Diverse needs Engagement with tenants Information about landlord services Performance information Complaints handling Self-referrals to the Regulator
Neighbourhood and Community	Maintenance of shared spaces Local cooperation Safer neighbourhoods Domestic abuse
Tenancy	Allocations and lettings Tenancy sustainment and evictions Tenure Mutual exchange

Safety and Quality Standard

- 2.15 The Council is advancing its improvements in Safety and Quality through targeted workstreams focused on stock quality, decency, health and safety, and repairs.
- 2.16 A comprehensive Stock Condition and HHSRS (Housing Health and Safety Rating System) survey programme began in April 2025, with a target of 6,000 surveys by March 2026. By combining MLCS3 (RMBC’s Stock Condition Surveys Provider) and the Council’s internal surveying team, the annual target of 6,000 surveys was exceeded. MLCS3 completed 5,980 surveys, with a further 510 undertaken in-house, resulting in a total of 6,490 surveys completed in 2025/26. In addition, there are 763 valid surveys for current dwellings completed within the last five years, bringing the overall number of surveyed properties to 7,253, representing 36.65% of stock to the end of March 2026.

2.17 At the end of 2025/26, 92.42% of council homes now meet the Decent Homes Standard. 18,289 properties meet the decent homes standard with 1,499 classified as non-decent. (A non-decent home is one that has either serious hazards (like dangerous electrics, severe damp, or fire risks), is in poor repair (leaking roof, broken structure), lacks modern facilities (like an up-to-date kitchen/bathroom), or is not adequately heated and insulated for a reasonable degree of thermal comfort). This figure will adjust as more survey data is collected and works are planned to ensure these homes are brought up to the correct standard.

Other Key improvements include:

- a) A dedicated Damp and Mould triage approach was introduced to ensure reports are assessed promptly, prioritised based on risk, and progressed in line with statutory timescales. This strengthened early identification of hazards and reduced delays in corrective action.
- b) Make Every Contact Count (MECC) training has been delivered to all frontline council employees to improve awareness and understanding of damp and mould. The training covers why damp and mould occur, where residents can be referred for support, how to encourage conversations with residents, and how to promote positive behaviour changes to help prevent and address damp and mould issues.
- c) Tablet devices were issued to Technical Officers, enabling real time recording of damp and mould assessments, works completed and follow up actions while on site. This has reduced reliance on manual processes and improved accuracy and timeliness of records.
- d) New performance measures were introduced specifically for damp and mould, including tracking appointments offered within statutory timescales for emergency and significant cases. This represents a shift from purely volume-based reporting to timeliness and outcome focused performance management, in line with Awaab's Law expectations.
- e) Awarded 'substantial assurance' from internal audits of fire safety, asbestos and water safety.
- f) Delivered a £33.5m capital investment programme to improve existing stock in 2025/26. In 2025/26, Housing Services completed improvement works to around 7,000 council homes. This included roof renewals, boiler replacements, insulation upgrades, kitchen renewals, environmental works to public areas, and major refurbishment of void properties ahead of reletting.

Transparency, Influence, and Accountability Standard

2.18 Tenant engagement is jointly managed through a small in house team and also via a contract with RotherFed, with active panels and feedback mechanisms in place.

2.19 Over the past year, tenants have worked collaboratively with the Council to co-create a new Tenant Engagement Framework focused on what matters most to them. Between spring and autumn 2025, a series of co-design workshops with engaged tenants and key council colleagues shaped the framework's aims, outcomes and values for the next four years, complemented

by a targeted survey of 107 tenants to ensure inclusivity and reflect barriers faced by tenants with protected characteristics.

2.20 The Tenant Connectors Pool (a diverse group of tenants who can contribute to engagement activities in a way that fits around their availability) has grown to over 200 members, broadening engagement opportunities, with regular communication via our tenant magazine, Home Matters.

2.21 A Diverse Needs Framework has been implemented with processes designed to more effectively capture, record and respond to tenants' varied needs. The Council adopts a strength-based approach, focusing on individuals' capabilities and working collaboratively to promote wellbeing. A structured Recognise, Record, Respond model is used to ensure that:

Diverse needs and indicators of vulnerability are recognised,
Relevant information is accurately and respectfully recorded,
Tailored services and support are provided.

2.22 A mandatory eLearning module on how to recognise, record and respond to diverse needs has now been rolled out to new starters, with ongoing refresher training for existing staff.

2.23 The Learning from Complaints Panel continues to be developed to strengthen complaint handling and embed service learning.

Neighbourhood and Community Standard

2.24 Area Housing Management Teams work in close partnership with Council services, including the Community Protection Service, and South Yorkshire Police to tackle anti-social behaviour (ASB) and hate incidents. Co-location with policing teams and regular multi-agency meetings enable a coordinated approach, making full use of available enforcement powers. Area Housing Officers manage tenancy-related ASB cases, with more serious or complex cases escalated to the specialist ASB Team. Victims are supported throughout via direct intervention and referrals to appropriate services, including commissioned programmes aimed at addressing perpetrator behaviour. Through these strong partnerships, structured multi-agency working, and a clear focus on both enforcement and victim support, the Council aims to deliver an effective and responsive approach to ASB and hate incidents across its communities.

2.25 The Council is committed to safeguarding and supporting victims of domestic abuse through proactive, practical measures embedded within its housing services. This approach goes beyond compliance, combining partnership working through the Safer Rotherham Partnership with investment in secure accommodation, targeted security measures, and continuous service improvement informed by lived experience and reviews.

2.26 Tenant feedback from the Tenant Perception Survey highlighted concerns around a perceived lack of enforcement, feelings of unsafety, poor communication, and limited follow up on ASB cases. These concerns are

reflected in declining satisfaction with ASB handling, which fell from 64.9% to 63.3%, and further to 61.6% by the end of 2025/26. In response, a programme of service improvements is being implemented to strengthen case management, improve the consistency and visibility of enforcement action, and enhance communication and follow up with residents. This includes clearer standards for updates to victims, improved partnership working with key agencies, and a renewed focus on early intervention and prevention. Alongside these operational improvements, greater transparency has been introduced through the launch of a dedicated ASB webpage in April 2026, with quarterly updates. This provides accessible information on case volumes, ward level and category level trends. Plans are also in place to publish information on enforcement action, where appropriate, supported by ongoing improvements to data quality, accuracy, and reporting. Together, these actions aim to rebuild tenant confidence by both strengthening the service response and making performance and outcomes more visible and accountable.

- 2.27 Implementation of the ASB and Customer Relationship Management (CRM) modules within the Housing Management System is currently in progress. This work will support more efficient case management, improved oversight, and a better experience for tenants.
- 2.28 Targeted investment and service improvements have led to a 4.8% year-on-year increase in tenant satisfaction with communal area maintenance.

Tenancy Standard

- 2.29 The new Housing Allocation Policy introduced in December 2025 is now fully operational. Performance is being reviewed each month, and a full year of data (January to December 2026) will be used to understand the impact of the changes.
- 2.30 Tenancy sustainment remains a core priority, supported through readiness courses, affordability assessments and targeted support services. During 2025/26, over 1,400 tenants received support, with 81% of those at risk of eviction remaining in their homes six months later.
- 2.31 Financial inclusion services have secured over £3 million in additional income for tenants and residents in 2025/26, by supporting them to maximise their access to entitled benefits and other financial support, helping to strengthen financial resilience.
- 2.32 Evictions for rent arrears remain low, with 26 cases in 2025/26, reflecting the Council's proactive, holistic approach to tenancy support and early intervention.

Governance

- 2.33 The Regulator of Social Housing pursues a 'co-regulatory' approach, which means significant emphasis is placed on landlords having their own robust assurance mechanisms in place. The Housing Regulatory Assurance Board, chaired by the Chief Executive and attended by the Cabinet Member for

Housing, forms a key part of Rotherham's assurance model alongside the broader governance and assurance framework. Cabinet will also continue to receive updates on the TSMs and compliance with the standards.

3. Options considered and recommended proposal

- 3.1 No other options were considered as this report is an update on the work being done to meet the consumer regulations introduced following the Social Housing (Regulations) Act in 2023.

4. Consultation on proposal

- 4.1 Consultation on the work set out in this report was not necessary, as the Council, in its role as a social housing provider, is required to meet these standards. However, the report highlights a range of engagement activity already undertaken to ensure tenants can influence and shape service delivery. The new consumer standards further strengthen this expectation, requiring landlords to involve tenants in shaping changes to services, which will be a key focus of programmed inspections. Providing a range of meaningful opportunities for tenants to influence and scrutinise the landlord's strategies, policies and services is a requirement of the Transparency, Influence and Accountability Standard. The improvement actions in section 2.26 provide an example of how targeted consultation with tenant groups has directly informed service development.

5. Timetable and Accountability for Implementing this Decision

- 5.1 Cabinet is asked to note the report. The Service Director of Housing is accountable for implementing the actions in the report.

6. Financial and Procurement Advice and Implications

- 6.1 The activity detailed in this report will be funded via existing staffing resources and budgets. Additional budget has been set in place in 2026/27 to fund the activity required such as Stock Condition Surveys detailed at paragraph 2.16.
- 6.2 Where newly arising budget requirements are identified these will be managed via in-year monitoring and governance arrangements and considered during the next budget setting and Housing Revenue Account business planning process.
- 6.3 All activity where external suppliers are engaged to deliver the activity must be procured in compliance with relevant procurement legislation (either the Public Contracts Regulations 2015 or the Procurement Act 2023 dependent upon the route to market selected to procure) as well as the Council's own Financial and Procurement Procedure Rules.

7. Legal Advice and Implications

- 7.1 The Regulator of Social Housing publication 'Tenant Satisfaction Measures - Tenant survey requirements', provides the basis upon which providers of social

housing are required to conduct tenant perception surveys to generate a subset of Tenant Perception Measures. The Consumer Standards Code of Practice sets out the standards expected of social housing and how those standards should be maintained. The recommendations will help to ensure compliance with the new regulatory framework for social housing, and aid in preparations for an inspection of the Council's Housing Services.

- 7.2 Compliance with the consumer standards is mandatory. As a social landlord the Council has a duty to provide a safe environment for those living in Council homes. Failure to comply could result in negative outcomes ranging from customer dissatisfaction and criticism to a requirement to submit (to the Regulator) a Performance Improvement Plan, or to take particular remedial actions as set out in an enforcement notice. If necessary, the Regulator will be able to authorise an appropriate person to enter a social housing premises to take emergency remedial action, issue penalties such as unlimited fines, or require the provider of social housing to pay compensation. A provider of social housing will commit an offence if they obstruct access or work required to undertake remedial action. A person guilty of an offence under this section is liable on summary conviction to a fine not exceeding level 4 on the standard scale.

8. Human Resources Advice and Implications

- 8.1 There are no Human Resources implications arising from this report.

9. Implications for Children and Young People and Vulnerable Adults

- 9.1 There are no implications for Children and Young People and Vulnerable Adults arising from the report.

10. Equalities and Human Rights Advice and Implications

- 10.1 The Government's Equality Impact assessment has been considered when reviewing the work being done to make sure the Council is compliant with the new regulations. As the Government's assessment states, equality considerations were taken into account throughout the development of the new consumer standards. The work being done by the Housing service puts all groups of tenants at the heart of what the Council does, understanding that there is a need to evidence that services are accessible to and offered in ways that meet the needs of those with protected characteristics.
- 10.2 The changes to the regulation of social housing are designed to improve services to tenants, the safety and quality of their homes and communal areas and give them access to information about how well their landlord is performing. In addition, it is a requirement of the regulations that tenants are involved in the shaping of changes to service delivery and revision of policies. The regulations are designed to improve equality of access to services for social housing tenants.
- 10.3 To ensure compliance with the new regulations, the Housing Service will report on the makeup of the tenant base in relation to protected characteristics and

act upon any issues identified. This will be part of the six-monthly updates to Cabinet on the social housing reforms.

11. Implications for CO2 Emissions and Climate Change

11.1 Given the Government's commitment for the UK to achieve net zero carbon by 2050 and the Council's target for Net Zero greenhouse gas emission in the Borough of Rotherham is 2040, 10 years sooner than the UK target, this will require substantial investment in the Council's housing stock over the life of the Business Plan. Initial estimates put the cost of this at circa £600m which represents a formidable challenge to the HRA. As a result, this means that drawing in external funding to progress net zero commitments becomes even more significant. Participation in national grant funding schemes will be prioritised.

12. Implications for Partners

12.1 The report concerns the Council's functions as a landlord, but some of those functions are dependent on partners including contractors and other public sector agencies. The Strategic Housing Forum is the principal mechanism for bringing key housing partners together in Rotherham and the implications of regulation have been discussed there.

13. Risks and Mitigation

13.1 The key risk is a failure to work to strengthen compliance with the consumer standards, which could lead to negative outcomes for tenants and residents, a poor inspection outcome and potentially a negative judgement. The measures set out in this report are the mitigation against this risk.

14. Accountable Officers

14.1 Sarah Clyde, Service Director, Housing.

Approvals obtained on behalf of Statutory Officers: -

	Named Officer	Date
Chief Executive	John Edwards	22/06/2026
Executive Director of Finance & Customer Services (S.151 Officer)	Judith Badger	11/06/2026
Service Director, Legal Services (Monitoring Officer)	Phil Horsfield	03/06/2026

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