

Community Development Housing Group

The Community Development Housing Group (C.D.H.G.) was formed as a consequence of initiatives by several local authorities and other housing agencies to appoint staff with the remit of developing tenant participation.

Although the group has been in existence since April, 1984 (originally under the name of the Tenant Liaison Officers Group); it grew significantly during 1985/86 as more staff were appointed to work in this field.

Staff with this remit of developing tenant participation were entering a new area. All such staff found it very useful to meet on a regular basis to discuss problems, new developments and to compare experiences. The Tenant Participation Advisory Service (T.P.A.S.) was involved in establishing these initial links between officers and provided support services for the group.

As membership of the group grew, it became appropriate for the name to change to the Community Development Housing Group, and group members began to take over the administration of the group from T.P.A.S.

The C.D.H.G. is continuing to provide support and information for officers from all over Scotland who are working in the areas of community development and tenant participation. The group, in conjunction with T.P.A.S., has organised training for newly appointed officers, and has undertaken a survey of tenant participation in Scotland. The results of this survey form part of this report.

Acknowledgements

Thank you to everyone who contributed something to this report, and a special thanks to S.S.H.A.

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**" But Will It Fly,
Mr. Wright ? "**

TENANT PARTICIPATION IN PRACTICE

FOREWORD

It is the stated aim of this report to help "tenants and landlords alike in their efforts towards meaningful participation". There is much information in this document which will be of interest to both these groups and I am hopeful that the contributors will succeed in achieving their aim.

They have broken new ground by collating information from Scottish Housing Authorities about their attitudes to participation. Tenants Groups (and perhaps the authorities themselves) will be able to do some comparisons between districts and this exercise alone might produce further progress.

The report rightly stresses the importance of defining what is meant by tenant participation because it is a term which means different things to different people. For example, light is shed on the distinction between tokenism and meaningful participation based on equal knowledge and power sharing.

Examples given by the case studies indicate valuable lessons which have been learned by the authorities and tenants involved. But other authorities and tenants groups can also learn from this bank of experience and it is to be hoped that this learning process will continue in the future. The report recognises this in its recommendation for training resources to be made available.

At this stage in the development of tenant participation in Scotland, this report is essential reading. I sincerely hope that the message gets across to all those involved in today's housing scene.

Colin Robertson Lee

Chairman. C.O.S.L.A. Housing Committee.

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1. Introduction

The concept of tenant participation has gained an increasing degree of support in recent years amongst tenant groups and to some extent amongst local authority employees, elected members, and the management and staff of other housing agencies. This support has been reflected by a variety of reports giving official recognition to a need for some level of tenant participation.

e.g.:

1974/75 The Morris Committee

Recognised a demand for tenant participation after local government reorganised.

1977 SDD Circular (14/77)

Encouraged local authorities to consider increasing tenant participation. Particularly through tenant management co-operatives.

1980 Housing Act
(Eng/Wales)

Laid down statutory obligation for local authorities to consult with tenants on areas of policy affecting them.

There is no statutory obligation to consult tenants in Scotland, but the Scottish Development Department (S.D.D.) did partly fund T.P.A.S. (begun in 1980) to promote tenant participation in Scotland.

So far progress towards increased tenant participation in Scotland has been very patchy.

One of the difficulties with tenant participation is that it means different things to different people. To one councillor it may mean providing written information to tenants on how the repairs system operates. To another it may mean a tenants representative having a vote on the housing committee. It is essential in the early stages of any

initiative, that all parties concerned, i.e. tenants, officials and councillors are clear about what they mean and expect from tenant participation. Otherwise this may lead to confusion, frustration and failure.

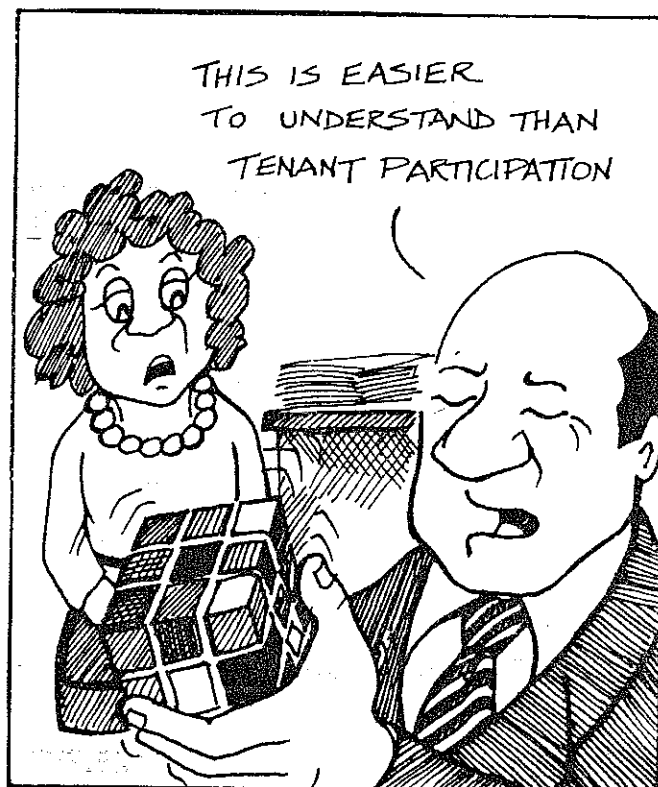
For the purpose of this report the Community Development Housing Group defines community development as:

"the process whereby local communities are given assistance to identify their needs and interests and organise to take appropriate action to meet these needs."

Tenant Participation is defined as:

"the involvement of tenants in decisions which affect their housing".

This definition is quite broad and encompasses a number of different levels of tenant participation.



In a "Ladder of citizen participation" in the USA, Sherry Arnstein has developed a seven stepped scale of participation.

- | | | |
|--------------------|---|-------------------|
| 8. Citizen Control |) | |
| 7. Delegated Power |) | Degrees |
| 6. Partnership |) | of Citizen Power |
| 5. Placation |) | |
| 4. Consultation |) | Degrees |
| 3. Informing |) | of Tokenism |
| 2. Therapy |) | Non-Participation |
| 1. Manipulation |) | |

Levels one and two describe levels of non-participation which are sometimes construed to substitute for genuine participation. This might involve meeting with tenants to inform them that their understanding of a particular problem is wrong.

Levels three and four involve informing and consulting, where tenants are given a voice, but it is not necessarily heeded.

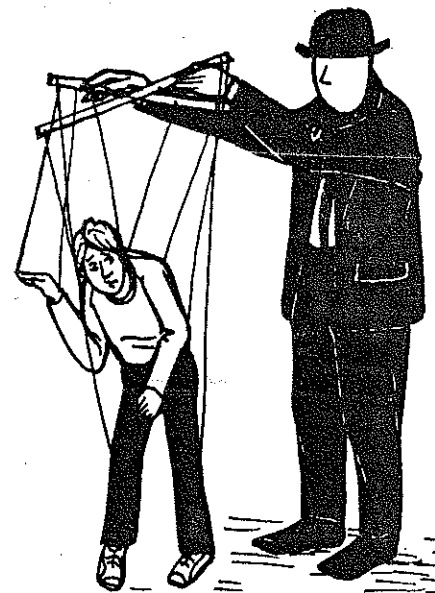
All too common is the situation where a local authority talks of participation but fails to explain who has the power to take decisions. Participation thus becomes a process of legitimising decisions which have been taken in advance, and which apart from small details will not be changed.

The next level, placation, allows participants the right to advise, although those in power retain the power to make decisions. These three levels represent varying degrees of tokenism, according to Arnstein.

'Participation' is expressed in terms of the top three levels, characterized by negotiation and bargaining, and finally tenant control. To many, the concept of tenant management co-ops is seen as the ultimate goal of tenant participation. However it would be counter productive not to recognise that a great deal can be achieved through many of the other

steps on the scale. It is important to point out that all levels of participation require the provision of good information. Using Arnstein's Ladder is a useful yardstick to measure the level of tenant participation in an initiative.

Although an initiative might be seen as tokenistic, there may still be value in it if it is the start of a process which will allow increasing involvement. It is important that tenants groups at an early stage do not just accept the status quo but continue to make demands of the housing authority.



One of the dangers involved in participation is highlighted by the fact that members of the tenants' movement are often used to legitimise decisions that have been taken in advance by the court. As a result the role of the tenants' group is reduced to trying to make sense of these decisions to their members. Not only can this discredit the group but in certain instances can lead to the demise of the group.

Many of the initiatives to date have been at the level of information provision or consultation, rather than full participation based on equal knowledge and power sharing.

There is still a general impression around that commitment to participation is being publicised partly because it is presently fashionable. The temptation within many local authorities and housing agencies has been to use the concept of participation to improve their basic services to tenants, rather than to provide their tenants with opportunities for real involvement.

The Community Development Housing Group firmly believes that unless those involved in providing housing services (councillors and officials) spend more time, effort and resources on understanding and implementing tenant participation initiatives, then the concept of giving tenants real involvement in housing will remain at best a gesture and at worst counter productive.

In order to capitalise on the important work that has been achieved to date it is imperative that housing officials, councillors, and political parties look closely at their motives for supporting the idea of tenant participation.

The processes which will lead to meaningful tenant participation have begun. Many local authorities and other housing agencies have now appointed staff with the specific remit of promoting tenant participation. More importantly, tenants groups are increasingly demanding the right to total involvement in the decision making processes which affect their housing.

The Community Development Housing Group hope that this report will be of use to tenants and landlords alike in their efforts towards meaningful participation.

2. Tenant Participation in Scotland

In spite of increasing interest in tenant participation, there remains a lack of information about how individual housing authorities choose to promote tenant participation, and the quality and quantity of what is actually done.

In view of this it was felt useful to review the current situation throughout Scotland. A questionnaire was sent in 1985, to all housing authorities requesting information about a range of policy and practice issues. We believe that this information still reflects the current situation in Scotland.

THE RESPONSE

Out of 56 questionnaires sent out to Scottish housing authorities 43 responses were received. Additional information on a further six authorities known to the group means that the survey analysis is based on an 84% return. (See Appendix I)

1. Towards a Tenant Participation Policy

Of those who replied, 75% have considered preparing a policy. Only 6% (four authorities) decided against a policy. 42% of respondents have an agreed policy. (See Appendix II) These policies range from;

"Tenant Participation: although ad hoc initiatives in tenant participation, principally during modernisation schemes, have been successful, the District Council intends to promote the wider involvement of its tenants in decisions affecting their affairs."

North East Fife District Council Housing Plan. 1st April 1985 - 31st March 1990.

to the 12 page policy of Aberdeen District Council that outlines;

- the benefits of tenant participation.
- the aims of tenant participation.
- areas for tenant participation.
- resources for tenant participation.
- opportunities for developing tenant participation in Aberdeen.

However, ultimately it is not important what shape and form a policy on tenant participation takes, but rather whether there is a commitment to putting that policy into practice.

2. Policy and Practice Issues

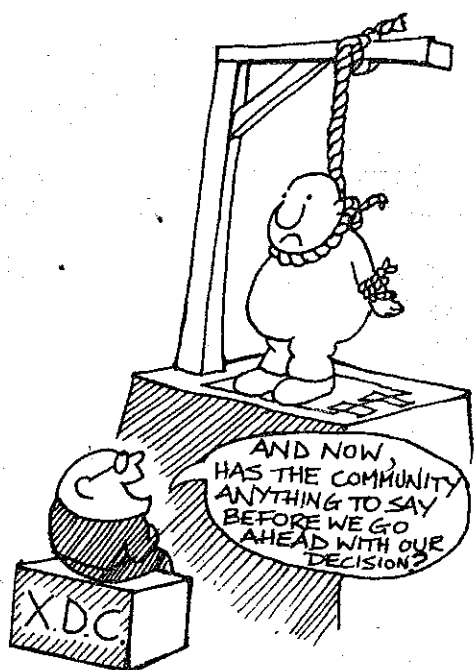
The table below illustrates the percentage of respondents who have an agreed policy on tenant participation and claim to involve their tenants in the issues shown.

Tenant Involvement in:	Frequency of Occur
Modernisation	95%
Environmental Improvements	66%
Repairs	26%
Capital Programmes	26%
Allocations	23%
Other	12%

The authorities involved are shown in Appendix IV.

Nearly all these authorities claim to involve tenants in modernisation programmes, although there are significant differences in the degrees of involvement offered or encouraged by different authorities.

In some cases, the provision of information is the limit to which authorities will go in order to secure a level of consultation. At the other end of the scale, there are a few examples where real choices and options are available to tenants, before final decisions are made by officials/members about the cost, or type of work required.



Similarly, tenant involvement in environmental improvement programmes is increasing as housing authorities develop an acceptance that "tenants should have greater control over their environment."

Once again, it is fairly common to find examples where tenants have been consulted over various options, but less common to find direct involvement by tenants in planning and carrying out improvements as described in the case study in Possilpark.

It would be true to say, however, that the number of examples of real involvement in such work is increasing.

Although the stated commitment to tenant involvement in repairs, capital spending programmes and allocations is significant, the practice is less well developed.

Involvement in these areas is most common within the housing management co-operatives but very few tenants groups would accept that they can influence levels of capital spending in their area.

There are a few examples where tenants have been involved in allocations. A good example being the joint management groups set up in Glasgow by the District Council where responsibility for certain decisions has been devolved to a group comprising councillors, officials and tenants.

3. Support for Tenants' Associations

Increasingly, housing authorities are making efforts to support the development of tenants' groups.

Grants - 12 of the authorities are making efforts to support the development of tenants' groups. These cover "starting-up", general administration and, in some cases, capital equipment costs. In Dumbarton District Council, the tenants federation were involved in allocating this budget. (See Appendix VI)

Community Premises - 10 authorities have a policy to provide community flats or houses. Most also provide extra funding to support these projects, i.e. payment of rent, conversion, etc. (See Appendix VI)

Tenants Federations - 6 authorities are prepared to support the development of tenants federations which would normally involve the commitment of staff time, the use of a meeting place or office and in some instances the payment of incidental costs.

4. Staffing

To be effective, the promotion of tenant participation requires the allocation of staff resources. Tenant participation should be seen as an example of good housing management practice, and as such should be the responsibility of all housing staff regardless of their designation.

In addition, housing authorities are recognising the value of employing specialist staff to promote the overall policy and practice of tenant participation. Often these staff have a professional training in community development or a related discipline. In some instances, the existing job description of an established post can be altered to embrace some responsibility for tenant participation.

The remit of the staff, variously referred to as Tenant Liaison/Community Development Officer, varies from authority to authority. However, the core elements are:

1. The development of participation in its broadest terms.
2. To establish tenants associations and residents groups within each community of the district.
3. To participate in and give advice to tenants associations. Assisting in preparation of publicity, newsletter, committee procedures, etc.
4. To prepare policy guidelines and advise other housing staff on methods and techniques for the development of tenant involvement in all aspects of housing service.
5. To establish a framework within which other housing staff can be trained in techniques for tenant involvement.

Approximately 30 officers are employed throughout Scotland with this remit.

Appendix V lists those authorities which employ professional and/or relevant staff.

INTRODUCTION TO

3. The Case Studies

Many authorities and tenants groups in their pursuit of meaningful tenant participation, are often unaware of initiatives happening in other areas. In some areas it is a case of reinventing the wheel, while we believe a great deal can be learned from the experience of other authorities.

The following case studies cover examples of tenant involvement in areas identified in the survey namely:

Modernisation -

Establishing good practice in the handling of major contracts.
Dumbarton District Council.

Environmental Improvements -

Wester Common, Possilpark,
Glasgow, S.S.H.A.

Repairs -

Clydebank District Council.

Capital Programmes

Orlit Replacement Programmes.
S.S.H.A. and Dumbarton District Council.

In addition to the above we have included two examples of areas of work central to tenant participation. The first case study will examine the problems of translating a policy into practice, and the difficulties involved, based on experience in Stirling District Council. In attempting to implement a policy on tenant participation it is widely recognised that support must be given to help establish the tenants movement in an area. The second case study looks in detail at one experience of establishing a federation in Clydebank.

These case studies are not intended to be seen as the correct or best way of approaching tenant participation, but rather as examples of how other authorities are trying to encourage and enable tenant involvement. We hope that they will stimulate interest and further ideas.

TRANSLATING A

A. Policy into Practice

The notion of public participation in housing is very popular at the moment and more and more housing authorities are now employing workers to promote "tenant participation" both in the formulation of housing policy and its implementation. Whilst this is an admirable act on the part of housing authorities at the same time, questions must be asked about the remit of the worker and about the authority's commitment to put policy into practice.

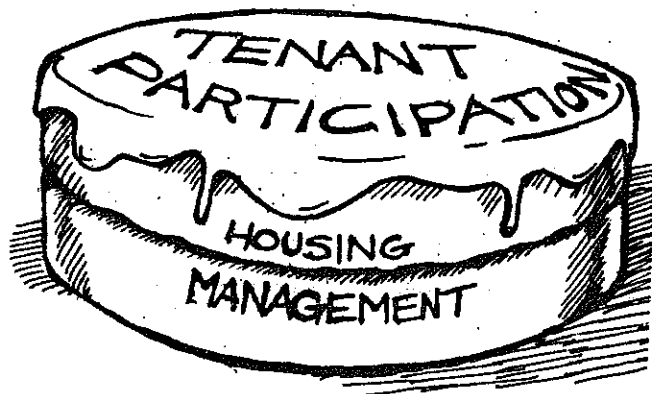
STIRLING DISTRICT COUNCIL

The Housing Department in Stirling District Council is perhaps typical of authorities in Scotland who are trying

to improve the level of tenant involvement in the housing service. In the summer of 1983, as part of complete re-organisation of the Housing Department, Stirling appointed a tenant liaison officer whose remit was to "develop tenant involvement in its broadest terms." (This is indeed a laudable aim if a bit ambitious.)

The first task of that officer was to prepare a comprehensive report on tenant participation for consideration by the Council who agreed to accept its content and proposals for action, and it has proved essential that the Council has that policy. Without one, it could have proved very difficult to "legitimise" the aims of tenant participation, since

some officers (and councillors) saw "participation" as some sort of fringe activity, peripheral to the real business of providing an efficient housing service. Interestingly enough, very few local authorities have involved tenants in the formation of a policy on tenant participation, however, this must be seen as an important first step.



The presence of a policy, makes it is easier to persuade officers to examine their own work practices and look at ways in which tenants can become involved in aspects of the housing service.

Policy into Practice

Stirling had very little history of an organised tenants movement, and a lot of time was spent giving support to existing tenants associations and advice and help to new groups. This resulted in the formation of Stirling Federation of Tenants Associations which has proved to be an important campaigning body in the district.

Training for housing department staff was seen as an important element of the tenant participation strategy. Training was used not only to introduce staff to the concept of participation but also to encourage them to look at how tenants viewed the housing department and what could be done to improve the service we provide.

The contact with councillors was crucial to ensure that everyone was kept up-to-date with developments, not only within the district but on a nation-wide basis too.

Should Authorities Work In This Way ?

This type of model, i.e. one where council are willing to develop tenant involvement and appoint a worker to develop tenant participation locally could well be adopted by other authorities. There are a number of advantages in doing it this way.

1. The impetus for initiatives will come from the tenants groups themselves as well as from the council. It is crucially important that the wish to extend tenant involvement comes from tenants and is not seen as something which has been imposed on them by the council.

2. Existing practices in the housing department can be examined and, if necessary, challenged. Sometimes a fresh look at practices is refreshing and indeed essential. Even with the best resources available, it is too easy for a bureaucracy to be unable or unwilling to adapt to change.

3. There would be one person in the Council whom community groups could relate to, not necessarily to get things done but to get advice as to where to get information, what particular officer to approach and which councillor chair which committee. This type of information will already be available somewhere in the Council but often it is useful to have an initial contact person there.

4. The appointment of relevant specialist staff, should ensure the necessary input of community development skills.

The biggest disadvantage of this type of approach is the inclination to see "Tenant Participation" as one officer's job, rather than look at ways in which everyone's job would change or alter in some way according to the needs and wishes of the tenants and the council.

There is no easy way to get round this problem. The only hope would be that the officer involved would be able to work with most housing department staff

both formally and informally, to encourage them to look at their own jobs and style of work and to look at ways in which the department could become more receptive to tenant involvement.

It is also important that tenant liaison officers do not become involved in the nuts and bolts of project work, but concentrate on broader policy development issues and training.

The council and the tenants' groups may not be in complete agreement as to priorities. An example would be where the council may be looking at involving tenants in a management function, for example allocations or repairs but the tenants' association may see dampness as their primary concern, and the council's offer may look as if they want to avoid what the tenants see as more urgent problems. What is the answer to this? Quite simply, there isn't one! Community groups have complete independence from the council and are free to choose whichever issues they see as important. The only thing that councillors and officers can do is respect this and respond as honestly and as quickly as possible.

The Future for Housing Authorities

Many local authorities are now seriously looking at adopting a policy in tenant participation. Previous experience has shown that it is best if the policy contains a "plan of action", i.e. things which the council are committed to carry out. Examples of this could be:-

- Training courses for tenants' associations and community councils.
- The production of a comprehensive tenants handbook.
- Training for housing department staff on the demands which tenant participation will make on them.
- The provision of annual grants to tenants' associations.

- A reasonable budget to aid the development of the policy.
- The production of a policy on the community use of houses.

The list of possibilities is endless! The plan of action will form the basis of the council's commitment to participation. It is all too easy for councils to be full of fine words and good intentions, then for one reason or another, unable to carry out its policy.

No one would say that the implementation of the policy is going to be easy. If we accept that the ultimate aim of tenant participation is to transfer power from the chambers of the council's town hall to the tenants who live in the Council's houses, then tenant participation presents a mammoth task. Conflicts between the tenants' associations and the local authority are a distinct possibility. Tenants' groups will be very critical of Council policy and how it is carried out; and it should be recognised that this criticism will be justified. For years and years, local authorities have provided services that they thought the tenants needed, have formulated policies which they reckoned would best suit the Tenants. Is it really any wonder that tenants are suspicious; that officials feel uneasy about working with tenants' groups!

It is important to realise that there is no blueprint for participation - the tenants and the council between them must decide on the level of involvement and the issues, and must agree to go at a pace which suits all parties. It is not going to be an easy task, but we must begin to provide positive opportunities for tenants; if they are to understand and thereby influence the processes that affect them.

B. Work with Federations of Tenants' Associations

Editorial Comment

This case study was written in 1982 while working with the Tenant Participation Advisory Service, (T.P.A.S). and while much of the information will now be out of date, and the situation in Clydebank will be different, we believe that there are a great deal of valuable lessons that can be taken from this case study.

Introduction

The essence of tenant consultation is that there should be a proper balance between the housing authority as provider of housing and the tenants as consumers of housing. The relationship between these two parties should allow some form of dialogue and a degree of co-operation. Such dialogue will not always involve complete agreement between the parties concerned, but will allow an exchange of views and a better understanding of each group's position.

I believe that such consultation should occur in relation to all aspects of housing policy and not just over matters solely affecting a particular community or neighbourhood, such as modernisation. The full range of housing management policies affect every tenant and there is great value in having some mechanism to allow consultation on district-wide matters such as Housing Plan preparation, allocation of housing, operation of repairs systems, and general conditions of tenancy. Consultation on such matters could best be carried out at a central point allowing a dialogue between the housing authority and some representative body of tenants within the District.

Creation of the Federation of Ratepayers

The idea of launching a federation from the more active associations in the area - in particular Faifley Mountblow in 1980. They, together with a number of other interested groups in East End, Parkhall, and Whitecrook and formed a steering committee consider establishing a more permanent federation and organising a number of public meetings. This group wrote to the District Council for support and they agreed to convene a meeting of tenants in the area.

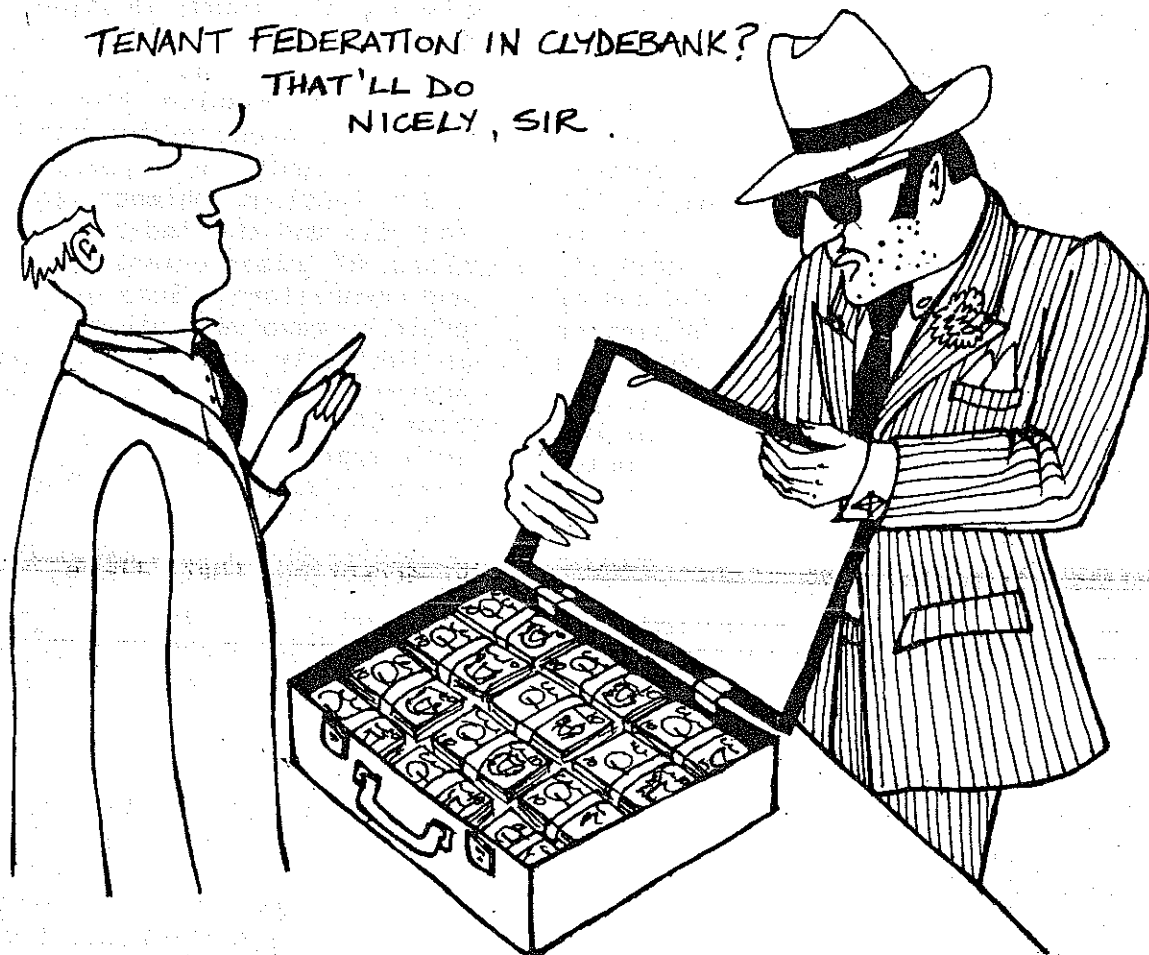
Whilst it is possible to see the steering group as the initiators of the developments in Clydebank, it is interesting to note that the two most active associations in the area, Faifley and Mountblow, were at the time both affiliated to the Scottish Tenant Organisation, and this may have provided some stimulus to the idea of tenants groups meeting to discuss mutual areas of concern.

The decision to proceed with the establishment of a federation was taken over a series of three meetings held in November 1980, January and February 1981, all of which were convened by the Chief Executives Department of Clydebank District Council. It is worth noting here that at first the District Council officials seemed to experience some difficulty in making contact with community groups. The list held by the District Council of groups in existence was not comprehensive, and some of the addresses were out of date. The letter notifying groups of the first meeting (written as a reply to the request from the tenants steering committee) was sent more widely than that group and

therefore led to a little misunderstanding as to the aim of the meeting. Although problems such as the need to update mailing lists and the desire to include community councils in the mailing list were quickly sorted out, there was some dissatisfaction that because groups were missing at the first meeting there was some delay before groups could meet in January formally to decide whether or not to proceed with the federation.

By the time of the second meeting in January the District Council had considered the outcome of the previous meeting and the councillors had formally agreed to support the concept of a tenant federation and to make rooms available free of charge for six months. The administrative department of the council had attempted to update their mailing list and included community councils as well. The second meeting considered a TPAS paper on federations and after some discussion agreed in principle to form a council of tenants associations.

The third meeting, held in February, considered the organisation of the federation, elected office bearers and decided on a name - the Clydebank Federation of Ratepayers. Matters such as preparing a constitution for the federation were left to the office bearers to investigate, and in fact this was not decided by the federation until two meetings later (in April) when an amended version of the constitution used by the Scottish Tenants Organisation was adopted. The February meeting however was a good illustration of the fact that "participation" is only meaningful to people when it is a means for considering more tangible issues. At the time of this meeting the district councillors were having to consider the level of rent increases which they would adopt for 1981/82, and the second half of the meeting was used as an opportunity for tenants to present their views on rents to the district councillors present, and for the councillors to make their attitudes clearer to tenants. Obviously this was a controversial issue and one where



there was no agreement between councillors and tenants at the end of the meeting. The fact that no mutual position was agreed between tenants and councillors obviously disappointed (and angered) some of those present, but it is difficult to imagine a closer agreement being reached on this issue. The importance of the discussion was that there had been a frank expression of views between the councillors and tenant representatives. Inevitably there will be boundaries to what is acceptable to tenants or to the council, and meetings between the federation and council will involve a degree of negotiation. It so happened that the first issue to be considered - rents - was one where both parties felt there was very little room for them to manoeuvre to meet each other's position - other issues will allow a wider degree of flexibility.

Subsequent meetings have continued to consider various organisational matters such as the constitution, fundraising, and getting the local groups formally affiliated. By mid April, 1981 eight local groups had paid their affiliation fee and were thus considered members. The other main concern for the group has been its relationship with the District Council. The federation remain committed to the view that they needed to consult with the council on a regular basis, but many of the issues (such as rents) are unlikely to end up with a mutually acceptable point of view. At the end of the day both councillors and members of the federation will need to accept that there will be disagreement on certain issues and that they should seek out more positively those matters on which there can be some common action.

Some Lessons

There are a number of lessons that can be drawn from the experience of Clydebank. Some initial thoughts are given below.

The first area concerns the difficulties of creating a federation in isolation. In Clydebank the initiative came from tenant leaders in a couple of active

existing associations. The ground in contacting other groups in the and suggesting they meet together done by a few individuals. It is that the records held by the District Council of addresses and contacts community groups would have inadequate if they had wanted initiate an approach to tenants themselves. Clearly it is impossible to create a federation out of thin air, the developments in Clydebank need to be placed in the context of two years of reviving groups in Faifley, Mountblow. The creation of a federation will certainly help in the development of new groups in other parts of the district but an initial nucleus of active groups is essential to the formation of the federation.

The second lesson is that there is a need for some practical help and guidance in the first few months at least. This could be practical help such as that received from the Administration Department of the Council in the form of notifying groups of meetings, or the provision of a meeting place. But there is also a need for some guidance on what organisational matters need to be resolved, and advice on how to resolve tensions that are certain to occur during the birth of the organisation. In Clydebank there were clear tensions between some community councils and the federation, as well as areas of disagreement between tenants and councillors. Some of these problems could be resolved, others could not, but in the early stages it is important for advice to be available to talk through some of these problems and to put them into some perspective. Thus while it seems unlikely that the federation and the council will agree over the question of rents, the matter could be "resolved" by accepting that there will be a difference of views and (whilst not pushing this under the carpet) looking for other areas for more fruitful dialogue.

Perhaps the most important lesson is to do with the expectations people have of a federation and the aims suggested for it, especially where the notion of a tenants federation is linked to some idea of regular consultation with the

council. The aims mentioned in Clydebank were many and varied, but included "a basis for co-operation between tenants associations and the council", "a place to discuss and reach a collective view for tenants from the whole of the burgh", "an organisation essential to get to the grass roots and explain the problem", "a central body that people with no local tenants association can turn to for help", "an organisation to help the council get some assistance from community groups", "a sounding board for policies" and a way of "helping other groups get off the ground". Clearly right from the start there were many different expectations for the federation and whilst none of these views were rejected as being unacceptable the federation has to develop some balance between these aims if only to know how much time and energy to devote to achieving them. It is not always possible to decide on priorities

straight away, but it is essential to recognise that a federation involves the joining together of a number of participants with differing (though still legitimate) aims.

Conclusion

One other point to mention explicitly is that of the length of time involved in getting to even the early stage of events in Clydebank - almost two and a half years since the revival of interest in tenants groups in one part of the area. Obviously the process may be speeded up if it is being fostered by a sympathetic local authority (as in Clydebank) but it is clear that we are talking about a very lengthy process if we are hoping to achieve a fundamental shift in the relationship between landlords and tenants across Scotland.

C. Establishing Good Practice

IN THE HANDLING OF MAJOR CONTRACTS

Introduction

Tenants of Dumbarton District Council had experienced a number of difficulties with the handling of major contracts.

These contracts ranged from the removal of asbestos to the replacement of windows and from full modernisation to re-wiring.

Despite the varied nature of the contracts the same problems were arising with monotonous regularity, such as the short notice of contracts, very little communication and lack of liaison with tenants.

These problems have highlighted the need for a good, **standard** procedure for the conduct of contracts.

Detailed discussions with those involved (individual tenants, tenants organisations, elected members and local authority staff) led to the production of a detailed document outlining standard procedures to be followed in all District Council contracts.

Description

The level of tenant participation in major contracts has varied throughout the district. It has depended very much on whether or not the affected area has been covered by a tenants association. In some cases, a major contract has been a prime reason for the establishment of a tenants association. In other cases a liaison group was established to try to ensure that tenants interests were represented during the course of the contract.

All of these measures were ad arrangements, and all affected tenants seemed to feel the need of an identified procedure with an identified officer responsible for the co-ordination of project.

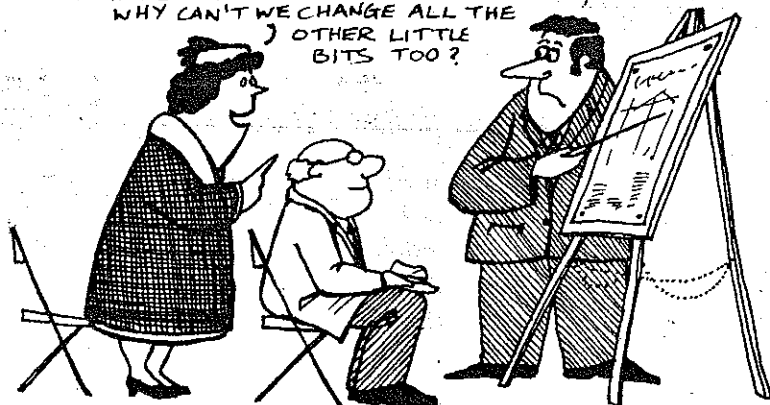
The Housing Department, and other District Council staff were also aware of the need for standardised guidelines. Lack of identification of areas of responsibility had led to a great deal of frustration among staff.

A series of informal meetings were arranged both with representatives of affected tenants, and with staff. The following is a summary of the list of 'needs' which emerged.

1. Needs of Tenants

- 1.1 ~~Direct Liaison~~ with appropriate departments - establishment of a liaison group where necessary.
- 1.2 Advance notice of contracts.
- 1.3 Technical and procedural information.
- 1.4 Identification of staff to contact.
- 1.5 Frequent opportunities for questions and discussions
- 1.6 Frequent opportunities for negotiation and participation
- 1.7 The provision of satisfactory alternative facilities - if required (decanting, day care, cooking and washing facilities etc)

IF WE CAN CHANGE THAT LITTLE BIT,
WHY CAN'T WE CHANGE ALL THE
OTHER LITTLE
BITS TOO?



1.8 Consideration of individual special needs

1.9 Arrangements for security/transfer of belongings

1.10 Information on compensation claims

1.11 Effective follow-up procedures

2. Needs of Housing Department Staff

Also staff of other appropriate departments (e.g. Architects)

2.1 Direct liaison with tenants and tenants' representatives.

2.2 Identification of (or appointment of) a co-ordinator for contracts.

2.3 Identification of individual staff responsibilities for specific aspects of the contract.

2.4 Good links with other relevant departments both at district and regional level.

2.5 Good relationship with contractors.

2.6 Establishment of standard guidelines for good practice during contracts.

2.7 Training for all relevant staff in the procedures for dealing with contracts (especially area office staff and repairs and maintenance staff).

2.8 Constant contact between all relevant staff during the course of a

contract (especially project officers, area office staff and repairs and maintenance staff).

2.9 All relevant area office and repairs and maintenance staff must have the knowledge necessary to become involved in contracts at short notice.

2.10 A "diary" of all details related to the contract should be kept by the officer responsible for the organisation of the day to day running of the contract. This should record details of contacts with tenants, statutory and voluntary services etc. and note arrangements made.

These lists are by no means exclusive, various points will need to be considered locally.

3. Conclusions

The following principles were established.

3.1 If tenant participation is to be anything other than token gestures, it is essential that tenants be involved in discussions relating to any project as early as possible. It is not enough to call a public meeting immediately prior to the start of work on a contract to inform them of the decisions which have already been made; rather tenants should play an active role in reaching those decisions.

3.2 Even before full surveys have been carried out, there are always a number of issues which must be discussed, and choices which must be made. It may be appropriate to proceed with this through a public meeting, or through a meeting with the tenants' association. This will depend on the local situation and the nature of the contract.

3.3 The various officers associated with the contract must be available at this stage both to liaise directly with tenants and to brief councillors.

3.4 Any relevant financial constraints, legal implications and existing policies must be made very clear at the earliest stage in the discussions.

3.5 Every tenant must have the right to have his/her individual circumstances taken into account and to have the situation made perfectly clear well in advance of any work being carried out. As much freedom of choice as possible should be offered. Problems which could have been anticipated but which do not come to light until part way through a contract can do nothing but lead to tenant dissatisfaction. All probable eventualities must be catered for as early as possible.

4. Recommendations

The major problems during contracts appeared to arise from the fact that everyone was under pressure, and no-one had full information (either tenants or local authority staff). This led to two of the most important recommendations.

(a) It is essential that one officer is made responsible for the co-ordination of all aspects of the contract.

(b) It is essential that detailed individual information is collected.

(This second recommendation fulfils two functions. It makes sure that the department is aware of any special needs of tenants, and it makes sure that there is individual contact with every tenant and a chance to ensure that every tenant fully understands what will be happening).

Standardisation of procedure such as is suggested by a document for good practice in the handling of contracts obviously has considerable implications for staffing and other resources. The success of such attempts at participation must involve an acceptance that a change in priorities and/or increased expenditure will be essential.

Improved participation cannot be done on the cheap or as an afterthought. It must be a fundamental plank of all policies and projects which affect the lives of tenants.

D. Environmental Improvements

IN WESTER COMMON, POSSILPARK, GLASGOW

Wester Common is a Scottish Special Housing Association estate in the Possilpark area of Glasgow. The properties comprise four eighteen storey high-rise blocks and two rows of maisonette houses built between 1969 and 1972 - a total of 524 households.

Before the Wester Common initiative began, the standards of the area had declined considerably, both in terms of environment and the condition of the housing stock. There was a great deal of tenant dissatisfaction and the relationship between tenants and Association staff was far from cordial. Many tenants wanted a transfer out of the area and empty properties were becoming a problem.

A tenants' association had been established in Wester Common since 1972 and campaigned strongly for improvements to be made to their area. In 1979 the area housing manager succeeded in securing the funding for a phased environmental improvement programme.

Tenants were consulted before any plans were made for allocating the money. There was not enough money to upgrade the area comprehensively and it was felt that the tenants would be able to advise on what they thought were the main priorities for improvement. Tenants' views were gathered by way of a detailed survey and all tenants in the area were interviewed. The results of this survey formed the basis of a long series of meetings between tenants and Association staff.

The first step in the initiative was the formation of a new area management team which received assistance from one of

the association's community development officers. A tenant contact point was opened in the scheme at an early stage and this office enabled many of the main office's services to be decentralised, for example, repairs and other enquiries could be dealt with at the start of the initiative.

A public meeting was held in Wester Common and this led to the formation of five block committees, one for each multi-storey block and one for the maisonettes. It was felt that communication would be easier if it was with smaller groups. Block committees met regularly with the senior housing assistant and the community development officer. The tenants who were members of the committee would report back to their neighbours and would relay these opinions to association staff. Tenants were given information at the meetings - and were able to influence decisions about the work that was to be done.

The block committees were a major factor in the improvement of the relationship between the tenants and the S.S.H.A. The committee meetings enabled communication channels to be opened and gave tenants "a voice" about what was happening in their area. The tenants have their own newsletter, "Common Knowledge," and they were able to publicise what was happening in the area to all tenants through the newsletter.

Essential work, such as insulation and the installation of storage heaters, was identified and this meant that not all work requested by the block committees could be undertaken. The resulting work which was done through consultation and compromise can be seen as money well

spent because the tenants did not have any work done which they felt was unnecessary.

One of the main reasons for the success of the Wester Common initiative was the involvement of tenants in the decision-making process from "square one". Regular meetings allowed tenant feedback on the work being carried out and allowed for minor adjustments to contracts where necessary.

The Wester Common initiative can be regarded as an example of good tenant participation practice because of the extent of tenant involvement and subsequent tenant satisfaction. On-going two-way communication enabled priorities to be decided and work to be carried out in a way which was agreeable to both parties.

RECOMMENDATIONS TO OTHER WORKERS/AUTHORITIES ABOUT TO CONSIDER SIMILAR INITIATIVES:

Why Consider Implementing Such an Initiative ?

(a) In an area where there is a high degree of tenant dissatisfaction, the best way to ensure that money and staff time is well-spent is to remember that it is the tenants who live there 24 hours a day and are therefore, the best people to approach for an opinion.

(b) Money spent without consultation may be mis-directed, therefore wasted and the degree of tenant dis-satisfaction remains high.

(c) Such an initiative can vastly improve staff/tenant relationships and form the basis for any future participation/consultation.

(d) As most tenants have an interest in their homes and environment, it is only right that they should have some say in plans which, to a greater or lesser degree, will affect their lives.

Another result of participation was increase in community activity such as the running of a community flat and the eventual building of a community house which is managed by a tenants committee.

Physical improvements to the housing stock were coupled with tenant involvement which resulted in a successful programme of improvement in the area. Much of the success is due to the tenants who took part in committee meetings.

A better sense of community has emerged from Wester Common. Tenants and staff now meet on a regular basis to maintain the highest possible standards at Wester Common. A working relationship has been established with the tenants and this has helped to make the area more popular for tenants and staff alike.

Methods/Approach

(a) Find out in detail, from the tenants themselves, why there is dis-satisfaction.

(b) Encourage the formation of a tenants group which can liaise on a regular basis with staff to receive information and feedback.

(c) Listen to what the tenants group has to say and as far as is practical and possible, pay heed to their opinions and needs. Opinions and needs will conflict, but it is important to try and cater for the majority.

(d) Continue liaison after completion of work - there may be changes to be made or lessons to be learned for the future.

E. Tenant Involvement in Repairs

CLYDEBANK DISTRICT COUNCIL

Over the last few years Clydebank District Council has tried to encourage and promote tenant involvement in housing matters. This has been done in a variety of ways, particularly through the use of surveys, consultation, and increased tenant choice during individual projects. To date, most progress has been made in the area of modernisation and environmental improvements.

In June 1984, the District Council re-affirmed its commitment to developing tenant participation by taking the positive step of establishing a tenant participation sub-committee. This committee was set up to look into all aspects of tenant participation in housing, and to determine ways in which this could be developed. It reports directly to the housing committee and although it has no real decision making power, its recommendations have so far all been approved by the full District Council. The committee is made up of housing officials, 5 councillors (approximately half of the District Council) and representatives from tenants groups in the area. Each of the 19 existing tenants groups in Clydebank were invited to send representatives to serve on the committee, and although attendance varies from meeting to meeting, between 8 and 12 groups are normally represented.

As a basis for informed participation, the committee initially concentrated on looking at existing housing department policies and procedures. This included housing finance, the allocation system, the workings of the Homeless Persons (Scotland) Act 1977, and the committee structure of the District Council. As

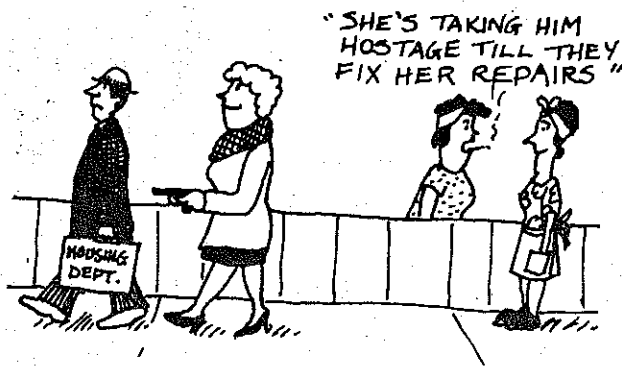
the sheer volume of work increased and became more complicated and diversified, it was decided that the most constructive way to look at issues in detail was through smaller working groups. This had the advantage of placing tenant representatives on a more even par with councillors and officials and encouraged them to participate more freely. The informal structure of small working groups has also made for much more uninhibited discussion. To date several working groups have been established and have considered issues such as resources to tenants groups, how to deal with the problems of anti-social behaviour, the preparation of a tenant participation policy, and the question of training in tenant participation for councillors, tenants representatives and officials. The compilation of each working group varies but generally they are made up of two councillors, two or three officials and three or four tenants representatives.

Repairs Sub-group

The most pressing and emotive issue of concern to every tenants group was that of repairs and therefore the first working group to be set up was given the task of looking into the whole problem of repairs. As a starting point the working group considered the existing repairs service, and looked at ways in which it could be improved.

The group has made many recommendations on ways to improve the service and those have so far all been approved by the District Council. In particular the group has prepared written guidelines on all aspects of repairs, including how to report repairs; the priority categorisation for repairs; maximum waiting times for repairs; and the emergency repairs system. From the tenants groups point of view even this

simple step of providing information in black and white is in itself a break-through in communication. The group has further recommended that this information be made available to all tenants and subsequently work is now in hand to include it in an improved tenants information pack.



Perhaps the most effective and indeed most tangible recommendation to be implemented is the introduction of repairs receipts. Under this system when a repair is reported the tenant will receive confirmation that the repair has been reported and a description of the work which will be carried out. More importantly, however, guidelines will also be given on the maximum waiting times for each trade. Tenants will also be advised of how to pursue complaints which have not been completed within the given time limits.

For the first time tenants will have an official record of reporting their repair and will have an idea of how long they will have to wait for that repair to be done. The system should also help to improve the efficiency of the repairs service in general by reducing the number of repairs enquiries and therefore cutting down on the amount of non-productive work undertaken by repairs staff. Initially it was foreseen by some officials that it would be a considerable time before this system could be introduced, however, the tenants representatives felt that it was important that it should be implemented as quickly as possible. Consequently it will come into operation much sooner than originally anticipated.

Much of the time of the repairs working group has been spent simply obtaining

information on how the repairs service operates but this is a necessary preliminary if it is to progress to productive work. To some extent the sub-group has also only made tenants groups more aware of the financial and legislative constraints which are placed on the District Council, its Housing and Direct Work Departments. While it is important that tenants groups are aware of such constraints it is absolutely vital that this is not used as an excuse for a poor or inefficient service. It is equally important that the provision of information to tenants groups is not used simply to justify policies and procedures.

Why a Repairs Sub-group

The idea of establishing a repairs sub-group is a good first step which is worth considering by other Housing Authorities. It firstly opens up communications between the District Council and tenants groups and provides a regular opportunity for discussion of what is probably one of the most emotive issues in Scottish housing today. It should be stressed however, that the introduction of a repairs sub-group involving tenants representatives in their repair system does not mean that the system will be dramatically improved overnight. Initial progress at Clydebank has been fairly slow and in some respects the repair issues which have been tackled have only been superficially improved. Improvements have certainly been made in the reporting and administration of the system but the real problem of the length of time tenants have to wait for their repairs to be carried out has not been tackled. As the level of awareness of members of the group has risen it has recently been decided to review the remit of the repairs working group. One future possibility is that the group will take on more of a repair monitoring capacity.

Conclusions

One of the main advantages of this type of tenant involvement is that it can be established easily and quickly and the first instance opens the door to communications between landlord and tenant. More importantly once this for

of participation has been established and the channel of communication opened up, it is very difficult to withdraw from it without losing total credibility. Sub-committees of this nature however do not offer an instant means to meaningful participation and indeed in Clydebank there have been some setbacks which could perhaps have been avoided.

Before embarking on committees of this nature it is essential that tenants representatives, councillors and housing officials are clear about what their remit is and what they hope to achieve. If this is not clearly considered at the outset it can lead to misunderstandings as each group will have different motives and aims.

In Clydebank it has become clear in retrospect that the remit of the tenant participation sub-committee and its associated working groups was perhaps too open. There was in fact no clear remit for the committee to work to and this covered problems when the tenants representatives wished to extend discussion to related housing services. The District Council however felt that initially only housing issues should be discussed and that tenant participation in all council services should be a long term aim. Some tenants representatives felt that they had been misled over the purpose of the committee and that the

District Council were perhaps simply trying to restrict discussion. A clear remit for the committee would have avoided this problem. In the short term this lack of direction has proved to be somewhat of a hindrance with progress not being made as quickly as it might. On the other hand it is important that remits are not too restrictive.

It has also become clear that future progress will be limited unless some consideration is given to training for tenant representatives, both on how the District Council operates and in the meaning and methods of tenant participation. Training is also too often overlooked but it is absolutely essential if committees of this nature are to progress from simple information giving to actual participation in improving housing services. Problems such as tenants representatives losing interest in proceedings or glibly accepting reports and recommendations, can only be overcome if tenants are equipped with the basic skills and knowledge to participate fully. If one lesson is to be learned from the Clydebank experience it is that tenant participation in any form cannot develop fully unless priority is given to training in all aspects of participation, not only for tenant representatives, but for councillors and officials.

F. Tenant Involvement in Capital Projects

Orlit Replacement Programmes -
Experiences from Scottish Special
Housing Association and Dumbarton
District Council.

1. Introduction

In 1944 the Housing Act encouraged the erection of permanent non traditional houses with a long life such as Orlit Cast Concrete. The discovery of defective house types such as the Orlits, and the subsequent decision by some authorities to demolish and rebuild has presented tenants with a unique opportunity to become involved in the design and layout of their new homes.

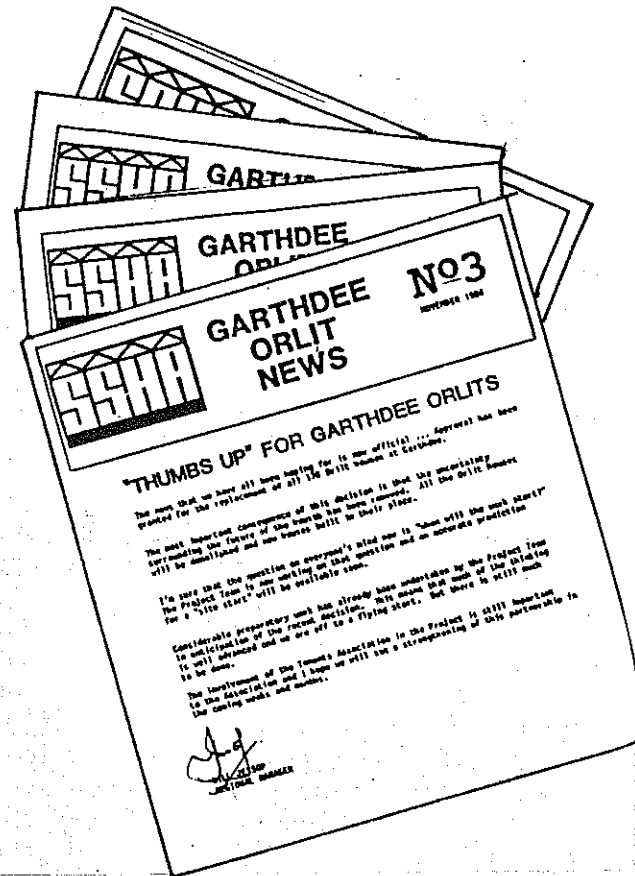
Instead of developing a "green field" or "cleared" site, the chances are that a settled community exists with whom to consult.

This has been the case in Garthdee (Aberdeen), where SSHA have decided to replace a scheme of 176 Orlit houses and in Gooseholm (Dumbarton) where Dumbarton District Council have resolved to do the same with 50 Orlits.

The primary objective of encouraging tenant involvement in these projects has been to satisfy the twin priorities:

- a) to meet the housing needs of the tenants and the community.
- b) to meet the housing wishes of the tenants.

For instance in Garthdee and Gooseholm every existing tenant will receive a new house of the size and type they have requested and as far as possible in the street and location of their choice.



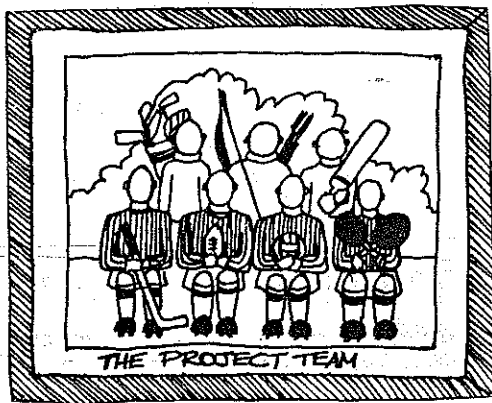
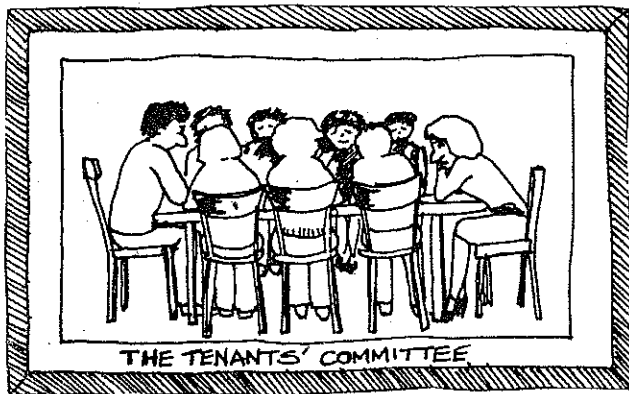
2. Background

In both cases, efforts were made to engage with the tenants at an early date. In the case of Garthdee, contact was initiated at the start of 1983 some three and a half years before the eventual "site start". A project team was established and included representation from the tenants association as well as all the housing disciplines. This group meets monthly in a vacant house "on site."

In Gooseholm, a sub-committee of the housing committee was established to oversee the project. As well as all the relevant housing and technical officials, this liaison committee has provision for twenty tenants

representatives, and six councillors.

Dumbarton District Council have established a site office for the project which can accommodate the meetings of the liaison committee and the tenants' association, as well as providing an office base for members of staff. Alongside the usual council staff associated with any housing project, the District Council has appointed a "Project Co-ordinator". About 75% of this full-time officer's time is spent exclusively on the project, working closely with the tenants and their representatives.



There are many similarities to be found in both projects, but there are also some differences. Both authorities have recognised the importance of working and consulting with tenants through a tenants' association.

In Dumbarton, the project is much more local geographically, and in some senses communication is easier. In Aberdeen, SSHA have made a commitment to hold all the Project Team meetings in Garthdee although many of the officials are based in Edinburgh. This distance can cause

problems and in an effort to minimise communication problems, regular public meetings are also held. In addition, a regular newsletter is issued (by post) to all tenants.

The tenants' association in Dumbarton hold their own public meetings every two months but the liaison committee meets every two weeks.

Both projects recognise the need for different levels of communication with tenants. As well as a variety of committee and public meetings, both authorities have also devised schemes to consult with individual tenants.

At one stage SSHA set aside a week to meet individually every tenant in Garthdee in order to collect the information required on each household. This consultation exercise went a long way to ensuring that tenants' aspirations were realised in terms of house size, type, location and provision for special requirements.

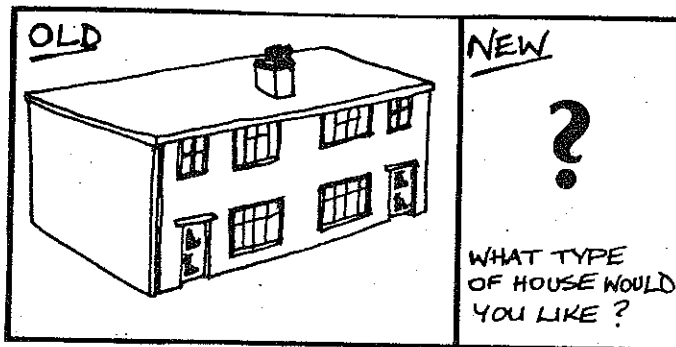
Both projects have also experienced areas of conflict between tenants and landlord.

Interestingly the major area of disagreement has been in relation to compensation for "Home Loss" and "Disturbance" payments. In both cases (regardless of the finally agreed amounts) there was a feeling amongst some of the staff that debates on financial matters have taken up too much time, and that earlier settlements could have resulted in more time being spent on issues relating to the design and layout of the houses and the estate itself. Inevitably, where money is involved the priorities of the individual tend to assume greater importance than those of the community.

In Gooseholm, the tenants have also been involved in making decisions about the overall appearance of the scheme. For instance, the tenants have been consulted over details such as type of brick, roof tiles, fencing and heating systems to be used. Also, the colour of roughcasting, wood staining and bathroom suites have been decided by the liaison committee.

3. Lessons for the Future

Consulting tenants on major projects such as new build replacement schemes can involve the time and energy of a variety of officials, some of whom may be sceptical about the importance and benefits of tenant involvement.



In addition, many staff (including housing management staff) do not have a great deal of experience of working with tenants and working in groups. Equally, tenants are not used to dealing and working with officials who often speak their own technical language, and as a result can threaten lay people.

For all these sorts of reasons, it is important that opportunities are created for sharing information, ideas and knowledge.

Good information and effective presentation can be the foundation upon which opportunities for participation are created. Information needs to be available in a number of forms and at regular intervals.

Experiences from Garthdee and Gooseholm point to the importance of:

- Regular public meetings
- Regular newsletters
- Good contact with tenants' association
- Tenant representation of Project Team/Liaison Committee
- Consultation with individual tenants

- Audio/visual presentation
- Visits to sites/developments

In order that staff can approach all sorts of projects with confidence, open-minds, it is crucial that they receive the support and encouragement of senior officials and councillors, that unambiguous statements are made and that tenants are understood about tenant participation from the outset.

Also, problems will occur and it is important that this is accepted as inevitable, especially when there is likely to be a conflict of interests which cannot be resolved between the parties. For instance, the Garthdee tenants have fought long and hard for the provision of double glazing in new houses. SSHA's current policies do not allow for this standard of glazing and the issue cannot be resolved without an expensive precedent being set for the rest of SSHA's stock.

It is important, however, that different parties can agree to disagree and accept different priorities. This sort of relationship requires a degree of mutual trust and sophistication which is not easily created between tenant and landlord, but well worth working for.

The presence of professional community development staff can be of great assistance in these difficult areas, especially if a Community Development Officer or a Tenant Liaison Officer has developed a relationship with tenants' association. The Community Development Officer has to walk a sometimes treacherous path between tenants' association and the housing authority and is regularly perceived as siding with one or other party.

Most technical staff are sympathetic to the principal of involving tenants and can be less keen on the practice. In many ways, this situation will only be overcome through staff development, experience and confidence in this type of work, and by taking advantage of relevant training opportunities. Tenant involvement in the design and layout of new houses affords technical staff

access to fairly immediate consumer reaction which can be refreshing and challenging.

Conclusions

Garthdee and Gooseholm represent useful examples of projects where realistic attempts have been made to involve tenants in various ways.

At Garthdee especially it would be true to say that the emphasis has been on consultation rather than full-blown participation and tenant control.

The importance of both projects, is that they have helped to take both SSHA and Dumbarton District Council further down the road of tenant participation.

Lessons have been learned and more experience developed which will no doubt be put to good use in the future.

In addition, as both schemes have been given a fairly high profile, other agencies and their officials have been monitoring their progress. It is important that the experiences are shared between interested parties.

4. Conclusions & Recommendations

A number of authorities in Scotland now have a policy on tenant participation, this can range from a few lines to the numerous policy documents prepared by Glasgow. Ultimately these policies are dependent on a commitment to putting that policy into practice.

The Community Development in Housing Group believes that there are a number

of pre-requisites to tenant participation. Any authority which talks of tenant participation, but fails to commit the necessary resources staff time will be embarking on a fruitless road.

To put policy into practice effectively there are a number of steps, which an authority would need to consider.

Resources for Tenants' Organisations

If tenants are to play a strong part in the development of tenant participation, then they need to organise themselves and be equipped with resources such as information, expertise, office services and money. While local tenants associations can survive with basic resources, the needs of tenants federations are even greater.

- information for tenants, including videos, publications etc.
- public participation officer training,
- exhibition materials.

Staffing

Housing Authorities need to examine their staffing requirements in the light of any commitment to increase tenant involvement. It is important as a matter of principle for the council to back its commitment to participation by employing specialist staff. They are a daily proof to other officers that the council have committed the time and resources to participation and expect this to be reflected in everyone's work.

Some authorities have seconded staff to work with tenants groups, or by changing existing remits of certain staff to work as Tenant Liaison/Community Development Officers. However, the creation of additional staff for these posts, also increases the chance of the person appointed to the post having the ability and commitment to do the job effectively.

For Tenant Participation

It is essential for authorities to create a realistic budget for tenant participation.

For example, Kilmarnock & Loudon District Council, tenant participation budget covers:

- Starter grants for tenants groups,
- training for tenants groups,

The remit of the Tenant Liaison/Community Development Officer might be:

1. The development of tenant participation in its broadest terms.
2. To establish tenants associations and residents groups within each community of the district.
3. To participate in and give advice to tenants associations. Assisting in the preparation of publicity, newsletters, committee procedures, etc.
4. To prepare policy guidelines and techniques for the development of tenant involvement in all aspects of the housing service.
5. To establish a framework within which other housing staff can be trained in techniques for tenant involvement.

The biggest disadvantage of this approach is the inclination to see tenant participation as one officers job, rather than look at ways in which everyone's job would change or alter in some way according to the needs and wishes of the tenants and the council.

All staff must recognise that tenant participation is part of their job - a way of working. Tenant participation practice may require that changes are made in work methods so that they are assimilated into the routine of a housing authority.

Training

Increased tenant participation will require different attitudes and approaches on the part of housing staff, in the way they relate to the participants. Participation makes new demands on all parties concerned, officers, elected members and tenants, and an authority should consider the training and educational implications. It is the practical training in the skills of communication, and learning from the experience of other authorities, that are often most beneficial.

As tenant participation makes new demands on housing authorities, it also makes new demands on tenants groups. If tenants groups are to make an informed response, then they must be provided with appropriate training for example on the structure of the District Council, etc. Local Authorities must secure resources to provide a more systematic and essential training to meet these needs.

Individual members of the CDHG may be contacted to advise on carrying out such training, the Tenant Participation Advisory Service also provide numerous training services. (See Appendix VI)

Information

If participation is an equal partnership between landlords and tenants then tenants must have the same information available to them as landlords.

Information is a basic pre-requisite to all levels of tenant participation and landlords must, as a starting point begin to develop a realistic dialogue with their tenants on what sort of information is needed.

That information must be in a clear and understandable form. The Scottish Consumer Council's report entitled "Telling the Tenants" develops this theme in more detail.

Many local authorities now produce tenants handbooks, and we would encourage other local authorities to do likewise, as a basic requirement.

Working with Tenants' Groups

1. The impetus for tenant participation will come from tenants groups themselves as well as from the council. It is crucially important that the wish to extend tenant involvement comes from tenants and is not seen as something which has been imposed on them by the council.

2. It is essential to involve tenants at the earliest stage possible. Tenants and council between them must decide on the level of involvement and the issues, and must agree to go at a pace which suits all parties.

3. As all parties will interpret tenant participation differently, everyone must be clear about what they mean and expect from participation.

4. Listen to what tenants groups have to say, and as far as possible take these views on board.

5. Continued liaison is vital if suspicions are to be overcome.



RECOMMENDATIONS TO THE SCOTTISH DEVELOPMENT DEPARTMENT

In 1980, the Housing Act, which affects England and Wales came into effect giving tenants a right to be consulted on policy issues affecting them. Tenants in Scotland have no such right, the Scottish Office preferring a more persuasive approach.

Tenant Participation Advisory Service, (funded by S.D.D., begun 1980) originally concentrated on promoting the concept of tenant participation, but now 6 years on sees the emphasis on putting

policy into practice. With only 42% of authorities having policies on tenant participation, there is still a great deal to be done to persuade local authorities of the benefits of participation.

The last SDD circular relating to tenant participation was issued in 1977. Surely now is the time for a circular to be issued to encourage these remaining authorities.

Appendix I

LIST OF HOUSING AUTHORITIES WHO RESPONDED

ANGUS	KIRKCALDY
ANNANDALE AND ESKDALE	MID LOTHIAN
BADENOCH AND STRATHSPEY	MONKLANDS
BANFF AND BUCHAN	MORAY
BEARSDEN AND MILNGAVIE	MOTHERWELL
BERWICKSHIRE	NAIRN
CLACKMANNAN	NITHSDALE
CLYDEBANK	NORTH EAST FIFE
CLYDESDALE	ORKNEY
CUMBERNAULD AND KILSYTH	PERTH AND KINROSS
CUMMNOCK AND DOON VALLEY	RENFREW
DUMBARTON	SHETLAND ISLANDS
DUNDEE	SKYE AND LOCHALSH
DUMFERMLINE	S.S.H.A.
EAST KILBRIDE	STEWARTRY
EAST LOTHIAN	STIRLING
EASTWOOD	STRATHKELVIN
EDINBURGH	SUTHERLAND
ETTRICK AND LAUDERDALE	WEST LOTHIAN
GLASGOW	WESTERN ISLES
HAMILTON	WIGTOWN
KINCARDINE AND DEESIDE	

Appendix II

AUTHORITIES WHO HAVE AN AGREED TENANT PARTICIPATION POLICY

ABERDEEN	KINCARDINE AND DEESIDE
BANFF AND BUCHAN	KIRKCALDY
CLYDESDALE	MID LOTHIAN
CLACKMANNAN	MOTHERWELL
CUNNINGHAME	NORTH EAST FIFE
DUMBARTON	RENFREW
EAST KILBRIDE	SHETLAND ISLANDS
EAST LOTHIAN	S.S.H.A.
EDINBURGH	STIRLING
FALKIRK	WEST LOTHIAN
GLASGOW	WEST ISLES
KILMARNOCK AND LOUDON	

Appendix III

HOUSING AUTHORITIES CONSIDERING A POLICY

BERWICKSHIRE	EDINBURGH
CLYDEBANK	INVERCLYDE
CUMBERNAULD AND KILSYTH	MONKLANDS
CUMMNOCK AND DOON VALLEY	NITHSDALE
DUNDEE	NORTH EAST FIFE
DUMFERMLINE	STRATHKELVIN

Appendix IV

HOUSING AUTHORITIES POLICY INTO PRACTICE

BANFF AND BUCHAN	MID LOTHIAN
CLYDESDALE	MOTHERWELL
CLACKMANNAN	RENFREW
DUMBARTON	SHETLAND ISLANDS
EAST KILBRIDE	S.S.H.A.
EAST LOTHIAN	STIRLING
FALKIRK	WEST LOTHIAN
GLASGOW	WESTERN ISLES
KINCARDINE AND DEESIDE	

Appendix V

STAFFING

Many District Councils in their commitment to tenant participation have appointed community development/ tenant liaison officers. The following details how councils are dealing with this;

a) Additional Mainline Staff Appointed:-

ABERDEEN	KILMARNOCK AND LOUDOUN
CUNNINGHAME	KIRKCALDY
DUMBARTON	S.S.H.A.
GLASGOW	STIRLING
	STRATHKELVIN

b) Additional Urban Aid Funded Staff:-

CLYDEBANK*	BANFF AND BUCHAN
CUNNINGHAME	WEST LoTHIAN

c) Adjustment to the job description of Existing Staff:-

CLYDESDALE	EAST KILBRIDE
FALKIRK	MID LoTHIAN
GLASGOW	S.S.H.A.
MOTHERWELL	WEST LoTHIAN

* A mainline post has now been agreed and approved

Appendix VI

CURRENT RESOURCE PROVISION BY HOUSING AUTHORITIES

Grants To Tenants Groups

ANGUS	GLASGOW
CLYDEBANK	MID LoTHIAN
DUMBARTON	SHETLAND
DUNDEE	S.S.H.A.
EAST KILBRIDE	STIRLING
FALKIRK	WEST LoTHIAN
WESTERN ISLES	

Provision of Housing for Community Use

ABERDEEN	FALKIRK
BANFF AND BUCHAN	GLASGOW
CLYDEBANK	HAMILTON
CUMMNOCK AND DOON VALLEY	RENFREW
CUNNINGHAME	S.S.H.A.
DUNDEE	WEST LoTHIAN

Appendix VII

COMMUNITY DEVELOPMENT IN HOUSING GROUP MEMBERS

SHEILA ADAMSON
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T.P.A.S.
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GLASGOW G1

TEL NO: 041 552 3633

JOAN MCDONALD
TENANT LIAISON OFFICER
DUMBARTON DISTRICT COUNCIL
HOUSING DEPARTMENT
MANSFIELD HOUSE
DUMBARTON

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CATH ARTHUR
SENIOR DEV. OFFICER
GLASGOW DISTRICT COUNCIL
LOMOND HOUSE
9 GEORGE SQUARE
GLASGOW

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PETER MCKENNA
DEVELOPMENT OFFICER
DUNDEE DISTRICT COUNCIL
7 CASTLE STREET
DUNDEE

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COMMUNITY DEVELOPMENT OFFICER
S.S.H.A.
MANOR PLACE
EDINBURGH

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DONALD MCVICAR
COMMUNITY DEVELOPMENT OFFICER
CLYDESDALE DISTRICT COUNCIL
SOUTH VENNEL
LANARK

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LIZ COCHRANE
TENANT LIAISON OFFICER
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DUMBARTON

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JANET MORELAND
TENANT LIAISON OFFICER
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MUNICIPAL BUILDINGS
STIRLING

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ALEX DOWNIE
COMMUNITY DEV. OFFICER
KIRKCALDY DISTRICT COUNCIL
FORTH HOUSE
ABBOTSHALL ROAD
KIRKCALDY

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CRAIG MCEWING
TENANT PART. OFFICER
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CUNNINGHAME HOUSE
IRVINE

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BILL GILLESPIE
COMMUNITY DEV. OFFICER
S.S.H.A.
7 EGLINTON CRESCENT
EDINBURGH

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ROGER POPPLEWELL
AREA CO-ORDINATOR
FERGUSLIE PARK AREA CENTRE
FALCON CRESCENT
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COMMUNITY DEV. ADVISOR
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PAT O' HAGAN
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HOUSING OFFICER/ COMM. DEV.
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MUNICIPAL BUILDINGS
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KILMARNOCK AND LOUDOUN D.C.
CIVIC CENTRE
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