



PA Housing

Annual Complaints Performance and Service Improvement Report 2025 - 2026

Statement from the Chair of the Resident Assembly:

The Resident Assembly is committed to monitor feedback and track all recommendations made through the Service Improvement Panels and Working Groups to ensure that deadlines are adhered to and complaints dealt with effectively. Progress will be measured by tracking the resolution rate of complaints and holding PA Housing accountable for shortfalls. The assembly fully supports the need to drive continuous improvement with transparent reporting to help rebuild resident trust.

Annual Complaints Performance and Service Improvement Report 2025-26

Introduction

In 2025-26 PA Housing made substantial changes to its complaint handling, relating to both our people and our systems. In summer 2025, we received our first assessment against the Regulator of Social Housing's new Consumer Standards and were awarded a 'C2' regulatory grading. The Complaints service was one of the areas identified where further work was needed, but it was recognised that we were already progressing these improvements.

Historically, limited use of complaints data and insights had resulted in missed opportunities for continuous service improvement. Complaints were not being fully analysed, and root causes not addressed in a timely manner. Our new way of working has embedded complaint ownership within service teams; the central team providing strategic oversight through the introduction of Complaints Business Partners. As the Complaints Business Improvement Team (CBIT), we can now better identify emerging trends, improve service delivery, and prevent recurring issues. Aligning with our Housing Ombudsman Cases team, these roles work together with other teams to identify and implement lessons learned.

The second phase of this saw the partial transition of complaint logging to the Customer Services team. Directly taking complaints over the phone, rather than adding to email waiting lists, now provides a much better 'first point of contact' resident experience.

In the second half of 2025-26 we introduced a new, custom built workflow for managing complaints within our main Housing Management computer system. This has given us the data needed to monitor the end-to-end service effectively. We also updated both the Complaints Policy and the Compensation & Redress Policies in 2025-26 and passed a review by the Ombudsman's Duty to Monitor team ensuring ongoing compliance and alignment with both the Housing Ombudsman expectations and conformity with other social landlords.

Data Analysis - Complaint performance overview – volume and sector trend

Year-on-year data shows a sustained upward trend in both complaint volumes and Housing Ombudsman Service (HOS) determinations, as shown in the table.

Year	Complaints	Stage 2	Upheld	HOS
2022-23	2275 (+58%)	243 (12%)	72%	35 (+17%)
2023-24	2037 (-10%)	272 (15%)	77%	46 (+31%)
2024-25	3343 (+64%)	868 (35%)	69%	59 (+28%)
2025-26	3347 (stable)	610 (22%)	74%	88 (+49%)

Complaints received in 2025–26 were not evenly distributed, with a small number of service areas accounting for a high proportion of overall complaints. The highest volumes were seen within repairs and asset-related services, alongside more complex, multi-faceted cases.

Annual Complaints Performance and Service Improvement Report 2025-26

Over the last two years we've also seen an increasingly high concentration of repeat complainants. 35% of all complaints have come from 2% of the resident population. Further 'hot-spotting' analysis indicated that the top 10 postcode areas account for 19% of all complaints, giving us the ability to identify possible targeted interventions.

Outcomes – Upheld rate and Complaint escalation

The 'Upheld rate' (whether a complaint was justified) is a key indication of service performance. For 2025-26 we focussed reporting on this, enabling us to identify trends across service areas.

High upheld rates are particularly evident within our highest demand asset-related services, including:

Gas and Heating	93%
Technical and complex asset management	91%
Building Services	90%
Damp & Mould remediation	87%
Repairs (London & South East)	86%
Repairs (Midlands)	78%

These services also represent most of the highest complaint volumes, indicating a clear relationship between service demand and the likelihood of service failure. Delays in complaint response times resulting from the backlog generated during the changes to the operating model also meant that a much greater proportion of cases were upheld on the grounds of delay, rather than or in addition to the original service issue.

Analysis suggests that complaints progressing to stage 2 are more likely to involve confirmed service failure, reflecting the more complex or unresolved nature of these cases, and potentially under-assessment of resident impact at stage 1. We updated our Compensation and Redress policy to address this more clearly, and have a clear target to strengthen early resolution with service improvements, reducing the need for escalation.

When analysed by region, the South-East region had the highest volume of complaints received, and also the highest proportion upheld at stage 2. The London region had the highest proportion upheld at stage 1.

Every month we report each service area's performance to track numbers received, numbers responded to, timeliness and upheld rates in order to provide management information, which is also shared with the Executive team. Our Complaints Business Partners work closely with their designated service areas to understand challenges, review performance and help link service areas together where joint improvements are needed to ensure better resident outcomes.

Timeliness – Key Area for Improvement

Timeliness of complaint responses remains an area for continued improvement, as identified within our self-assessment against the Housing Ombudsman Complaint Handling Code.

The overall timeliness performance for 2025–26 must be considered in the context of the changes made during the year. The introduction of the revised operating model, alongside the transition to a new complaints management system and the clearance of a backlog of cases waiting to be logged, had a direct impact on response times. Historic delays and the

Annual Complaints Performance and Service Improvement Report 2025-26

prioritisation of clearing older cases contributed to a higher proportion of complaints being completed outside of target timescales.

Across the year, 52% of complaints were responded to within timescale, with 48% completed outside of target. We acknowledge the impact of delays across a significant proportion of cases and are committed at the highest level to rectifying this. We also know we must improve communication with residents experiencing delays.

Performance varies considerably across service areas. Some areas demonstrated strong timeliness performance, including Neighbourhoods (91% on time), Digital (83%), and Rent Setting (80%), indicating effective management of complaints within these services.

However, delays are concentrated in services where complaints are often more complex, require multiple interactions, or are dependent on contractor input. Where information is required from third parties to inform a response for example, we are working more effectively now to ensure that residents are kept informed of any extensions required to the complaint timelines.

The changes during 2025–26 provide a stronger foundation for improving timeliness in 2026–27, with a continued focus on reducing delays, improving communication, and ensuring compliance with Ombudsman expectations.

Complaints we have not accepted

194 cases were logged as not a complaint. Examples include:

- where a resident has expressed dissatisfaction but then allowed the issue to be resolved as a service request
- where a duplicate complaint has been made
- Expressions of dissatisfaction with service charge budget setting where these were service requests for review.
- First reports of ASB incidents

Resident requested insights

We met with the Resident Assembly to review last year's report and ask for their input into the content for this report. They wanted to know if complaints were driven more by the impact of 'communal' living in flats, and whether Homeowners were more likely to complain due to increasing costs or differing perceptions of acceptable service provision. We did not find significant trends in this broadly proportionate data.

Complaint Analysis by Tenure Type or Property Type

	Percentage of Complaints	Percentage of homes by tenure type
Shared Ownership	11%	10%
Combined Ownership types	16%	14%
		Percentage of properties by type
Flats	58%	52%
Houses	30%	36%
Maisonettes	7%	7%
Other	5%	5%

*by property analysis excludes complaints from non-PA residents

Annual Complaints Performance and Service Improvement Report 2025-26

When considering escalation, the overall Stage 2 rate is 22%. The highest volume tenure types — General Needs, Affordable General Needs and Shared Ownership — all show escalation rates slightly below or in line with this average (approximately 19–22%). This indicates that escalation is largely driven by volume and service demand within these groups rather than tenure-specific issues.

Housing Ombudsman findings and commentary

Performance trend compared to previous year

Ombudsman Judgements	End of year Performance 25/26	End of year performance 24-25
Severe Maladministration	6	5
Maladministration	83	74
Service Failure	52	39
Reasonable Redress	32	28
No Maladministration	23	30
Outside of Ombudsman Jurisdiction	8	3
Total Judgements	204	179
Total Determinations	88	59
Maladministration Rate	72%	67%
Maladministration Rate excluding service failures*	45%	45%

*The definition of service failure is “there was a minor failing, but action is still needed to put things right”

Whilst the number of determinations has increased, the maladministration rate excluding minor failing has held on par with 2024-25. The average number of judgements per determination has also fallen from 3 to 2.3.

Themes / Analysis of determinations

When we receive a request for information from the Housing Ombudsman, we conduct a triage risk assessment. These reviews have highlighted key areas for improvement, such as cases remaining unresolved when employees leave or are absent for extended periods. Minimising change in complaint ownership is a key priority for us in delivering better and timelier resident outcomes.

In 2025-26 the CBIT worked to drive business-wide process improvements following determinations, including convening learning review meetings after any determination received, facilitating ‘accountability workshops’ and providing Board assurance updates following the severe maladministration determinations. We also alert Directors to cases with high future risk potential to ensure prompt intervention. Our internal reporting framework ensures full visibility of performance and progress, with weekly, monthly and quarterly updates to colleagues, our executive and Board committees.

Annual Complaints Performance and Service Improvement Report 2025-26

Compensation

Compensation may be due where service delivery and complaint handling have not met expected standards and where residents have experienced detriment. Our Compensation and Redress policy sets out clear guidance on calculating what might be offered, identifies non-financial remedies, and where alternative routes of redress such as insurance may apply.

In 2025-26, the HOS ordered the payment of £56,950 (up from £47,567 in 2024-25), an average of £662 per determination, which is a reduction from an average £806 per case the previous year.

From our own complaints, slightly more cases were awarded compensation as part of the remedy than were upheld, where a gesture of goodwill was still appropriate. 54% of cases in total received a payment, with an average value of £244 per case.

The highest levels of compensation are concentrated within repairs and asset-related services, reflecting both the volume of complaints and the high upheld rates within these areas. Service failures in these services also tend to attract higher compensation per case, particularly where issues are complex or have a greater impact on residents, such as damp and mould. The higher volumes also contributed to compensation being awarded for complaint handling delays, which is now reported separately for clarity.

Resident Engagement

Our involved residents supported the co-design of a post-complaint survey and other feedback channels. The Resident Readers review panel, who assess tone and content in our policies and communications, began reviewing anonymised Stage 2 complaint responses in February 2026. Feedback is structured using the 4Ts framework (timely, transparent, tailored, and appropriate in tone). Letters from the Gas, Repairs, and Estates and Complaints teams have been reviewed, with responses consistently rated 4s and 5s out of 5. Some of the residents' comments include: *"a very clear and empathetic response"*, *"the actions taken are outlined well and it is very empathetic and considerate"*.

Lessons Learnt and Service Improvements

Complaints are a valued source of resident feedback. During 2025–26 the foundations were laid for a more mature organisational learning culture, with a clear shift from reactive complaint handling towards using complaints as a source of operational insight and service improvement. This was enabled by improvements in governance, reporting and accountability and has improved our ability to identify patterns, root causes, and take action.

However, the analysis also highlights that learning remains inconsistent across some areas of the business. Where services continue to experience higher levels of complaint demand, repeat contact and delays, further work is required to ensure that learning is consistently translated into improved service outcomes and reduce repeat complaints.

This is where the Business Partnering approach, centred on data and compliance, coaching and risk evaluation is showing early success. Their analysis has identified inconsistencies in how systems were used to record actions and evidence service delivery. Improving system usage to strengthen case oversight, audit trails and providing thematic analysis, is helping services identify recurring issues and implement preventative improvements.

Annual Complaints Performance and Service Improvement Report 2025-26

Our Complaints Business Improvement Leads offer complaint handling and resolution support to more vulnerable residents where cases are complex or high risk, flagging interventions or where referrals to external services might be required. They provide resident learning feedback through case studies for our Board, ensuring that these voices are heard, and the impact of service failings is both understood and accounted for when designing new processes.

Since our system change in September 2025, we now have vital data captured on lessons learnt. To demonstrate the maturing of our learning culture, the table below shows random sampling from this newly captured data to illustrate tangible changes identified by the teams taking ownership of the complaint:

Team	Action from Learning
Gas	Our installers and electricians are now instructed to explain the operation of the appliance and its controls to residents following installation to avoid confusion.
	Vulnerable residents without essential services receive enhanced and monitored escalation.
ASB	We have introduced training to the teams regarding stalking and harassment
Estates	All contracts are now streamlined under the relevant contract manager, rather than all estate issues being assigned to managers based on location. This means that responsibility for trees for example sits with one specialist person
	All new maps checked before submitted to contractor for works to ensure clear communication at all times between residents, PA and contractors.
Home Moves	Home Moves Team to offer further explanation with refusal letters that will outline the criteria that has been followed to make a decision.
Neighbourhoods	Improved communication during decant that a car parking space will be ended, especially when a long term decant is identified
	Contract monitoring: Strengthened oversight of outsourced parking enforcement to make sure agreed patrols are carried out and any gaps are addressed promptly.
	Back-to-basics training around incident management
Damp & Mould	Introduced virtual inspections to support residents with urgent assessment requirements
Safeguarding	Share action plans with Damp & Mould team where complex cases arise so that any dependencies such as clearing hoarding are well recorded with owners and timescales
Complaints	Complaint investigations better reflect lived experience and cumulative impact
Programme delivery	Clearer and more accurate planning of upgrade programmes to ensure blocks are correctly scheduled and funded before commitments are shared with residents. It also demonstrates the importance of managing expectations
Repairs	DLO operatives now instructed to make sure they speak with all affected neighbours when completing repairs
	Putting in place more robust service where Wates and their subcontractors evidence no access recorded and screen shots of phone calls and text messages

Annual Complaints Performance and Service Improvement Report 2025-26

Service Charge	New complaint process put in place and geographical patches implemented in the service charge team
Service 24	Notification failure: Out-of-hours alerts must be escalated to onsite staff immediately. Incident handling: Mandatory reporting processes updated to ensure prompt onsite awareness. Medical history visibility: Critical health information is now clear.
Major Works	Establish a single point of contact for complex adaptation requests to support clear communication with residents and partner agencies.

These offer assurance on our commitment to residents to improve and learn from their experiences, delivering the fundamentals of our Corporate Plan.