

Tenants at the Heart review: phase 1 report

First produced for steering group meeting on 23 January 2019 and updated several times since

1 Introduction and background

This paper has been produced as part of the work being undertaken by Tamsin Stirling to support the Regulatory Board for Wales' review of tenant engagement. I was commissioned to support the review in relation to understanding the current landscape of tenant involvement/engagement (referred to as phase 1 of the review).

This paper sets out a number of issues for discussion and consideration and highlights some recent publications of relevance. The text below draws on recently published reports, organisational literature (see Appendix 1) and interviews with key informants (see Appendix 2); it also includes my personal views and reflections. Appendix 1 is an annotated bibliography which includes signposting to examples of tenant engagement/involvement practice.

2 Context

This review takes place at a time of heightened interest in, and concern about, how the views of tenants who live in social housing can be sought, heard and responded to. The Regulatory Framework for Housing Associations in Wales refers to tenants being at the heart of regulation and sets out a number of expectations on associations which have been described in papers previously presented to the steering group. A sector overview on landlord health and safety published by the Welsh Government in October 2018 made a number of recommendations. These included that housing associations in Wales should ensure that they have appropriate arrangements in place to encourage tenants to engage with, and influence, landlord health and safety.

To me, the Grenfell Tower tragedy and the issues of trust and disconnection between organisations, (including housing associations), and communities which have been raised in a number of places mean that thorough consideration is needed of what can make tenant engagement more meaningful at national as well as local level. The review being undertaken by the Regulatory Board is therefore timely.

3 Contested and confused territory

It is fair to say that tenant engagement is contested and confused territory. Various dimensions to this include:

- language used – involvement, participation and engagement tend to be used rather interchangeably. The conundrum about what to call the people being engaged (tenants, residents, customers/consumers, citizens, something else?) was well exemplified during the development of the new CHC Code of Governance. CHC decided to use the term 'those we serve' as an inclusive term but the Code also states that *'the residents who live in our homes remain at the heart of all our activities'*. An interesting article by Catherine Needham challenges the term customer in the public service context identifying a number of problems with its usage, including: *'the language of customer is individualising, it draws a false equivalence between private*

*customer service and quality and it puts staff and service users in conflict*¹.

Consultant to the social housing sector Barry Marlow has said *'no-one likes to be called customer. So you don't call people customer. You treat people as a customer. Customer is a behaviour rather than a label ...'*

- intent/purpose – is the intent behind engagement about improving services/performance, influencing decision-making and budget setting, empowering individuals/groups, ensuring accountability to tenants, seeking constructive challenge, other things?
- modern vs traditional methods of engagement, in particular, how much emphasis is placed on digital and other technologies to engage tenants as opposed to face-to-face methods. The use of technology is frequently referred to as innovative per se; this is not always the case
- collective vs individual; how much emphasis is placed on seeking feedback from individuals as opposed to working with groups of tenants to explore things? And what role do formal tenant groups have?
- transactional vs relational; is feedback on specific issues from tenants (customers/consumers) sought in a time limited fashion or is engagement more long-term (citizens), developmental and broad in scope?
- which tenants get involved or not, which are defined as the term (which, in my view should be got rid of entirely) 'hard to reach' and whether this matters. During an interesting set of interactions on twitter in late February, alternative terms were suggested including 'need to reach' and 'seldom heard'. One contributor commented that 98% of us could be defined as 'hard to reach' based on the proportion of people who respond to official consultations. Tai Pawb's Sisters, Act! project² talked to women who were actively involved in various tenant groups and activities to help identify what fosters diversity in tenant participation
- seeing things through a landlord or a tenant lens. The Welsh Government's review of tenant participation published in 2004 found significant differences between the views of landlords and tenants, particularly in relation to whether there were positive impacts from tenant engagement. A number of recent reports (see below) and current debates are concerned with placing a greater focus on the tenant perspective. A particular issue for some tenants is when they can only access forms of participation at a national level via their landlord
- scope of engagement; what issues and forms of engagement are in and out of scope and whether views on this vary between landlords and tenants. Are community issues beyond the landlord role in or out? Are tenants being engaged in governance seen as part of tenant engagement or something else?
- the role of tenants in governance, in particular whether tenants are included on boards. I wrote a short article about this issue in the last issue of Welsh Housing

¹ <http://blogs.lse.ac.uk/politicsandpolicy/dont-call-me-a-customer-public-services/>

² <https://www.taipawb.org/policy-influencing/sisters-act-project/>

Quarterly³. The tenant and staff mutual model adopted by Merthyr Valleys Homes has a different structure from any that we usually see in the sector; tenant representatives sit alongside staff representatives on a democratic body which has a clear set of responsibilities, including appointing the board.

Phil Murphy, a housing campaigner from Manchester, former firefighter and tower block tenant consistently calls for *'a strong residents' voice and a presence for this at every layer of authority and every echelon of governance that has powers to impact the home environments of social housing residents'*⁴.

However, as Alex Marsh notes in his working paper on social housing governance⁵, the formal presence of tenants within governance structures is no guarantee of active influence over governance processes. He identifies four areas for future policy consideration, the first of which is the influence of tenants' voice. He suggests that a policy environment in which expectations on involving and consulting tenants are more explicitly set out could ensure housing organisations are routinely reflexive on this issue as part of their strategic deliberations and operational planning.

- are tenants listened to when they raise difficult issues and is change made as a result? Complaints seems to be a particularly contentious area. Grenfell United are campaigning for changes to how people living in social housing are treated so that residents are always put first; the group also wants to see a change of culture in public institutions. Phil Murphy has analysed how the stigmatisation of social tenants has played out with respect to fire safety issues, particularly in relation to residents of high rise blocks when they raised concerns about fire safety with their landlord⁶
- where tenants' views, when they are sought and listened to, sit alongside those of other stakeholders and priorities of the organisation – whose views, voices and perspectives do we value the most? One dimension of this is whether, and how, tenant voices and feedback form part of board assurance frameworks
- the 'p' word. Post Grenfell, it is not surprising that there has been more emphasis on where power lies in housing associations and a sense in some quarters that the power balance between landlords and tenants needs to be recalibrated. The staff and tenant mutual model is an example of power being distributed differently within an organisation
- linked to the issue of power is that of equity; equity in terms of valuing tenants' time, views and experience, how conversations take place, who is included and how different perspectives are taken into account in decision-making and how information and services are provided

What might be defined as 'good' or 'effective' practice will rather depend on where amongst this contested and confused territory any organisation positions itself in regard to tenant engagement and how tenants view what is being done (or not done) and how.

As part of this review, I think that there is a need to decide on terminology/language and agree some definitions, e.g. what is meant (from the Regulator's perspective) by the term

³ <https://www.whq.org.uk/the-magazine/issue/112/tenants-board-not/>

⁴ <https://www.law.ox.ac.uk/housing-after-grenfell/blog/2019/02/stigma-more-label>

⁵ <http://housingevidence.ac.uk/publications/social-housing-governance/>

⁶ <https://www.law.ox.ac.uk/housing-after-grenfell/blog/2019/02/stigma-more-label>

tenant engagement (or alternative term depending on what decisions are made about terminology/language).

There is a sense from a number of recently published reports and articles, of frustration with what has been normal practice in tenant engagement, both on the part of landlords and tenants. A number of housing organisations have undertaken substantive pieces of work looking at how to shape a new or reinvigorated approach to tenant engagement⁷.

It is also clear that organisational culture is central to effective tenant engagement, as it is to excellent governance.

4 Recent publications

Overall, much of the literature published on tenant engagement tends to spend a lot more time considering mechanisms for engagement than the purpose(s) of engagement or the anticipated or actual impact from engagement. It is widely acknowledged within the literature that a variety of mechanisms/approaches are needed to provide tenants in different circumstances with opportunities to engage should they wish to do so.

A number of recent publications will be of interest to the steering group.

In August 2018, as part of its work on an offer to tenants, the National Housing Federation published a discussion paper on accountability and transparency in the housing association sector⁸. The paper recommends steps to introduce a new transparency principle to the housing association Code of Governance (something that would not appear be necessary in Wales as the CHC Code includes openness and accountability as one of the principles on which it is based) and develop a sector-wide charter setting out standards on rights, access and involvement.

Since this report was published, the National Housing Federation has launched a consultation of Together with Tenants, a four-point plan for strengthening the relationship between housing associations and their tenants and residents⁹. The four actions are:

- 1 A new requirement in the NHF Code of Governance for boards to be accountable to their tenants and residents
- 2 A new charter setting out what tenants and residents can expect from their housing association landlord
- 3 Tenant and resident oversight and scrutiny of the charter with a report on how their landlord is doing against charter commitments
- 4 A closer link with regulation

The NHF is working with the Centre for Public Scrutiny to convene a new tenant advisory panel to guide the development of the plan.

⁷ Examples are Family Mosaic <https://www.peabody.org.uk/media/9759/2015-changing-places.pdf> and https://www.peabody.org.uk/media/9756/2016-changing_focus.pdf and Wheatley Group https://www.wheatley-group.com/_data/assets/pdf_file/0028/66934/The-Democratic-Society-Democracy-Starts-at-Home-report.pdf

⁸ <https://www.housing.org.uk/resource-library/browse/discussion-paper-accountability-and-transparency-in-the-housing-association/>

⁹ <https://www.housing.org.uk/topics/together-with-tenants/>

The London Assembly report *Hearing Resident Voices in Social Housing*¹⁰ was published in November 2018. It sets out a series of principles for resident engagement:

- co-design services with residents from the outset
- co-design the resident engagement structure with residents
- show residents how their contributions are being used to take decisions
- commit to transparency; give residents full and open access to information
- have a clear, simple and easy procedure for complaints
- get buy-in from housing officers on resident engagement and maintain face-to-face engagement with residents
- support and work with independent, self-organised and representative resident groups

The report also recommends the appointment of a Social Housing Commissioner (in London) to be a champion of social housing residents' interests, linking funding provided to landlords for new homes to improvements in transparency and management in their organisations and work to establish meaningful KPIs.

Also published in November 2018, the scope of the final report of the Civil Society Futures inquiry¹¹ is far broader than housing, but explicitly includes housing associations. The big idea set out by the report is a call for all in civil society – people, organisations and institutions – to commit to a shared PACT:

- Power: consciously shifting power in big ways, sharing more decision-making and control, so that everyone can play a full part in the things which matter to them
- Accountability: holding ourselves accountable first and foremost to the communities and people we exist to serve
- Connection: broadening and deepening our connections with people and communities
- Trust: devoting the time and resources necessary to building trust and trusting others with vital decisions that affect them

For each of these four areas, the report sets out a series of questions that organisations can ask themselves alongside, for each question, a continuum of less to more helpful behaviours.

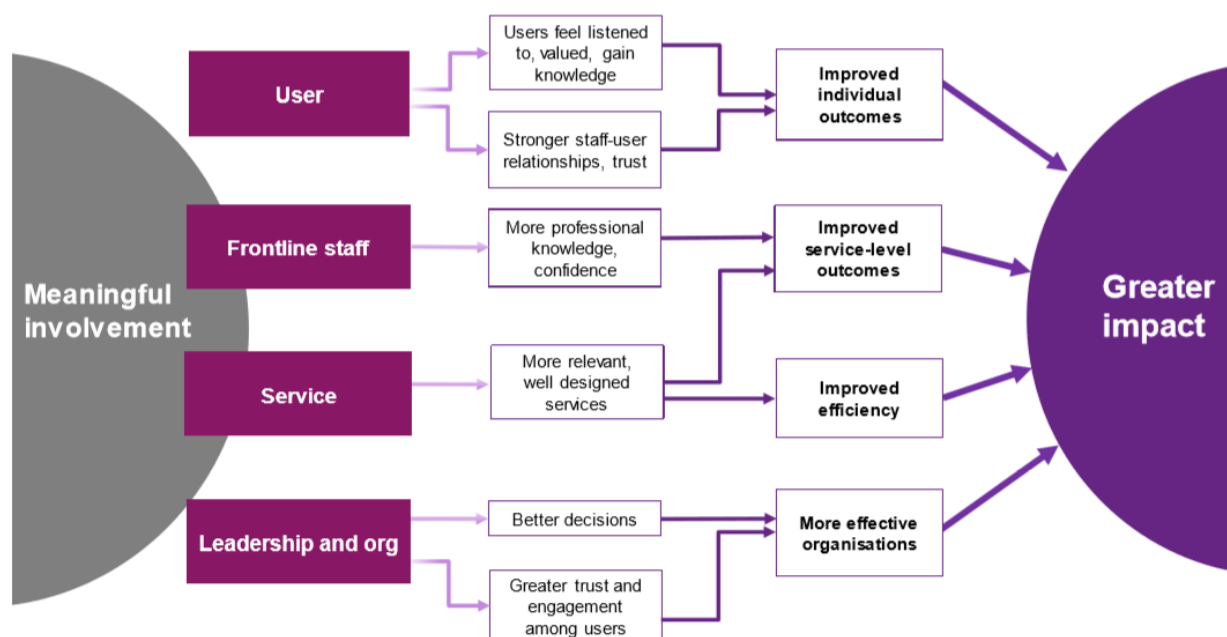
New Philanthropy Capital have published a number of reports on user involvement in the charitable sector. Their report *Make it Count: why impact matters in user involvement*¹² includes the following useful diagram setting out outcomes from different perspectives.

¹⁰ <https://www.london.gov.uk/about-us/london-assembly/london-assembly-publications/hearing-resident-voices-social-housing>

¹¹ https://cdn.opendemocracy.net/civilsocietyfutures/wp-content/uploads/sites/6/2018/11/Civil-Society-Futures_Civil-Society-in-England_small-1.pdf

¹² <https://www.thinknpc.org/resource-hub/make-it-count-why-impact-matters-in-user-involvement/>

Figure 5: Effectiveness outcomes



Their snapshot of the sector¹³ produced in early 2019 found greater sophistication in approaches to user involvement than had been evident in 2017, but still a long way to go to embed meaningful user involvement. It also noted that it is challenging and resource intensive to listen meaningfully, but that is no reason not to prioritise listening.

The Shelter Commission report A Vision for Social Housing¹⁴, published in January 2019, sets out a wide range of recommendations including a significant increase in the amount of social housing being built. Although the Commission focused on England, much of the content also has resonance in Wales. Recommendations include the establishment of:

- a new consumer regulator to protect renters and ensure their voices are heard
- an independent tenants' voice organisation or tenants' union, to represent the views of tenants in social housing within national and local government

Research undertaken for the Commission included a survey of social housing tenants, the results of which indicated that only 19% of social housing tenants felt that they could influence people about their homes.

An international study on customer engagement commissioned by the Wheatley Group was published at the end of January 2019. The research drew on best practice from around the world within and beyond housing. The report suggests working together in new ways by:

- moving from consultation to co-creation
- giving customers direct powers over budgets
- creating new routes for conversations
- bringing customers in to shape agendas, documents and conversations

¹³ <https://www.thinknpc.org/resource-hub/snapshots-of-the-sector-2019-involvement/>

¹⁴ <https://england.shelter.org.uk/support-us/campaigns/a-vision-for-social-housing>

- implementing creative brainstorming and feedback sessions
- adopting apps and new technology

It also sets out principles for good engagement:

- understandable and transparent
- timely
- meaningful and empowering
- varied
- fair and inclusive
- beyond the pattern of 'us and them'
- responsive
- supportive
- safe

Also published in January 2019 was a report from the Local Government Association and TPAS Engaging and Empowering Tenants in Council-owned housing¹⁵. The report includes a range of practice examples and questions for self-reflection and recommendations for improvement. During the review that resulted in the report, tenants, local authority staff and councillors developed a set of good practice principles for engagement:

- a clearly identified issue and a desired outcome as part of the activity set out at the start
- engagement activity is clearly set out so it can be easily replicated by other organisations
- engagement activity demonstrates responsiveness to the issue, showing good design and practice
- barriers to successful engagement activity have been addressed after being identified at the start
- activity actually provides a solution to the issue identified demonstrating good planning

The report concludes that *'The key to tenant engagement is commitment from across the whole organisation, ensuring engagement is meaningful and having a clear strategy and purpose about what you want to achieve'*.

A Human Cities Institute report *New Deal for Tenants* was due to be published in March 2019 but as at the time of the final update of this paper, has yet to be released. It will be available online¹⁶. However a blog on the report had been released¹⁷ which summarises some of the findings. These include an estimate that two-thirds of social housing tenants fall into what is defined as the precariat. The report will also identify what social tenants ask for to combat some of the disadvantages they face, including having a greater say in the management of their homes and neighbourhoods.

¹⁵ <https://www.local.gov.uk/engaging-and-empowering-tenants-council-owned-housing>

¹⁶ <https://humancityinstitute.com/reports/>

¹⁷ <https://humancityinstitute.com/2019/04/12/social-tenants-live-increasingly-precariou-lives-in-a-marginalised-social-housing-sector/>

5 Some thoughts

Tenants at the heart of regulation

My view is that ensuring tenants are safe in their homes, they receive good quality services which represent value for money and that they are listened to/heard by associations, should be a key driver for regulation alongside governance and financial viability – a triple-bottom line if you like. Tenants should also be part of regulation, with tenant views and perspectives feeding in at a national level, with feedback and accountability loops between the Regulator and tenants.

If tenant views and perspectives are to be fed in effectively at a national level, this requires appropriate structures, resources and support. Currently, Wales is lacking in this respect; it is fair to say that the Welsh Government has yet to find a way to effectively consult with, and engage, tenants at a national level. This gap has implications, e.g. how were tenants' views taken into account by the affordable housing review?

For the purposes of comparison, information about national tenant organisations in Scotland and England is provided below.

At a national level in Scotland, there is TPAS Scotland and the Tenants Information Service which provides independent information, advice and training for tenants. A key part of the work of TIS is supporting tenants and landlords to review housing services and standards to improve service delivery. There are also four regional networks set up to help Registered Tenant Organisations (associations and federations) engage with Scottish Government on issues of national policy.

In England, A Voice For Tenants¹⁸ steering group was set up in the wake of the Grenfell Tower tragedy to seek the establishment of a national body in England independent of landlords to speak on behalf of social housing tenants. It is currently set up as a steering group which includes representation from the four National Tenant Organisations (TPAS, Taroe Trust, Confederation of Co-operative Housing and the National Federation of Tenant Management Organisations) alongside members of the former National Tenant Voice Board and other tenants who have played national roles.¹⁹

The government in England has also proposed a best practice group on building safety and has taken submissions from landlords for people to go on the group; tenants will only be able to get onto the group via their landlords.

The concept of renters/tenants unions is interesting, particularly in the context of Renting Homes legislation. A renters union is in place in London²⁰, having started work in two London boroughs with an aspiration to become London-wide. Scotland has a country-wide tenants union²¹, mostly funded by members through subscriptions and there is an international union of tenants²² with 69 member organisations in 45 countries. Let Down in Wales is a campaign group focused on influencing the National Assembly.

¹⁸ <https://nationaltenants.org/a-voice-for-tenants/>

¹⁹ Interestingly, TPAS have developed a workbook on tenant engagement in building safety which provides the material and resources to run a workshop/training event. It also contains a range of practical examples from social landlords on positive/effective engagement of tenants in building safety issues

²⁰ <https://londonrentersunion.org/>

²¹ <https://www.livingrent.org/>

²² <https://www.iut.nu/>

My view that a national tenant voice organisation could cover both social and private tenants has changed. I think that we need a national tenant voice for social tenants in Wales and that a renters' union model may work for private sector tenants. A national tenant voice needs to be:

- genuinely independent
- adequately/well resourced
- able to determine its own agenda focusing on what tenants want it to achieve and not be given a work programme by the Welsh Government, Community Housing Cymru or any other landlord-focused organisation
- formerly recognised and have status, e.g. be a statutory consultee and the chair be appointed using the public appointments process
- based in genuine co-regulation which means equal status for tenants, landlords and the Welsh Government

The interface between a national tenant voice and TPAS Cymru would need careful consideration. TPAS Cymru supports social housing tenants and landlords to develop effective participation and engagement in housing and currently undertakes a number of activities that feed into the Regulatory Board for Wales and the development of national policy:

- Tenant Pulse – a panel of nearly 900 housing association, local authority and private rented sector tenants from across Wales who are asked for their views on issues via surveys
- quarterly tenant regional networks and special interest networks such as disability, service user engagement and a regulation network held in conjunction with Welsh Government and the Regulatory Board for Wales
- producing a quarterly report for Regulatory Board for Wales meetings raising issues of importance/concern to tenants
- producing consultation responses

National standards/principles

In Wales, performance standards include reference to tenant/resident engagement. There is a similar framework in place in Scotland (referred to as a Charter), while in England more detailed standards have been developed.

National engagement standards in England focus on six areas – engagement strategy, resources, information and insight, influence and scrutiny, community engagement and valuing engagement. TPAS can provide landlords with accreditation based on these standards.

In Scotland, there is a Social Housing Charter which is a set of 12 standards structured around outcomes. Two of the standards are particularly relevant:

Communication	Participation
Social landlords manage their businesses so that: <ul style="list-style-type: none"> • <i>tenants and other customers find it easy to communicate with their</i> 	‘Social landlords manage their businesses so that: <ul style="list-style-type: none"> • <i>tenants and other customers find it easy to participate in and influence their</i>

<p><i>landlord and get the information they need about their landlord, how and why it makes decisions and the services it provides.</i></p>	<p><i>landlord's decisions at a level they feel comfortable with.'</i></p>
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Tenants' role in governance (link to The Right Stuff)

My view is that that effective tenant engagement is an integral part of good governance. The framework set out in The Right Stuff (the right people doing the right things in the right way for the right reasons at the right time) could be applied to consideration of tenant engagement. However, some thinking would need to be done as to how to incorporate consideration of the purpose of any type of engagement and assessment of outcomes/impact.

Linking tenant engagement to broader policy frameworks in Wales

There may be some value in linking consideration about tenant engagement to broader policy frameworks in Wales. The most immediately obvious is the Wellbeing of Future Generations (Wales) Act 2015 and its five ways of working, of which involvement is one (the others being long-term, prevention, integration and collaboration). As part of its Art of the Possible workstream, the Future Generations Commissioner's office has been producing draft 'journey checkers' for consultation. These documents set out steps towards change that public bodies and other organisations should be taking on their journey to meet the well-being goals set out in the Act. A journey checker on involvement was published for consultation in January 2019²³. Although the deadline for formal consultation has passed, it is expected that dialogue will continue as the journey checkers continue to evolve. The involvement journey checker has sections on organisational culture, engagement and impact and communication.

Another point of reference would be work on co-production (service users and professionals working together). Co-production works well when applied to complex social problems that are unpredictable and where there is not necessarily a perfect outcome. Examples in housing include Cartrefi Cymru's redesign of floating support services in Powys and Tai Tarian's redesign of sheltered schemes and anti-social behaviour policy.

A third point of reference is the work on housing as a human right underway in Wales and work that is ongoing in Scotland. In Wales, Shelter Cymru and Tai Pawb are working on how the right to housing can be incorporated into Welsh law and the advantages that would flow from this. In a recent article²⁴, Alicja Zalesinska noted that '*human rights approaches require human rights principles to be embedded into any work (these include participation, accountability, equality and empowerment)*'.

In Scotland, the Edinburgh Tenants Federation worked in partnership with the Scottish Human Rights Commission on a pilot using a human rights based approach in tenant

²³ <http://futuregenerations.wales/wp-content/uploads/2019/01/Involvement-journey-checker-draft-for-consultation-1.pdf>

²⁴ <https://www.whq.org.uk/the-magazine/issue/112/time-make-shift/>

participation with a group of tenants in Leith²⁵. The pilot resulted in improved housing conditions for a sizeable number of tenants and the Commission are currently considering how best to scale up the impact of the pilot.

Finally, I think that there would be benefit in considering the findings of the three reviews undertaken by the Regulatory Board for Wales (value for money, governance and Tenants at the Heart) to see what synergy there is between them so that, where possible, things can be taken forward in a co-ordinated way.

6 Phase 2

The steering group identified three questions around which engagement with stakeholders was to be structured in phase 2 of the work:

- What is tenant engagement trying to achieve now and in the future?
- What works to achieve this?
- How do we really know it works?

My view was, and remains, that there is a need for the review to consider these questions in relation to tenant engagement at a national level, as well as at the level of individual housing associations.

Tamsin Stirling, April 2019

²⁵ <http://www.snaprights.info/wp-content/uploads/2016/12/Housing-pdf-web.pdf>

Appendix 1: Annotated bibliography

Report name and publisher	Weblink	Notes
Brunel University London (2017) <i>Social housing and new forms of tenant engagement: welfare, governance and active citizenship</i>	https://www.researchgate.net/publication/322245636_Social_housing_and_new_forms_of_tenant_engagement_Welfare_governance_and_active_citizenship_Report_of_Findings	Qualitative research report findings focus around: <ul style="list-style-type: none"> - extended services - engaging tenants (via provision of information, word of mouth, in person, referrals and via problems with housing) - motivations to engage - barriers to engagement - value of service provision - benefits of tenants' participation - what could be improved?
Civil Society Futures (2018) <i>Civil Society in England: Its current state and opportunity</i>	https://cdn.opendemocracy.net/civilsocietyfutures/wp-content/uploads/sites/6/2018/11/Civil-Society-Futures_Civil-Society-in-England_small-1.pdf	Inquiry into role of civil society (includes housing associations) <p>Report includes practical tools for organisations and individuals to consider where they are, and how they can change the dynamic, around:</p> <ul style="list-style-type: none"> - power - accountability - connection - trust
Family Mosaic (2015) <i>Changing places: how can we make resident involvement relevant?</i>	https://www.peabody.org.uk/media/9759/2015-changing-places.pdf	Research examined how resident involvement can work more effectively. Concludes focus of future resident involvement will have two primary elements: <ul style="list-style-type: none"> - large-scale customer insights that place residents at the centre of service and business improvement – through complaints, big data, empirical testing and social media - how we can enable residents to be empowered and active community citizens
Family Mosaic (2016) <i>Changing focus: a new model of resident involvement</i>	https://www.peabody.org.uk/media/9756/2016-changing_focus.pdf	Informed by resident focus groups, workshops and surveys, sets out a new model of resident involvement which includes: <ul style="list-style-type: none"> - considering every customer interaction with the association as involvement and

		<p>using data from these interactions</p> <ul style="list-style-type: none"> - involving the appropriate residents as experts. Strategy for doing this based on a flexible, adaptable and measurable approach underpinned by six principles for successful collaboration co-designed with existing involved residents: <ul style="list-style-type: none"> - communication - planning - respect - equality - high standards - solution focused
<p>Future Generations Commissioner for Wales (2019) <i>Involvement journey checker: draft for testing purposes January–February 2019</i></p>	<p>http://futuregenerations.wales/wp-content/uploads/2019/01/Involvement-journey-checker-draft-for-consultation-1.pdf</p>	<p>The journey checkers produced by the Future Generations Commissioner’s team set out what is possible for organisations on their journey of contributing to the well-being goals. Each journey tracker includes steps at three stages - making simple changes, being more adventurous and leading the way.</p> <p>Participation Cymru’s National Principles of Public Engagement are central to the involvement journey checker²⁶</p>
<p>Future Shape of the Sector Commission (2018) <i>Building Homes, Building Trust: the unique role of housing associations in responding to the housing and social challenges of the 2020s</i></p>	<p>http://www.clarionhg.com/news-research/clarion-research/building-homes-building-trust/</p>	<p>One of six key findings from this piece of work is that housing associations should remake the contract with customers, reviewing the landlord offer from beginning to end.</p> <p>Issues underpinning this finding include the move to digital service, the need to respond to the wide ranging implications for the sector of the Grenfell tragedy and a rising sense of loss of trust among some stakeholders</p>
<p>HACT (2018) <i>Rethinking customer insight: Moving beyond the numbers</i></p>	<p>https://www.hact.org.uk/news/rethinking-customer-insight</p>	<p>Research investigating how customer satisfaction can be effectively measured. Two key issues are highlighted:</p> <ul style="list-style-type: none"> - rather than collect data to demonstrate how good you are, collect data to improve how good you are

²⁶ <https://participation.cymru/en/principles/>

		<p>- communicating with your customers needs to be more targeted, more intelligent and more responsive</p> <p>Findings include:</p> <ul style="list-style-type: none"> - key areas that affect satisfaction are repairs, communication, trust and, to a lesser extent, value for money - satisfaction with repairs is strongly correlated with satisfaction with communication and trust - if the social housing sector wants to rethink customer satisfaction, it needs to move beyond the numbers by adopting a new approach to its relationship with its data and with its customers
Human Cities Institute (2019) <i>A New Deal for Tenants: tackling marginalisation, residualisation and precarity in social housing</i>	<p>https://humancityinstitute.com/reports/</p> <p>https://humancityinstitute.com/2019/04/12/social-tenants-live-increasingly-precarious-lives-in-a-marginalised-social-housing-sector/</p>	<p>As at 16 April, yet to be published</p> <p>Blog about some of the research findings</p>
London Assembly (2018) <i>Hearing resident voices in social housing</i>	<p>https://www.london.gov.uk/about-us/london-assembly/london-assembly-publications/hearing-resident-voices-social-housing</p>	<p>Report of an inquiry into how London's social housing residents are engaged in the management of their homes and estates. The report sets out what meaningful engagement between landlords and residents should look like and the importance of housing officers and digital engagement in achieving it. Seven principles for resident engagement set out (included in main text of this paper).</p> <p>Includes:</p> <ul style="list-style-type: none"> - examples of trying to engage a wider range of residents and the work of tenants and residents associations (p17-21) - examples of digital engagement (p24-26)
Local Government Association/TPAS (2019) <i>Engaging and</i>	<p>https://www.local.gov.uk/engaging-and-empowering-tenants-</p>	<p>A review of tenant engagement by council landlords in England.</p>

<p>empowering tenants in council-owned housing</p>	<p>council-owned-housing</p>	<p>Includes range of examples on the following:</p> <ul style="list-style-type: none"> - positive resident-centered culture (p18) - firm foundations (p20) - training resources and support (p22) - knowing who lives in your homes (p24) - digital engagement (p28) - scrutiny (p30) - procurement (p32) - high-rise engagement (p34) - complaints (p36) - measuring, targeting and impact of engagement (p39) - celebrating and closing the loop (p41) - in the community (p43-4)
<p>Marsh, A. (2018) Social Housing Governance: an overview of the issues and evidence, paper for CaCHE Social Housing Policy Working Group</p>	<p>http://housingevidence.ac.uk/publications/social-housing-governance/</p>	<p>Paper includes sections on the voice of tenants (p19-21) and the influence of tenants' voice (p26).</p>
<p>Murphy, P. (2019) Stigma, More than a label article for Oxford University Faculty of Law blog</p>	<p>https://www.law.ox.ac.uk/housing-after-grenfell/blog/2019/02/stigma-more-label</p>	<p>Article examining how social housing tenants of high-rise buildings are stigmatised and disempowered by official bodies</p>
<p>National Housing Federation and Centre for Public Scrutiny (2018) Discussion paper: accountability and transparency in the housing association sector</p>	<p>https://www.housing.org.uk/resource-library/browse/discussion-paper-accountability-and-transparency-in-the-housing-association/</p>	<p>Discussion paper issued for consultation that recommends steps to introduce a new transparency principle to the housing association Code of Governance and develop a sector-wide charter – all based around commitment to openness and transparency</p>
<p>National Housing Federation (2019) Together with Tenants: building a stronger relationship – our draft plan</p>	<p>https://www.housing.org.uk/topics/together-with-tenants/</p>	<p>Consultation document proposing how the four point plan (set out in the main text of this paper) will be taken forward including</p> <ul style="list-style-type: none"> - changes to the Code of Governance - an eight point Together for Tenants charter - tenant and resident oversight and scrutiny - closer link to regulation
<p>Needham, C.</p>	<p>http://blogs.lse.ac.uk/p</p>	<p>Blog outlining four problems created by</p>

<p>(undated) <i>Don't call me a customer, treat me like a human: rethinking relationships in public services</i>, Blog on LSE British Politics and Policy website</p>	<p>oliticsandpolicy/dont-call-me-a-customer-public-services/</p>	<p>'customer language'</p>
<p>New Philanthropy Capital (2016) <i>User Voice: Putting People at the Heart of Impact Practice</i></p>	<p>https://www.thinknpc.org/resource-hub/user-voice-putting-people-at-the-heart-of-impact-practice/</p>	<p>Report focuses on need for an integrated approach to user voice and integrating user voice into impact practice. It draws on case studies of three organisations - CLIC Sargent, MAC-UK and Thera Trust</p>
<p>New Philanthropy Capital (2018) <i>Make it Count: Why Impact Matters in User Involvement</i></p>	<p>https://www.thinknpc.org/resource-hub/make-it-count-why-impact-matters-in-user-involvement/</p>	<p>Paper argues for a greater focus in the charity sector on what user involvement aims to achieve, and better efforts to evidence the difference it can make.</p> <p>It sets out ways of thinking about purpose and the importance of establishing 'why'?</p> <p>Paper includes a number of case studies from the voluntary sector.</p>
<p>New Philanthropy Capital (2019) <i>Involvement (sector snapshot)</i></p>	<p>https://www.thinknpc.org/resource-hub/snapshots-of-the-sector-2019-involvement/</p>	<p>Two-page summary of findings about involvement within the charitable sector.</p>
<p>Participation and the Practice of Rights, Scottish Human Rights Commission and Edinburgh Tenants Federation (undated) <i>Human Rights in Practice: Housing</i></p>	<p>http://www.snaprights.info/wp-content/uploads/2016/12/Housing-pdf-web.pdf</p>	<p>Case study produced as part of Scotland's National Action Plan for Human Rights – how residents in Leith to use international human rights as a tool for challenging poor housing conditions.</p>
<p>Shelter (2019) <i>Building for our future: A vision for social housing</i></p>	<p>https://england.shelter.org.uk/support_us/campaigns/a_vision_for_social_housing</p>	<p>Report of a commission on social housing – sees giving social tenants a stronger voice both locally and nationally as a fundamental element of reforming renting. Specific recommendations includes:</p> <ul style="list-style-type: none"> - tenant panels should be encouraged and taken seriously – the government and Regulator should urgently require landlords to actively support the formation of tenant

		<p>panels and share good practice on how this should be done</p> <ul style="list-style-type: none"> - residents of social housing must have a voice with national, regional and local government
<p>Stirling, T. (2018) Tenants on the board or not?</p>	<p>https://www.whq.org.uk/the-magazine/issue/112/tenants-board-not/</p>	<p>Article examining what housing organisations are trying to achieve when they involve tenants in decision making</p>
<p>Wheatley Group/Chartered Institute of Housing (2019) Democracy starts at home: improving democratic engagement in the housing sector</p>	<p>https://www.wheatley-group.com/_data/assets/pdf_file/0028/66934/The-Democratic-Society-Democracy-Starts-at-Home-report.pdf</p>	<p>Report based on an international review identifies four priority areas:</p> <ul style="list-style-type: none"> - easy sharing - rapid reaction - customer empathy - be an enabler/disabler <p>Sets out activities and actions that will improve resident engagement:</p> <ul style="list-style-type: none"> - giving residents direct powers in choosing how and where money is spent - using online and offline approaches to make it easy for customers to share their priorities - co-producing services with residents - focusing on access – sharing information early and making it easy to attend meetings - creating opportunities for deliberation and discussion - adopting apps and new technology <p>Report includes variety of national and international case studies throughout – on customer journey mapping, participatory budgeting, collaborative decision-making, citizen panels, crowdsourcing, reporting issues, online question and answer sessions, simulations and augmented reality, using volunteers, supporting customers to achieve change across the system and asset based community development</p>
<p>Zalesinska, A. (2019) Time to make the shift? Article in issue 113 of Welsh Housing</p>	<p>https://www.whq.org.uk/the-magazine/issue/112/time-make-shift/</p>	<p>Article examining the practical implications of the potential right to adequate housing in Wales, supporting the call for incorporating into Welsh legislation</p>

Quarterly		
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Appendix 2: discussions with key informants

Fran Bevan, former chair of Democratic Body, Merthyr Valleys Homes

Noreen Blanluet, Director, Copronet Wales

Keith Edwards, independent consultant, Lead Associate HQN Cymru

Rob Gershon, member of Shelter Commission and HQN Associate working with their Resident Network

Alison Inman, former CIH President and board member of TPAS

Gayna Jones, former Regulatory Board member and former chair of Regulatory Advisory Group

Phil Murphy, founder of Manchester Sustainable Communities and Grenfell expert

Bonnie Navarra, seconded from South Wales Policy and Crime Commissioner to Future Generations Commissioner's team

Michelle Reid, Chief Executive, Cynon Taf Housing Association

Dr Robert Smith, Regulatory Board member and Chair of Regulatory Advisory Group

David Wilton, Director, TPAS Cymru