

Tenant Participation

in Housing Design

A Guide for Action



**Institute of Housing and
Royal Institute of British Architects**

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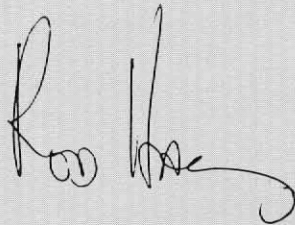
Foreword

One of the most important lessons to be learnt from the story of British public sector housing since 1945 is that users who have no say in the way their accommodation is designed or improved are more likely to be dissatisfied with it.

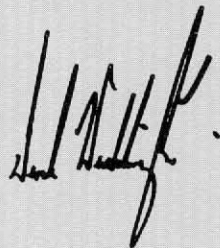
'Tenant participation' is a fashionable name for what is often an unglamorous and always a time-consuming process. However, it has now become an essential ingredient in achieving satisfaction in public sector rented housing. This guide aims first to persuade professional housing designers and managers with little or no experience of tenant participation in the design process to give it serious consideration. Its second aim is to give simple, practical advice on the factors and issues involved.

Achieving tenant participation is a skill which to a large extent is acquired through experience. Nevertheless, we hope that this short exposition of its benefits and pitfalls, together with the practical advice offered, will encourage professionals to work in partnership with tenants, the users of the buildings, in seeking solutions to existing problems or in providing new buildings.

We fully endorse the message of the Working Party and wish success to all who initiate and progress tenant participation in design. We hope that this guide will support and inform their efforts.



Rod Hackney, *President of the RIBA*



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Why involve tenants in the design process?

Accountability or paternalism?

Those involved in public sector housing in Britain today are increasingly aware that tenant participation in the design process cannot be ignored. Is this because tenants are demanding more control over their housing? Do they, like all housing consumers, now have a more sophisticated perception of what constitutes 'satisfactory' housing?

The answer may be that this trend is an indication that housing officers and designers are more aware of their past failures and are becoming more genuinely interested in meeting people's needs and aspirations.

An alternative view is that the motivation is political. Progress in this direction clearly suits the aims and ideologies of some politicians. Housing legislation increasingly refers to tenant participation, and this inevitably influences public and professional attitudes.

The switch from investment in new housing to improving existing public stock could be a contributory factor. There is certainly a keener awareness these days, when cash is short, that financial resources must be used as effectively as possible.

But perhaps there is no single cause, and the reason for the changing climate of opinion is a combination of some or all of these factors.

Public sector housing in Britain has provided impressive developments on a huge scale in meeting basic housing needs. However, many housing authorities have to face the fact that the built form, condition and environment of parts of their housing stock have become increasingly unpopular with tenants.

A common reaction is to blame the traditional tenure of public sector renting. Although there is a strong and growing demand for other tenures, there is a wide measure of consensus that public sector renting ought to have an important place in the range of choices of tenure available to the British public. Tenant participation is an essential ingredient in the process of renewing the whole framework and terms of public sector renting.

However, it would be wrong to promote tenant participation merely as a defensive reaction to past and present inadequacies in public sector renting. A more positive root for its growth can be found in the recognition that in Britain today public sector housing must meet diverse and increasingly sophisticated personal needs, needs that cannot be met by a paternalistic approach. Instead, partnerships must be sought where tenants have a decisive say in the design of their housing. This implies that professionals must offer a service to tenants *on the tenants' terms*. The paternalism of the past (and, to be honest, the present) must be surrendered.

Professionals, as well as politicians, justify paternalism in various ways. Sometimes they simply believe they know best. Sometimes they deploy the 'accountability' argument, which contends that, first, elected members have to account to the electorate for their general performance in providing housing; and second, that housing managers have to account to their elected members for the way the housing stock is looked after and developed, and whether it meets the needs of the community. Their third contention is that architects have to account to the elected members and housing managers for the success or otherwise of the technical, functional and aesthetic qualities of the housing that is built or altered according to their designs.

This argument omits any direct accountability to the people who actually use the product. Tenants will only experience genuine satisfaction with their housing when politicians and professionals perceive that they should be ultimately accountable to tenants individually and collectively. This concept provides a reference point for reassessing present practices and procedures based on the 'we know best' precept. Not only must current practice be laid open to the scrutiny of tenants but ways must be found to involve them in decision-making. It is paternalism, not accountability, that politicians and professionals must surrender.

Urgent need for action

The trend towards providing more consumer-orientated public sector housing is already under way. Many local authorities have developed and are continuing to develop various strategies to involve their tenants as individuals or groups and to make their services more accessible at local level. Traditional decision-making practices have also been changed. In parallel with this, alternative forms of public sector renting have appeared on the scene, with some housing associations and housing management co-operatives developing more positive landlord and tenant relationships.

However, progress is patchy and both the RIBA and the IOH believe that more can and must be done to extend effective tenant participation. Both Institutes are convinced of the continuing importance of public sector renting. Tenant participation is a vital part of this.

At present the bulk of housing authority capital spending involves remedying problems with existing housing as opposed to providing new stock. This presents an unrivalled opportunity for involving tenants, since most projects affect the homes of sitting tenants. Even in new build work it is often possible to identify future tenants at the start of or during the design process. Tenant participation has thus become an important element in any forward-looking housing authority's array of policies.

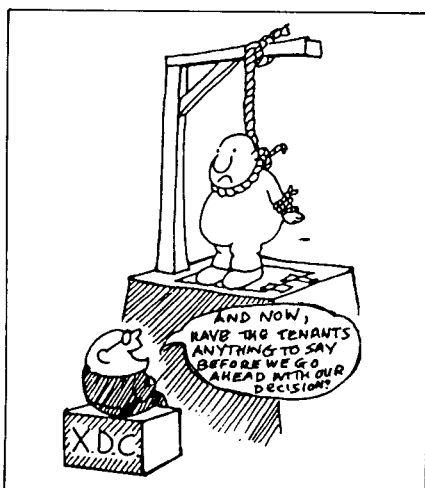
What is meant by tenant participation in design?

Before offering any practical guidance about how to approach the issue, we need to be clear exactly what tenant participation in design is. This requires the main shortcoming of the traditional relationship between landlord and tenant to be understood – namely, the lack of direct involvement by the tenant in decision-making.

It is relatively easy to identify the influence of politicians, housing managers, architects and other professionals on the shape, character and features of the present housing stock. It is not so easy to identify the influence of tenants. By and large this is a limited, secondary influence often only to be perceived where the preferences of tenants have filtered through into the design of subsequent projects. To become a primary influence, tenants would have the right to decide on all matters affecting the design of dwellings and estates. There are clearly technical, financial and administrative constraints which prevent this occurring fully; however, between the two situations there lies a world of possibilities in the way design decisions are made through a partnership between tenant and public sector landlord.

One may speculate on how far this process can ultimately be taken. However, it is more important for housing authorities to assess where they stand now and begin to take steps to increase tenant involvement.

'I have attended many public meetings where the intention has been to brief the tenants about proposed schemes of rehabilitation to their dwellings. Generally speaking these meetings have been fairly disastrous, degenerating into a tirade of complaints about council house repairs, most of which have been fielded by the Officers while the Chairman and Councillors have panicked. As exercises in communication and consultation they have mostly been complete failures.'



You may or may not identify with the experience of this frustrated Borough Architect. Tenants who attended that meeting (and who were probably equally frustrated) are unlikely to have felt that they were contributing to any decision-making process. At best the aim of the meeting was to provide information to tenants. What was missing from the process was an information seeking exercise. For example:

- What did both tenants and landlord see as the shortcomings of the existing dwellings?
- What did tenants perceive as their problems?
- Which problems should be given priority?

Tenants' preferences, technical feasibility, cost constraints, future maintenance –

these are the kind of issues which can form the basis of a profitable dialogue between tenant and landlord. For it to succeed, housing officers and architects must want to hear the tenants' point of view. They must listen more and talk less, be flexible rather than dogmatic, persuasive rather than dictatorial.

It can be seen from this, and should be clearly understood, that unlike tenant consultation – still a variant of the 'we know what's best for you' approach – tenant participation in design is a *process*. Fully implemented, it will involve tenants from the briefing stage right through to contract completion and beyond. As well as being involved in making design decisions and determining priorities, tenants will need to be kept updated about progress or any problems hindering it.

It will often be essential to include the participation of tenants in management and maintenance issues before or during the design process for the design effort to maintain its credibility.

To what extent should tenants become involved?

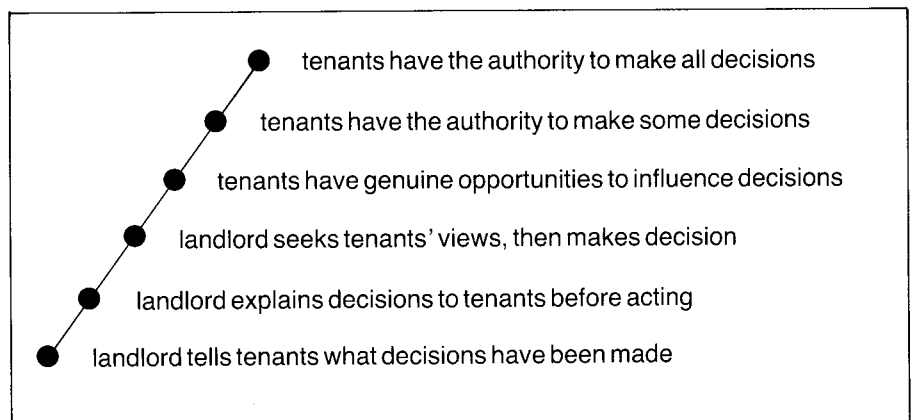
Tenants can be involved as individuals or in small or large groups depending on the design matters at issue and who has to live with the results of the decisions being taken. Whatever the approach taken, tenants will need to commit a considerable amount of their time and effort and must feel that it is all worth doing. Although existing tenant/landlord relationships often exhibit mistrust and apathy, enthusiastic commitment on the part of tenants cannot be assumed and may need to be worked for. Therefore to survive and prosper, tenants' groups must be resourced, particularly in deprived areas.

Tenant participation in design will also require the landlord's representatives to put in more time and effort. Participation will almost certainly involve greater initial cost than traditional approaches to design and contract preparation. As with most services to consumers, value for money must be the goal. Tackled with care, tenant participation will yield good value for money, with any increase in overall costs being offset by the greater satisfaction experienced by the tenants.

If a consensus can be reached on solutions, so much the better. But who has the formal authority to decide? In the case of most housing authorities embarking on tenant participation, authority will lie with the landlord's representatives. However as experience is gained, it is essential to move towards giving tenants the right to make decisions.

A ladder showing various levels of tenant involvement in decision making might look like this [2]:

[2] Arnstein, Sherry R. 'A Ladder of Citizen Participation' *American Institute of Planners Journal* (July 1969)



It will assist the development of tenant participation to appreciate just where on this ladder the housing authority stands and how high up it aspires to climb. This exercise should be undertaken for each type of project in the investment programme. Only the top three of the six points on the ladder can be described as genuine forms of tenant participation.

Housing authorities with little experience of tenant participation may decide to start by giving tenants opportunities to influence decisions rather than formal authority to take them. This can be done in a fairly superficial way or comprehensively and thoroughly. The comprehensive approach can be very successful, the crucial element being a readiness to take the time and trouble to reach a shared understanding with tenants of the problems to be tackled and which of them should be given priority. If this can be attained, differences of view about the proposals, which ought to relate clearly to the problems defined, will occur less frequently and be reconciled more easily.

The higher steps on the ladder where tenants have a stronger degree of control over the design process will inevitably put tenants' perceptions of problems and priorities into sharper focus. In this context the views of architects and housing officers on design options tend to be perceived as advice which tenants may or may not wish to take. The virtues or otherwise of these professional views are thus scrutinised and tested directly by the consumers.

Housing cooperatives most readily exemplify the topmost steps on the ladder of participation and control by tenants. When tenants in the cooperatives make decisions on the design issues they themselves bear the financial consequences of those decisions and carry responsibility for future maintenance.

It would be unrealistic to give tenants full decision-making rights without giving them complementary responsibilities for costs and future maintenance. For large local authorities who wish to attain the highest position on the participation ladder this will be a complex issue because of the large number of dwellings they own, the limited finance likely to be available for improvement, and the way in which management and maintenance may be organised. However, two approaches might be considered where action on a particular group of dwellings is being contemplated.

[3] Priority Estates Project

Working Paper No. 1
'Management Agreement between the Wenlock Tenants Board and the Council' (London Borough of Hackney)

Working Paper No. 2
'Agreement between Cloverhall Management Cooperative and the Council' (Rochdale Metropolitan Borough Council)

Department of the Environment (1985)

The first is that it may be possible to negotiate an agreement with the tenants' association tightly defining the extent of the devolved decision-making with regard to design, cost and future maintenance, taking care to maintain consistency between them. The alternative is to aim for formal devolution of full responsibility for the dwellings on agreed terms in the form of a management cooperative. In either approach great demands will be made on the tenants' association. [3]

The different relationships between professionals and tenants in the design process are sometimes described as 'the top-down approach' or 'the bottom-up' approach. The latter reflects a fuller degree of tenant control and requires a community to have developed a strong identity, self-confidence and organisational capacity. It holds out the best prospects of ultimate success from the point of view of tenant satisfaction. However, the degree to which tenants want formal decision-making authority rather than a right to influence design issues is likely to vary. The landlord should try to be sensitive to such variation of attitude.

Pitfalls to be avoided

Needless to say, there are a number of problem areas. These include:

- landlords sidestepping management/maintenance responsibilities;
- difficulties arising in resolving conflicts, which tend to bring into question how much decision-making authority tenants are actually being allowed;
- long delays occurring because the design process becomes more involved or variations take a long time to work through;
- raised expectations which are later dashed;
- considerable extra cost and effort required to develop alternative proposals.

With care, problems such as these can be anticipated. Where they do arise, they can be overcome if faced squarely and worked through systematically.

Judging success

It is not easy to quantify success in tenant participation. Officers may observe that:

- they have had to work harder, but have experienced greater job satisfaction;
- given some initial success, tenants' aspirations have risen even farther;
- financial resources have been better deployed;
- an end product has been achieved which responds better to the needs and preferences of users;
- tenants now take more pride in and better care of their housing and environment;
- relationships between tenant and landlord have improved;
- tenants are generally better informed and likely to seek further involvement in housing matters affecting them.

Results like these are not easily achieved and may only be partially successful. But in any case they do not constitute the 'acid test', which is the degree of satisfaction with which tenants regard their housing. Therefore landlords must seek and assimilate feedback on tenant satisfaction, learn from experience and steadily develop the art of participation.

Tenant participation in design can achieve more than practical success. It can mark the beginning of a more positive relationship between tenant and landlord, boost tenants' self-confidence individually and collectively, and can even transform the social life of the community involved. Where the investment in an estate is a result of tenants pressing for action, the very act of defining and voicing the collective view enhances community identity and spirit, increases the sense of responsibility and may even develop an appetite for further challenges. Even where the process is landlord-led with a community development component, tenants will still be sharing in the common objective of achieving community benefits and well-being.

The scope for tenants to participate in the design process

Influences and constraints

Virtually every issue that relates to housing policy and its implementation can be subject to participation by tenants. However, housing authorities will be at different stages in considering participation as the type and condition of the housing stock will raise varying issues and priorities from authority to authority and even from estate to estate. The people involved – tenants, members and officers – will also have different perceptions of the contribution that participation can make.

Tenant participation can occur in general areas such as:

- the overall housing authority budget and its allocation;
- issues affecting the whole of the housing authority stock;
- issues affecting only a portion of the stock, such as a specific neighbourhood;
- issues affecting a particular estate or group of dwellings;
- individual dwellings.

For participation to occur effectively over this whole range, active groups are needed to represent the views of tenants. Some housing authorities, particularly local authorities, may already have an active tenants' federation covering the whole of their area. In other areas there may be tenants' associations for individual communities or estates and these may already be involved in consultation or decision-making procedures. Tenants may have been co-opted on to committees or sub-committees or they may be full members with voting rights. On the other hand, in some authorities there may be few or even no tenants' organisations in operation. Whenever tenants' groups are being formed it is important to ensure that people who are often under-represented, such as ethnic minorities and people with disabilities, become involved.

This guide is concerned with issues where tenants can contribute to the design process. The scope for this will be influenced by:

- (a) the characteristics of the existing housing and whether these are causing specific problems for tenants or the authority;
- (b) the degree to which tenants wish to be involved in design decisions;
- (c) the housing authority's policy on the amount of decision-making power which should be given to tenants;
- (d) the resources which the housing authority is prepared to make available to fund the staffing, offices and tenants' groups required for tenant participation;
- (e) the practical arrangements made during design and contract preparation.

Each of these influences is now considered in more detail.

(a) Housing characteristics

The overall size and condition of an authority's housing stock will affect the scope for participation. Some authorities may have significant problems with system-built housing or with unpopular estates and low environmental standards, whilst others may simply have an ageing housing stock. Some tenant activity aimed at persuading the authority to improve conditions may have already occurred. Whatever the situation, it is the tenants' perception of these problems which provides the focus for their involvement.

(b) Desire to participate

The desire to participate in design issues will also vary from project to project. Tenants who are sceptical about an authority's sincerity in seeking their views will need to be persuaded that the effort in getting involved will be worthwhile.

(c) Policy of housing authority

The housing authority's policy on giving decision-making power to tenants is a crucial influence on the degree of participation and influence on design and can be related to the ladder of participation shown in Section 1. At one extreme, all decisions will be made by the housing authority as if little or no tenant participation had occurred, whilst at the other extreme virtually all decisions will be taken by the tenants as a group, as is the case with a housing cooperative. Between these two extremes are housing authorities who have given power to tenants to make some decisions, usually as individuals, but in some cases also as a group [4].

[4] Tenant Participation Advisory Service
Housing Cooperatives in Scotland (1983)
Briefing Note No.2 (1986)

Cooperative Development Services,
Liverpool
Annual Report
(1987)

(d) The need for additional resources

It is essential that additional resources in terms of manpower and finance are made available to allow proper participation to occur. A considerable amount of out-of-hours working by professionals will be involved, and tenants will be required to contribute a significant amount of their time and may need to be financed or given assistance in kind.

(e) Practical considerations

Sections 3 and 4 deal with practical ways to enable tenants to participate in design issues, and it is important to note that pre-contract procedures will differ considerably if tenants are to make a real contribution to the design process.

Scenarios for participation

The effect of tenant participation in existing estates and new build work are described separately in this Section and in Section 4, as the respective processes have many differing aspects. Existing estates will usually include a number of tenants in residence, and the options mainly relate to existing structures, whereas in new build projects potential tenants have to be identified and a wider range of options is possible. The two situations offer distinctly different potentials for participation.

A: Existing estates

On existing estates the scope for tenant input into the design process is likely to include the following issues:

- 1 What are the housing problems of the area and what action can be taken to improve them?**
A shared definition of the problems in physical, social and management terms is needed to enable full participation to occur between tenants and the housing authority. Only then will it be possible to consider basic options such as total or partial clearance and redevelopment, changes to the structure or housing mix, whole or partial modernisation, environmental improvements, or considerations of a different form of tenure.
- 2 What can be done to improve the external environment?**
Solutions could include:
 - better designed and equipped public open spaces and play areas;
 - improvements to private open space and boundary treatment;
 - more adequate parking provision;
 - better access roads.
- 3 What community facilities exist or are proposed? Are they adequate?**
For example: schools, shops, recreational facilities, community halls.
- 4 What work is needed to improve the basic arrangement of dwellings and groups of dwellings?**
- 5 What amount of improvement is needed in individual dwellings?**
Alternatives might be:
 - a full modernisation scheme with a 30-year life;
 - a partial improvement package;
 - renovation of a limited number of elements.
- 6 What choices can be provided for individual tenants? What are the financial implications?**
 - Is the housing authority's policy to upgrade dwellings without increasing rents?
 - Or to increase rents in line with the standards of modernisation achieved?
 - Is there a specific cost limit for the scheme?

- Is there any procedure for a higher specification to be financed by a tenant through a capital or rental contribution?
- What additional allowances for disturbance and decoration costs would be payable?

7 What arrangements can be made to carry out the work?

The answer will depend on the length of time needed to complete work in individual dwellings and in the whole area, whether tenants would need to be rehoused during the work or what degree of disruption they would suffer if remaining in the dwelling.

8 During the design and contract process what services should be provided by officers? By tenants? And what liaison service with tenants should the contractor provide?

9 What options can be considered for future involvement by tenants in management [5]?

[5] Priority Estates Project: Estate Action
The PEP Guide to Local Housing Management
 Vol.1 'The PEP Model'
 Vol.2 'The PEP Experience'
 Vol.3 'Guidelines for Setting up New Projects'
 Department of the Environment (1987)

B: New build housing

In new build projects the following issues could be the subject of participation by tenants:

1 Site selection

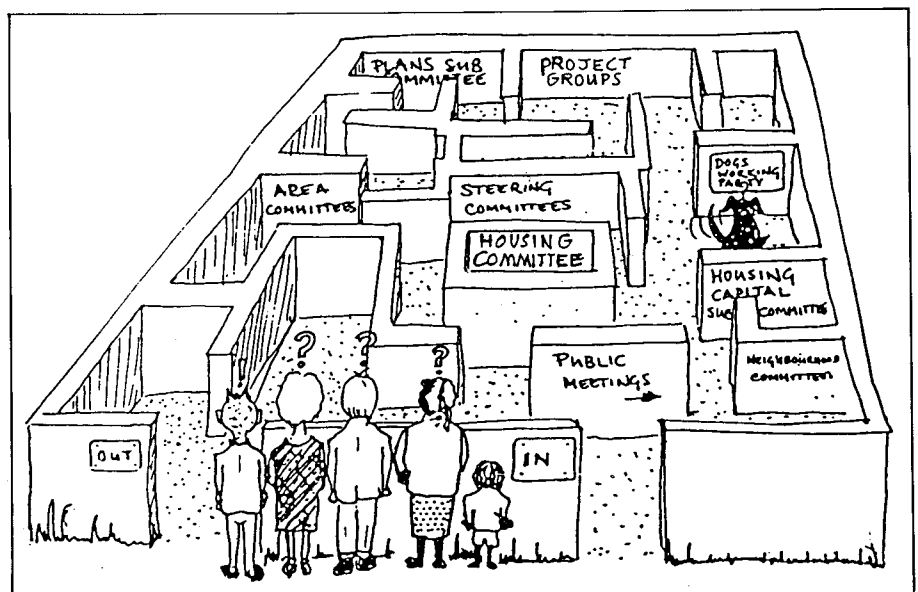
This will apply only if the housing programme includes a variety of sites or large areas available for development. A group of tenants identified for tenant participation could then express their views about alternatives. This commonly occurs with housing cooperatives but can also apply, although rarely, in the context of local authority housing. However it should be appreciated that involvement in site selection will significantly extend the period of time between the group being formed and the dwellings being completed.

2 What layout can be adopted for the individual site?

Factors to take into account include:

- the location of dwellings;
- parking and/or garage provision;
- links to other housing areas and community facilities;
- open spaces and play areas;
- any highway authority requirements.

Local authority structures may seem like a maze at times. Changes to the structures and training programmes may be needed to encourage tenant involvement.



3 What standards can be adopted for the dwellings and what choice of specification can be available for individual households?

The housing authority should state its policy of providing dwellings to particular space standards and specifications so that tenants can make representations if they consider any of the provisions inappropriate. Where there is a choice of specifications, tenants should be allowed to state their individual preferences.

The following factors should be listed, with the authority's minimum requirements noted and the area of choice for individual households defined:

- General space standards
- Standards for internal room layouts
- Internal storage provision
- External storage provision
- Kitchen storage and appliances
- Insulation levels
- Ventilation requirements
- Heating system
- Electrical provision
- Bathroom equipment
- Roof construction, access, possibilities for future expansion
- Requirements by statutory undertakers (gas, water, electricity)
- Drying facilities
- Refuse storage
- External materials and finishes
- Garden size
- Car parking/garage provision

4 What financial options are available?

Over the years, different methods of cost control have been imposed by central government which have affected the degree of flexibility available to housing authorities in terms of the provision and standard of new dwellings. The basic cost of a dwelling normally relates to building to a particular specification, but there may be parts of it for which higher standards could be financed directly by the tenant. In considering such a proposal the housing authority needs to bear in mind the possibility of a future change in tenancy and whether a capital contribution or a rental contribution is the appropriate method of financing higher standards.

5 What criteria should determine the range of basic dwelling types?

6 What involvement by tenants is possible in the future management of the group of dwellings [6]?

7 What roles should tenants and officers respectively play in the design process?

[6] Cooperative Development Services, Liverpool
*Building Democracy: Housing Cooperatives
in Liverpool*
(1987)

How tenants can participate in the design process

Sections 3 and 4 focus on the various ways in which tenants can become involved in the design and construction process of specific projects and indicate some approaches which show the many ways this can happen. In practice, each housing authority, tenants' group and the professionals involved in a project will need to reach a joint conclusion based on the particular circumstances.

Establishing the context of the project

The starting point should be to agree and understand the context within which the project is to be undertaken, namely:

- (a) the objectives;
- (b) the framework within which the project will be prepared;
- (c) the level of participation;
- (d) the resources that will be available for participation.

These issues of principle will usually be considered initially by the housing authority, in which case they should then be discussed and agreed with the people involved in the project in question, and the tenants given the opportunity to challenge any of the points. Alternatively, the issues may be considered first by a tenants' group seeking action on a particular group of dwellings.

(a) Objectives

It is important to define the key objectives for a project. These might be to upgrade a particular group of dwellings to resolve complaints by residents or to involve users directly in the design of new dwellings to meet their requirements in a better way.

(b) The framework

Each project, whether it involves new or existing dwellings, will need to operate within some housing authority framework. This will relate to statutory requirements, to procedures, to the financial programme and to the authority's policies on housing standards and cost levels.

All participants must understand the framework within which a project is being undertaken and be clear about the extent of any flexibility in procedures.

Statutory requirements and approvals

Building Regulations approval will be required for all projects; normally planning approval will be required, depending on the scale of the work. Highway authority standards and fire officers' requirements will affect most schemes.

Procedures

Each authority will have formal procedures for submitting schemes and obtaining approval, and these must be understood by all parties. The authority should consider whether current practices need to be amended to take account of tenant participation.

Financial programme

A housing authority reviews budget commitments and future programmes each year, and establishes as a matter of policy the priorities for modernisation, improvement and new build projects. It then usually commits itself in principle to a project for which preparations can start. A tenants' group may have already had an opportunity to comment on the overall programme.

Standards, policies and cost levels

The housing authority will already have used certain space standards, internal specifications and a range of materials in both refurbishment and new build projects and may have defined a list of policies and standards. It is also likely to have adopted cost limits for particular categories of work which may directly relate to some central government or housing corporation standard. As a starting point for any project, the authority should provide a statement of these policies. At the same time it should recognise that the broader process of participation should allow these issues to be discussed and challenged, and that this could lead to reconsideration by the housing authority of its policy in that area.



(c) The level of participation

In Section 2 the potential for tenant participation in design issues and the factors which affect the scope of that participation were explored. The degree of tenants' power to make decisions as a group or as individuals needs to be established as well as the point at which participation will begin. The earlier tenants are involved in the design process the more likely they are to be able to influence the form of the eventual proposal. However, this means that participation needs to begin as far ahead of work starting on site as practicable, which may involve a longer period for completing the project.

There are three main stages when participation can begin:

- before any decision has been made about what action should be taken on an existing estate or what site is to be selected for a new build project; or
- when a decision has already been made about what general action should be taken with an existing estate or what site is to be used for a new build project; or
- when basic options for modernisation have already been prepared for an existing estate or when options for a range of house plans have been produced for a new build project.

These stages in the process provide differing opportunities for participation and need to be considered by all participants, so that an understanding of what can be achieved is established.

(d) Resources

All the parties involved should recognise that the stage at which participation begins will directly affect the amount of time tenants or their representatives will need to spend in discussions and the amount of professional resources needed to allow effective participation. Thus the amount of resources made available will have a direct effect on the level of participation that can be achieved. The authority needs to consider whether a project can be staffed wholly from in-house resources or whether consultants need to be employed (such as architects, researchers or advisers) and if so whether the tenants' group is to have any role in making such appointments. If new people are to be appointed to work on a project it is important that they should all be available at its inception so that a group commitment to the objectives can develop at an early stage. Community development staff may also need to be recruited.



Hunt Thompson Associates' site office at Lea View, Hackney.

A decision will need to be made whether an office base is to be provided within the site area and if so during which stages of the project. This may be easier to achieve in refurbishment work where empty dwellings may be available. A show dwelling provides further opportunities for participation and can also be used as an on-site base and enquiry office.

Tenants also will need resources to cover the hire of convenient meeting spaces, the cost of administrative support, transport, and other associated costs such as crèche and translation facilities. In some areas tenant groups already receive direct funding which enables them to act independently of the local authority and includes support for tenant participation projects. In other areas tenants' groups have preferred to stay totally independent of an authority and have undertaken their own fund-raising activities.

One way to resource a community group is to allow it to employ people directly with the cost covered by the housing authority. Such persons will be answerable to the group and it needs to be recognised that the proposals of the housing authority and its attitude towards tenant participation may be openly criticised.

Preparing for the project

Whether the project concerns an existing estate or some new build development, successful tenant participation is more likely to occur in the following circumstances:

- where a truly representative tenants' group has been or can be formed;
- if training for all participants can be arranged;
- if good lines of communication are established between individual tenants, any tenants' group, the professionals and the housing authority.

An active and representative tenants' group will be a forum where everyone affected by a project can discuss matters of common interest. If such a group does not exist, people with special skills in community development can work with tenants to help them form and develop one. The group would meet to discuss the issues which affect all tenants and would be asked formally to support the basic brief and the project proposals. It will however take time for a new tenants' group to build up their self-confidence.

A small committee, elected by the main tenants' group to represent tenants' views, could meet more frequently. Its meetings should be properly chaired and minuted. It would be responsible for arranging the general meetings, preparing agendas and considering which events would benefit from pre-publicity. The times and venues of meetings should take account of people's life styles – for example, the special needs of single parents and shift workers.

It is particularly desirable that any committee reflects a broad cross-section of tenants' interests including the needs of ethnic minorities and people with disabilities. If it does not, then those interests could be met by involving separate organisations to represent their interests.

Tenants, members and officers may need to acquire particular skills or develop certain awarenesses. Training for these purposes should be considered at the beginning of the project, and this is described in more detail in Section 6. Changes to the organisational structure of some departments of an authority should also be considered to enable participation to be more effective.

It is important that information about the progress of a project is distributed regularly. This is often done by a newsletter which can be prepared by the tenants or the housing authority or jointly. Otherwise information can be exchanged by means of regular meetings with small groups of tenants. A local base can be set up as an advice centre to enable individual tenants or households to ask questions and discuss problems.

Typical newsletters circulated by tenants or the architects.


12th Sept 1986

WALK & TERRACE NEWS *No.2*

WHAT IMPROVEMENTS ARE NEEDED?

During the last few weeks, comments have been made which suggest that some tenants are either unsure or unaware of the need for major improvements to be carried out on Walk and Terrace.

The main problems are heating and insulation (Areas some tenants say have been problems since the maisonettes were built!) Since the feasibility study began several other problems have been found that will require attention, however, especially concerning brickwork and mortar, deterioration on the panels forming the side to the roof ducts have caused brickwork to collapse in places. Poor quality mortar on both light and dark coloured brickwork is allowing water to get through which is affecting wall ties. The structural engineers have given a maximum ten



DEVELOPMENT TEAM

Stonebridge

INFO. SHEET

3

JULY 1981

NEWS FROM No 8 STONEBRIDGE HOUSE
 (the Architect's in case you've forgotten)

PHEW!! - GASP!! - Well we've just finished spring cleaning No. 8 (yes, architects can use vacuum cleaners!). Now back to the drawing board. You may be wondering how your new family at No. 8 Stonebridge House, are coping, some of you may have visited us, on 13th May, when we had an Open Evening, and we think that those of you who came will agree that it was a success.

We have recently agreed with your tenant representatives, to work on the development option which includes Stean House as the first phase - in other words Stean House is to be pulled down first.

15

A: Existing estates

The involvement of tenants in design issues concerned with existing estates is more extensive than with new build projects; there is therefore a greater fund of experience on which to call. Even so, the type and extent of participation varies according to the type of dwelling under consideration, the extent of work that is needed, the willingness of people to take part, and any history of previous participation.

In general, tenants can be expected to want a greater degree of communal participation in flatted complexes than in estates of two-storey houses with front and rear gardens. In the latter scenario, a greater degree of participation can be anticipated on an individual basis.

The housing authority may already have a rolling programme of refurbishment on existing estates which responds to perceived housing needs, political priorities or tenant action. If tenants have not been previously involved in assessing the overall priorities of the housing budget this can be done by involving a body such as a tenants' federation which represents the interests of all tenants.

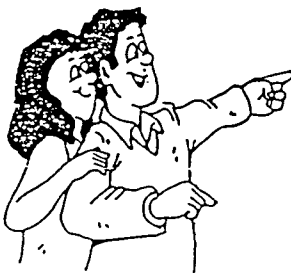
Defining the problems

When an area is being considered for inclusion in a future housing programme it is best for all those involved – tenants, members and professionals – to reach a common definition of the problems involved. If this can be achieved, there is a much better chance of agreeing a range of solutions. It should be seen as an exchange of views in an effort to reach a consensus on what needs to be done to improve an area. In some cases tenant action may lead to a particular estate or group of dwellings being considered for improvement, but a consensus is still needed if all participants are to understand the needs of an area. All its residents, not just tenants, need to be involved, since all are affected by plans for improving buildings and their environment.

The problem-defining exercise should include:

- (a) social information, including the needs, expectations, problems and priorities of tenants;
- (b) housing management data, including popularity of the estate and voids;
- (c) technical information, to identify elements that are failing and components that require replacement as part of a maintenance programme.

Advance notification of residents' meetings.
(Norley Hall Project, Wigan Metropolitan Borough Council)



NORLEY HALL PROJECT

NHP

Residents' Consultation Meeting

A series of 15 small area meetings are being organised throughout the Norley Hall Estate to find out from YOU:

- What YOU see as the main problems of the estate (if any)
- What action YOU feel is needed to put things right
- Of the many Council services affecting the estate which ones need looking at most closely for improvement
- What residents themselves can do to improve things.

This is not just a public relations exercise. The Norley Hall Project has been set up with the support of your local Councillors to enable Council Officers and residents to work together to improve the estate. Without YOUR views, ideas and interest we cannot hope to succeed. It's YOUR home, it's YOUR estate, YOU know where things are right and wrong.

[7] Department of the Environment
Housing Appraisal Kit 2
(1983)
See also p.32 refs.

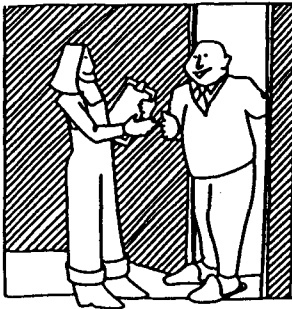
[8] National Association for the Care and
Resettlement of Offenders (NACRO)
Neighbourhood Consultation: A Practical
Guide
(1984)

One way to discover the views of tenants and residents about the problems of the area and priorities for action is to carry out a survey, preferably by interview [7]. This could make people begin to think about the potential for improving their home or area. Another way is to hold a series of meetings of, ideally, no more than twelve households [8]. (People are far more inclined to express their views at this size of gathering.) This group might need to meet on a number of occasions, in which case minutes could be distributed in the community and more people given the opportunity to comment on the views expressed. It is useful to involve residents of all ages in this exercise, including school children, so as to obtain the widest possible range of attitudes.

In a more developed form of participation tenants could organise their own survey of views or there could be a series of meetings chaired by someone independent of the housing authority. Alternatively the housing authority could arrange these meetings or surveys in partnership with the tenants' group.

Surveys

In some cases a social survey will cover all tenants, in others a sample survey only will be undertaken. The surveys should aim to assess the following points in relation to the individual dwelling or group of dwellings:



- | | |
|---|---------------------------------------|
| Household composition | Ventilation provision |
| Ages of members | Sound insulation |
| Length of residence | Electrical and services installations |
| Particular cultural requirements | Windows and doors |
| Views on what needs to be done | Kitchen layout and units |
| Whether tenants wish to remain on estate | Bathroom layout and fittings |
| Any special design requirements | Storage space |
| Structural condition | Decoration |
| Suitability of layout | Waste disposal |
| Access | Clothes drying |
| Conversion or adaptability for disabled persons | Security of the unit and group |
| Heating provision and running costs | Private external spaces |
| Condensation | Public external spaces |
| Thermal insulation | Car parking |
| | Children's play facilities |

Extract from social survey used by Hunt Thompson Associates. Normally only a sample of tenants is interviewed.

12 We have a list of problems we have found in other estates. I will read it out, and please can you tell me for each one, how much of a problem it is in your flat. Please turn to Card 5. You can answer a big problem; a small problem; or not a problem. READ OUT ONE AT A TIME AND RECORD eg Condensation. Is this a big problem, a small problem or no, not a problem?

	Big problem	Small problem	No, not a problem	
(i) Condensation	y	x	0	(28)
(ii) Dampness	1	2	3	
(iii) Draughts	4	5	6	
(iv) Rotten or ill fitting windows	7	8	9	
(v) Difficult to open and close windows	y	x	0	(29)
(vi) Difficult to clean windows	1	2	3	
(vii) Not enough daylight or sunlight	4	5	6	
(viii) Not enough space generally in flat	7	8	9	
(ix) Not enough storage space generally	y	x	0	(30)
(x) Flat layout and planning is unsatisfactory	1	2	3	
(xi) Difficult to keep warm enough	4	5	6	
(xii) Method of heating water is unsatisfactory	7	8	9	

Understanding the process

- [9] Videos available from:
 Building Communities Bookshop, Dumfries
 Tenant Participation Advisory Service,
 Glasgow
 Cooperative Development Services,
 Liverpool
 Department of the Environment: Estate
 Action, London

It is unlikely that many tenants will be aware of the range of available opportunities for improving their dwellings and surroundings. Therefore they should be given the opportunity at an early stage in the design process of seeing what is possible. Videos [9] or slides of similar schemes could be shown or visits arranged to see completed work and to meet other groups of tenants. Some authorities renovate 'show houses' or carry out a pilot scheme which might include environmental improvements ahead of the main programme to enable tenants to see what could be achieved. Responses can be obtained to pilot schemes by using a questionnaire or undertaking an interview survey.

Tenants should also be made aware of the nature of the design process for refurbishment, landscaping or new build work. Models, charts and drawings can be helpful in this respect.

Design brief

Once a common definition of the problems that need to be solved has been identified, a design brief can be established and agreed. It may be coordinated by housing officers, or by the architect or, in some situations, by a tenants' design group; what needs to be clear is who is to be responsible for doing this. One or more public meetings are often desirable at this stage so as to make sure that there is agreement on the definition of the problems.

Developing solutions

Preliminary proposals can then be developed covering the overall principles affecting the whole group of dwellings, viable options for individual dwellings, and environmental improvements, including an estimate of the anticipated costs. The proposals also need to take account of whether the work can be done with tenants in residence and under what conditions, or whether arrangements would have to be made for alternative accommodation and for how long.

In developed forms of participation, design options can be produced by small groups of tenants using rough models to demonstrate their ideas and preferences. These can be in block form to indicate layout improvements to a group of dwellings and their surroundings, or room models to show internal arrangements of specific dwelling types. Special skills are required to make this form of participation effective and recognised exponents of this method can be approached for initial guidance [10].

- [10] Gibson, Tony
Planning for Real: Resource Packs
 Education for Neighbourhood Change:
 Nottingham University
 See also [19], p.40

Alternatively, the architect could table a number of options based on an analysis of the brief and explain why they have been presented. The options could be modified subsequently to meet the tenants' reactions, or tenants could be involved more directly by sketching ideas of alternative approaches made in response to the architect's tabled options. Part B of this Section describing new build situations illustrates various ideas for presenting design options. Some of these can also be applied to existing estates.

Agreeing the overall proposals



Model used by Hunt Thompson Associates to illustrate possible changes to the arrangement of flats and maisonettes.

The proposals and options should then be presented to everyone affected by the scheme and their reactions obtained. This could be done by means of surveys carried out by professionals or tenants (or jointly), by exhibitions and open days, by a series of smaller meetings, or by a large public meeting. Where tenants or groups have taken an active role in the design process, they should be encouraged to present the proposals to the wider group. Members and officers should resist the temptation to take a major role if tenants are happy to present the scheme.

If the people affected include non-tenants (such as residents in surrounding areas, the occupants of sold-off dwellings, or traders) their respective interests and roles need to be recognised when events such as meetings, surveys and exhibitions are being organised. The same applies to members of the housing authority, whose general support for proposals and options should also be sought during the process of seeking general agreement.

Once the overall proposals have been agreed by the tenants, it is normally necessary to present them formally to the housing authority. Even if tenants ask

officers to present most of the proposals, it should be natural for them to be involved in this if they are part of a genuine partnership.

Options for individual tenants

The agreed proposals can then be presented to tenants individually or to groups who live in similar dwellings. It can be useful if the housing officer and a representative of the tenants' group see individual tenants together. The housing officer will be able to deal with the housing management issues and the architect can present the overall proposals, explaining what options are available for the dwelling and how it will look when completed. The architect can also make a survey of the property, if this has not already been done. (This is often the case on estates of individual houses where there have been problems in gaining access for surveys.) Some issues may be better explained by the tenants' representative than by an officer.

There are likely to be various options available from which tenants can choose to meet their specific requirements. The scope and limitations on choice must be fully explained to tenants, and whether there will be opportunities later on for them to change their minds.

The options may be presented as a shopping list of items which require decisions from tenants. The housing authority may require certain improvements, such as installing central heating, but allow tenants other decisions. A points system could be adopted, where tenants are given an overall number of points to be allocated against specific items. The financial implications of choices must be made clear in any presentation of information. In some cases there may be no increase in rent and in others an overall increase will be applied to dwellings of similar size. Some authorities allow tenants to fund certain improvements themselves.

A points system can be used to allow tenants to choose improvements.
(London Borough of Hammersmith and Fulham)

What Are 'Points'?

Each tenant is allowed to 'spend' a total of 100 'points' on the improvements to their flat.

Each of the elements in the scheme costs a certain number of points. These points ranges are listed below:-

Central Heating		Other Improvements	
Gas	25 points	1. Decorations	
Electric	25 points	Living room	7 points
Kitchen		Double bedroom	7 points
'Langley' kitchen range	36 points	Single bedroom	5 points
'Drayton' kitchen range	36 points	Hall	5 points
'Merton' kitchen range	36 points	Repainting whole flat on existing surfaces	12 points
Bathroom		2. Fuel store removal	1 point
Level 1 — without shower attachment	21 points	3. Fuel store conversion to cupboard	1 point
Level 2 — with shower attachment	23 points	4. Bathroom accessories	2 points
		5. Replacement of internal doors + furniture	2 points per door
		6. Replacement of door handles	1 point per door
		7. Fire surround removal	4 points
		8. Blocking-in of fireplace	2 points
		9. Built-in wardrobes	4 points per metre run
		10. Security Package	3 points

You will be able to choose any combination of improvements from the above list up to a maximum of 100 points. For instance, you might choose to have central heating installed, your kitchen improved and your bathroom improved (level 1 — without shower). The points total spent would therefore be 82, consisting of 25 for the central heating, 36 for the kitchen and 21 for the bathroom.

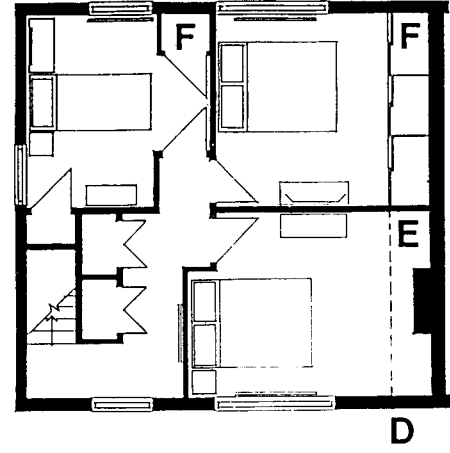
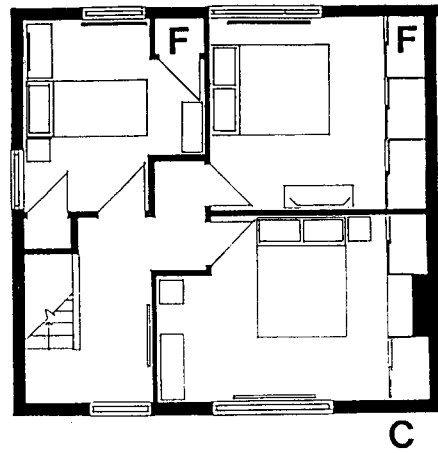
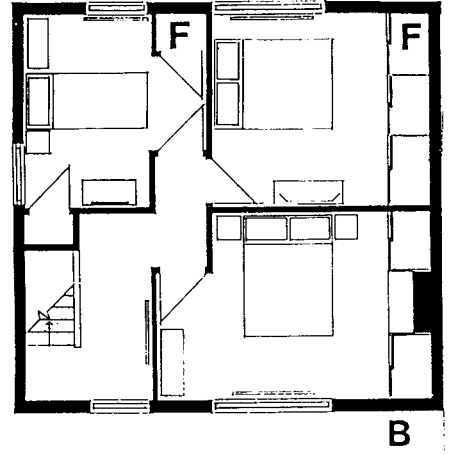
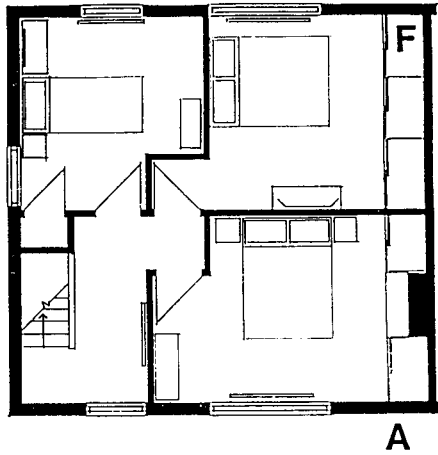
This would leave you with a balance of 18 points still to spend. You might therefore decide to spend this by choosing the bathroom accessories (two points), having two internal doors replaced (two points per door = four points altogether), having the living-room redecorated (seven points) and having a single bedroom redecorated (five points), making a total of 18 points.

The choice is yours! However, because the Housing Department consider central heating to be the most important improvement to your home, it has decided that should you choose not to have central heating, you will lose the 25 points it would have cost you. This means that tenants choosing not to have central heating installed will have 75 points instead of 100 points to spend on other items. However, you will be able to have central heating installed at some point in the future if you change your mind.

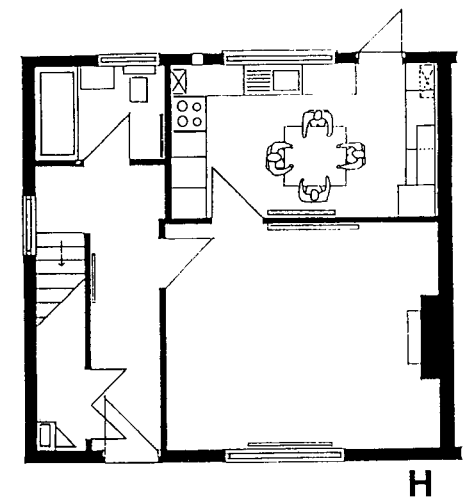
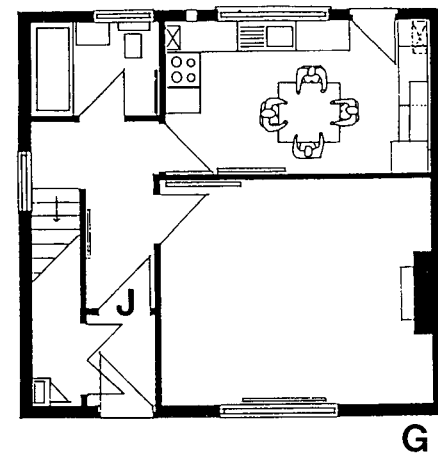
The plans illustrate some of the choices which have been offered to tenants during the modernisation of semi-detached houses. Internal partitions were due to be replaced and tenants were given the opportunity to have different room layouts. In the event tenants wanted room sizes to remain the same but many wished to change door positions and have additional storage.

Options available:

- A. Existing first floor layout replaced
- B. Back bedroom door positions altered
- C. Front bedroom door position altered
- D. Landing storage space provided and internal partition relocated
- E. Bedroom wardrobe provided
- F. Water tank location



- G. New kitchen layout
- H. Alternative kitchen layout
- J. Vestibule door provided



A 'shopping list'

A typical list of items for tenants to choose from and which can be recorded on a questionnaire could be as follows:

Access options	Position and number of radiators
Floor plan options	Heating control methods
Kitchen: layout options, types of existing appliances	Heating for living room
Storage provision	Colour of kitchen units
Bathroom equipment	Material and colour for kitchen worktops
Heating options: whole house, partial	Internal drying facilities
Type of fuel	Colour of external decoration
Location of hot water cylinder	Options for external spaces

The degree of detail will depend on what options tenants indicate they want to influence, how much time is available for dialogue between tenant and officer, what items are to be covered at any subsequent visit and the degree of variation that has been agreed. An additional questionnaire should cover any special requirements such as mobility aids, and identify physical difficulties and disabilities. A visit by the occupational therapist could then be arranged.

Approval by individual tenants

Once the tenant is happy with the proposals, the relevant information should be written into a simple, comprehensive document. This should be signed by the tenant and the housing officer or the architect with copies for each party. However, some tenants may be unhappy about certain aspects of the proposals, despite earlier participation, whilst others may for various reasons not wish to have any improvements undertaken. There should be further discussions with these tenants to see if their objections can be overcome in the light of the more general decisions that have already been taken by other tenants and the authority.

Preparing contract documentation

Participation should also include the ways in which the contract work will be undertaken, which means that tenants will need to be informed about the nature of the contractual process and site organisation. Sitting tenants in particular may be asked to face considerable disruption of their normal daily life. A crucial element of the information given to tenderers will be to define whether tenants are to remain in occupation or vacate their dwellings during the work. If they are to remain, the contractor needs information about the issues listed below, all of which should have been discussed and agreed with tenants:

- the maximum number of properties to be available at any one time;
- the timescale for completing the work;
- what services are to be provided at all times, such as WC, hot and cold services to kitchen wash handbasin and bath, electrical services to specified areas, washing machines, cooking services and heating;
- provision of secure storage for tenants' furniture and belongings where working space is required by the contractor.

If a property is to be vacated, it is important to consider the safety and security of external fixtures, including garden sheds and special garden arrangements or planting.

The contract documents should contain all the requirements which the housing authority and the tenants consider are needed to maintain reasonable living conditions. An advisory document suggesting a sequence of work can also be prepared, but remember to ensure that tenants understand that responsibility under the contract for programming the work lies with the contractor.

In communities where unemployment is high, tenants may feel aggrieved if opportunities for paid employment in the construction stage have been missed because the wider issues of community and tenant involvement were not fully considered. Therefore it is important for tenants to be aware of the type of contracting organisation that is being proposed and whether or not the terms of the contract could take account of employment needs locally. In some cases it might be possible to include 'local employment preference' clauses in contract

Choice of planting and boundary treatment available for tenants.
(Wilkinson Hindle Halsall Lloyd Partnership)

Landscape questionnaire

what type of new hedge would you prefer ?

DEAR RESIDENT, THIS QUESTIONNAIRE IS BEING CIRCULATED TO FIND OUT WHAT KIND OF HEDGE YOU WOULD LIKE NEAR THE FRONT OF YOUR HOUSE. PLEASE TICK ONE BOX BELOW TO INDICATE YOUR CHOICE. IF YOU DON'T WANT A HEDGE, BUT ONLY THE POST & RAIL FENCE, THEN ONLY TICK BOX NO. 6. YOURS FAITHFULLY
PRESTON BOROUGH COUNCIL

tick box below for your selection

CUT ALONG DOTTED LINE AND RETURN COMPLETED HALF OF FORM.

NO FENCE
NO HEDGE

GRASS PAVEMENT

1 I PREFER NO OPTION
REMAINS 'OPEN-PLAN'

NEW HEDGE PAVEMENT
GARDEN FENCE

2 "BERBERIS"
EVERGREEN, SPINES
GOLDEN YELLOW FLOWERS
BLUE-BLACK BERRIES

NEW HEDGE PAVEMENT
GARDEN FENCE

3 "COTONEASTER"
WHITE FLOWERS ORANGE-
RED BERRIES SAGE
GREEN LEAVES

NEW HEDGE PAVEMENT
GARDEN FENCE

4 "ESCALLONIA"
EVERGREEN WITH RED
FRAGRANT FLOWERS

NEW HEDGE PAVEMENT
GARDEN FENCE

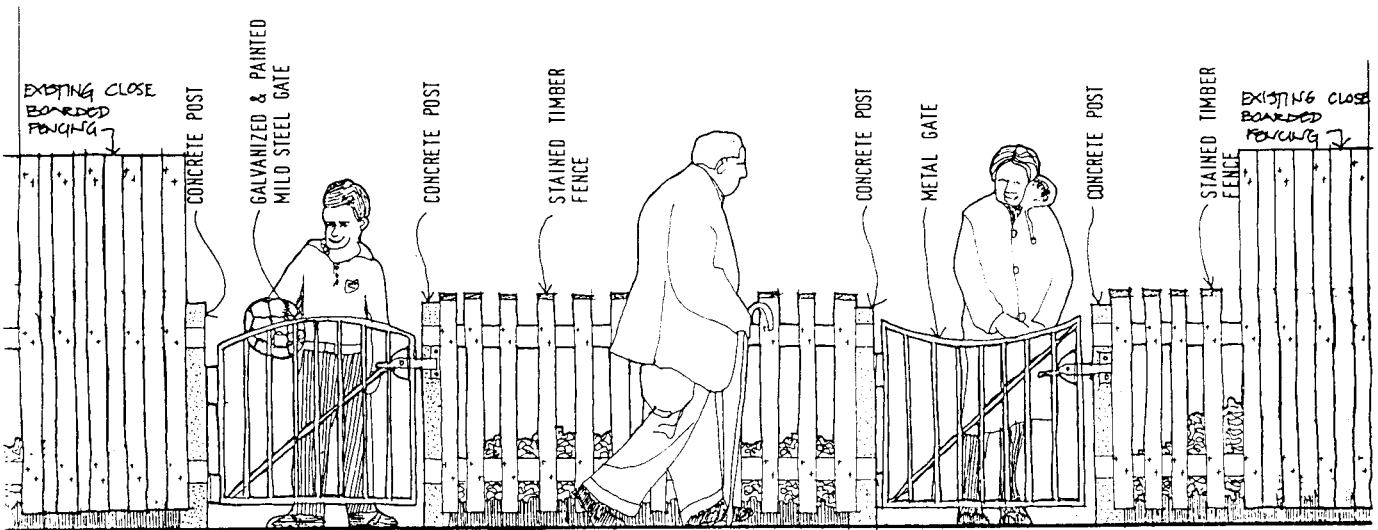
5 "ROSA RUGOSA"
NOT EVERGREEN
THORNY STEMS
PINK FRAGRANT FLOWERS

PAVEMENT
POST & RAIL FENCE
ONLY

6 I PREFER NO
HEDGE, ONLY
POST AND RAIL FENCE

name.....

address.....



documents, or a community employment scheme covering specific areas of work might be set up in conjunction with the Manpower Services Commission.

Immediate pre-contract period

It is usual to arrange further public meetings covering all tenants in the scheme about six weeks before work is due to start. At these meetings, tenants can be given information about the proposed start date and programme, meet the contractor and his key employees and also the officers who will be responsible for liaising with the tenants and the contractor. Tenants can also be reminded about the arrangements they need to make in preparation for the work.

As the start date for the work approaches, it is good practice to send an information leaflet to all tenants giving details of the work. A housing officer should call round to discuss matters such as:

- any choices of specification detail that still need to be made;
- details of work programme;
- arrangements to allow the contractor access to the property and for liaison with housing officers and architects;
- arrangements for removal if the tenant has to move out whilst work is being done, or information about methods of working if major internal improvements or repairs are to be carried out with tenants in occupation;
- any special arrangements needed in the case of tenants who are sick or disabled;
- details of any financial allowances that may be payable.

Contract period

Tenant participation need not end with the signing of the contract. The contractor can contribute significantly to it by identifying all the tenant clients and supplying a personal service to each within the context of the overall contract. This should include notifying each tenant directly of each job stage reached and adapting working arrangements to suit tenants' lifestyles (for example, by taking account of any disabilities or shift working patterns).

Many tenants will find it difficult to resist the temptation to inspect the work. They should be reminded that any changes they propose during the contract must be channelled through the architect to ensure that proper control of the contract is maintained. Therefore whilst it will be necessary for the contractor to develop informal relationships with the tenants, they must all understand that the formal contractual relationship is between the contractor and the housing authority.

Tenants naturally have a direct interest in matters such as contract delays, the methods used by the contractor to execute the works, the amount of disruption they are expected to put up with, changes in specification which inevitably arise as work proceeds, and problems with arranging access.

The contractor may be expected to attend tenants' meetings or tenants' committee meetings to discuss progress. Tenants could also be represented at site meetings. During the contract stage tenants may wish to raise various queries and they should have the opportunity to discuss them properly. However, responsibility must remain with the architect for issuing instructions to the contractor for overcoming or mitigating problems.

Future phases

On a phased project, tenants who are to be included in second and subsequent phases will compare the results of the phase one work with their pre-contract expectations and may ask for modifications to their requirements as a result. This is just as valid as an architect changing a detail of specification in the light of experience and should be anticipated by providing tenants with an opportunity to review the design between phases.

B: New build

Selecting the tenants' group

The housing authority will need to consider:

- (a) the scale of the project;
- (b) what categories of tenants should be represented;
- (c) what percentage of potential tenants should be involved.

If a tenants' federation already exists or if new build tenant participation schemes have previously been carried out, these groups could be asked to give their views on the overall participation process including the above points.

(a) Scale of the project

Experience generally suggests that participation in new build schemes is best limited to about 40 households as this is the maximum that can naturally operate as a group. A smaller size of group of not more than 25 households may be preferable, because it is more difficult to find venues for larger meetings, and it is easier to visit other schemes in that size of group.

(b) Nominating tenants

The nomination of tenants will normally depend on the housing authority's existing policies defining who is eligible for new housing and could include the following categories:

- (a) existing tenants needing rehousing from a specific site;
- (b) existing residents with priority for new housing;
- (c) waiting list applicants of a particular type;
- (d) people with special needs.

There may be benefits in nominating people who already have experience of living in the authority's housing as their comments on the design of dwellings may be more relevant.

Whichever type of tenant or applicant is to be nominated, remember that the dwelling will probably not be completed for a considerable time. This could create a dilemma for households in urgent need of housing, and many regard this as a stumbling block for successful tenant participation in new build work.

It is useful if the group to be housed requires a range of dwellings, including accommodation for elderly people and the disabled. However, there will be some projects where only special needs housing is included.

(c) Percentage of potential tenants

The maximum form of participation will involve potential tenants for all the dwellings included in the project, although care should be taken not to attract so many people to a prospective group that it exceeds the capacity of a particular site. If the number of dwellings possible for a site has not been defined, it would be prudent to limit participation in the early stages until the site's capacity is known.

Remember that during a long project period some households may drop out. A policy is needed about whether they should be replaced at that stage or not. In developed forms of participation such as cooperatives, the existing group would decide who could join the project.

Another way of avoiding over-commitment on a particular site is to select a limited number of tenants representing the different sizes of households that are to be accommodated on that site. A Scottish Special Housing Association project in Glasgow has, for example, used about a third of the final number of households to act as the tenant client group.

Design panels

A further approach would be to form design panels of existing tenants to advise on the internal layout of new dwellings. However, as these tenants would not be intended as occupants, this might be considered a rather limited form of participation. With design panels it is important that housing authority representatives should not outnumber tenants to the extent that the tenants' contribution is stifled.

Establishing the brief

[9] See p.18.

In a new build scheme it is particularly important to arrange visits to developments undertaken by the same housing authority or local agencies and also to tenant participation projects that will usually be farther afield. This will enable potential tenants to see what can be achieved and illustrate qualities they may wish to see in their own project and meet other tenants who have been or are involved in a participation scheme. This may be regarded as part of the essential training for new build projects [9]. The initial visits should be made as soon as possible after the group is established and subsequent visits to look at specific points such as internal layouts and external materials should be made at appropriate stages during the design process.

The design brief will need to cover:

- tenants' needs, expectations and priorities;
- space standards, cost levels and layout principles;
- maintenance requirements in relation to materials specification.

The tenants will need to organise themselves so that parts of the design process affecting all people can be discussed by the full group of tenants; some matters can be delegated to smaller groups with action to be confirmed subsequently at a full group meeting. Some design discussions will involve an individual household, and others those who need similar sizes of dwellings. Questionnaires can be devised for individual households to record the size of their existing accommodation and its use, the household's likes and dislikes about the dwelling and its surroundings and their general aspirations. This work could be undertaken by the tenants' group itself or coordinated by a specialist agency or carried out by the professionals involved.

The implications of any financial constraints on a project should be introduced at this stage and the general cost background for housing described. This will enable tenants to understand the relative costs affecting site layout, external materials and internal planning.

It is important to agree a policy for determining the size of dwelling for a particular household. Existing policies governing the size of accommodation that would normally be provided may not be appropriate for a new build project where a long timescale may be involved and where individual expectations about the size of family need to be taken into account.

Extract from questionnaire used to obtain tenants' views to establish the brief.
(Scottish Special Housing Association, Kirkland Street scheme, Glasgow)

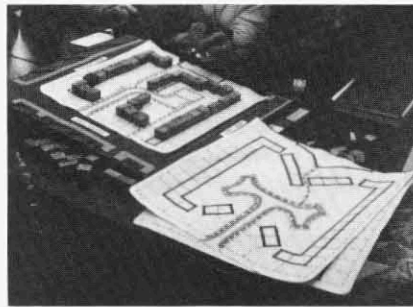
<u>PART ONE - YOUR HOME</u>	
<u>Would you prefer:</u>	
<u>Tick one only.</u>	1) Large living-room and standard kitchen.
	2) Smaller living-room, but with separate dining room.
	3) Dining area and living-room combined.
	4) Kitchen and dining area combined.
	5) Does not matter.
<u>Do you use the living room for:</u>	
	1) Watching T.V.
	2) Listening to radio/record player.
	3) Eating.
	4) Children to play in.
<u>Do you prefer in the living room:</u>	
<u>Tick one only</u>	1) Radiant (e.g. bar fires) fires only. (Consider cost of running and safety of young children.)
	2) Radiators only.
	3) Radiant fire and radiator.
	4) Does not matter.
<u>Considering your existing living room:</u>	
<u>Answer All</u>	1) How many electrical sockets do you prefer.
	2) Is a cupboard preferable.
	3) How many ceiling lights do you prefer.

Site layout

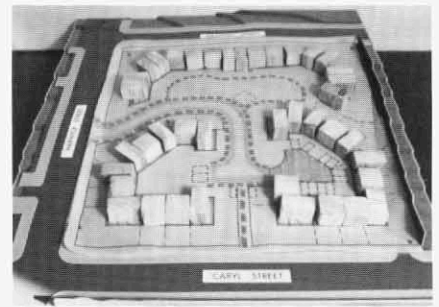
The site layout, basic design of dwellings and external treatment need to be progressed in parallel. Models can help to demonstrate possible options and illustrate layout alternatives in three dimensions at an early stage. A model of the site layout at not less than 1:200 scale is recommended. A demountable block model can be used to allow individual groups of houses to be rearranged around alternative road patterns.

Tenants can be directly involved in the design process if rough models are used to encourage them to experiment with layout options. Alternatively the architect can suggest layout ideas which tenants can accept or modify at the meeting, after which the ideas raised can be investigated in more detail. It is useful to photograph the different layouts suggested in the discussions as a means of recording what has been considered.

It is important to involve the planning authority at an early stage and a planning officer should be invited to one of these meetings. Similarly, if there is a key discussion about a specialist issue, the relevant person should be asked to come along to a meeting and discuss the issue directly with the tenants.



Intermediate stage demountable model.



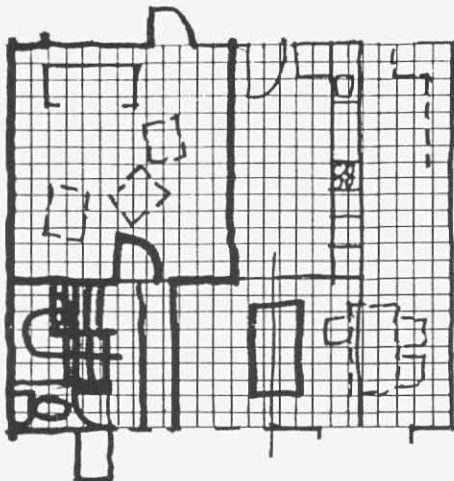
Rough model of final scheme.

Dwelling design

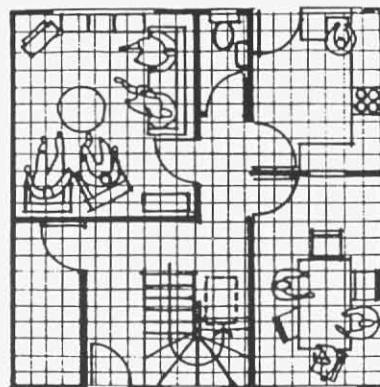
Whilst individual households may express quite different requirements, there is likely to be a limited range of dwellings that will meet the needs of most households. The characteristics of the site will affect the type of road access possible and this will influence the frontage width of dwellings on the site in question.

One approach is to discuss with tenants individually and as a group a range of internal layouts of dwellings with specific characteristics to try to agree a limited number of basic dwelling types that will meet most needs. The number of dwellings eventually proposed should allow considerable variation both within the shell of any dwelling and in external 'add on' elements.

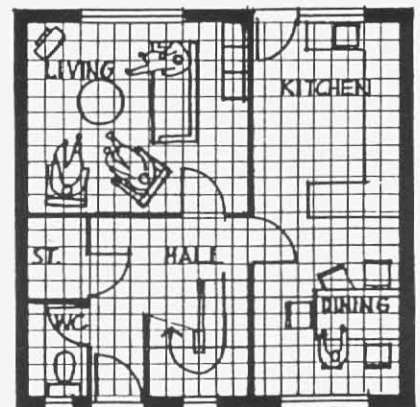
Series of house plans illustrating a tenants' 'draw-in' to develop ideas.
(Weller Streets Cooperative, Liverpool)



Tenants draw their own ideas on squared paper.



Architects modify tenants' ideas to meet requirements. Furniture layouts included.



Final layout for one of a series of house types agreed with tenants.

Information produced for the tenants should indicate in a simple and direct way what variations are possible within the dwellings together with the cost implications of each option. The best way to demonstrate internal layouts is to use a simple card model at 1:20 scale with movable walls and equipment. Areas such as kitchens can be modelled at 1:10 scale so that movable equipment and fittings can be used. Full scale layouts are also helpful in demonstrating in advance the size of spaces and how equipment can be arranged. On the continent of Europe there are examples where mock-ups of complete dwellings are constructed to a full size as an aid to understanding proposed arrangements [11].

[11] Woolley, Tom
'1:1 and Face to Face'
The Architects' Journal 19.4.87



1:20 scale model of internal layout.
(Scottish Special Housing Association,
Dalmarnock, Glasgow)

HOUSE DESIGN QUESTIONNAIRE

DEAR CO-OP MEMBER,
The attached questionnaire is for all members of the big-site project on the Hopwood/Ashfield Site.
The questionnaire is to find out your preferred house type.
There are several houses or bungalows being offered. They are the same house designs that are to be built in the four small sites, although there are also some additional designs.

* WHAT TO DO

- * Look at the plans and description beside each house type.
- * Decide which plan you like best..
- * Write in each box your preference **1st** **2nd** **3rd** **4th** etc., ie. for the plan you like best to the plan you like least (See example questionnaire below).
- * Return your questionnaire.

example only

3 Bedrooms
5 persons

3B 5P name Smith

members name

typical features of house

2nd choice

1st choice
Write your own choice in each box

3rd choice

4th choice

house plan

house plan

house plan

house plan

D1

- Porch at Front
- Separate Living Area at Front
- Kitchen - Over
- Downstairs v.r. at Front
- 3 Double Bedrooms
- 1 Single Bedroom
- Down-Ing Staircase

D2

- Enter through porch into Kitchen - Over
- Separate Living Area at Back
- 2 Double Bedrooms
- 1 Single Bedroom
- Down-Ing Staircase
- Downstairs v.r. at back

D3

- Separate Living Area at Back
- Down-Ing Staircase
- Porch at Front
- Downstairs v.r. at Front
- 2 Double Bedrooms
- 1 Single Bedroom
- Down-Ing Staircase

D4

- Down-Ing Staircase to Living
- Down-Ing Staircase to Kitchen
- Downstairs v.r. at Front
- Downstairs v.r. at Front
- 2 Double Bedrooms
- 1 Single Bedroom

WHAT WE WILL DO WITH YOUR ANSWERS

We shall use your answers to prepare the overall layout and to see how the house types fit together. It is possible that the position on site of some houses may have to be changed, but we cannot tell until we have your preferences.

BILL HALSALL
ROBERT MACDONALD

WILKINSON, HINDLE & PARTNERS
ARCHITECTS

Questionnaire to determine tenants' preferences for house types.



1:10 scale kitchen model.
(Scottish Special Housing Association,
Dalmarnock, Glasgow)

KITCHEN EQUIPMENT QUESTIONNAIRE

NAME

SITE HOUSE TYPE

DEAR CO-OP MEMBER,

THIS QUESTIONNAIRE IS TO FIND OUT THE SIZE OF YOUR KITCHEN EQUIPMENT THAT YOU WILL BE FITTING INTO YOUR NEW HOUSE OR BUNGALOW.

WHAT TO DO

- * TICK EACH ITEM THAT YOU HAVE
- * MEASURE EACH ITEM OF KITCHEN EQUIPMENT.
- * WRITE DOWN THE SIZE IN THE BOX BESIDE THE DRAWING 3' 3"
- * IF YOU WANT US TO LEAVE A SPACE FOR EQUIPMENT THAT YOU PLAN TO BUY IN THE FUTURE, THEN JUST TICK THE BOX

<input type="checkbox"/> COOKER	height at front height at back wide deep	<input type="checkbox"/> WASHING MACHINE	height wide deep
<input type="checkbox"/> FRIDGE	height wide deep	<input type="checkbox"/> TOP LOADER	height wide deep
<input type="checkbox"/> FRIDGE FREEZER	height wide deep	<input type="checkbox"/> SPIN DRIER	height wide deep

WE SHALL USE THE ANSWERS TO DESIGN YOUR KITCHEN LAYOUT. ONCE THE KITCHEN MANUFACTURERS ARE KNOWN, WE WILL BE ABLE TO OFFER A CHOICE OF COLOUR OF WORKTOPS AND DOOR FRONTS.

Questionnaire to determine existing kitchen equipment and tenants' future intentions.

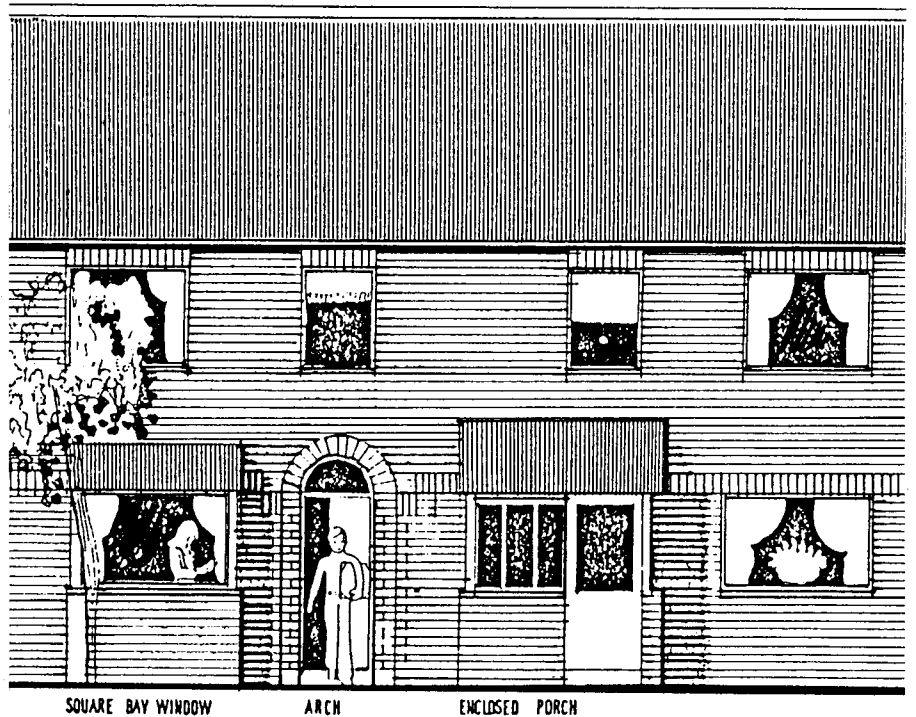
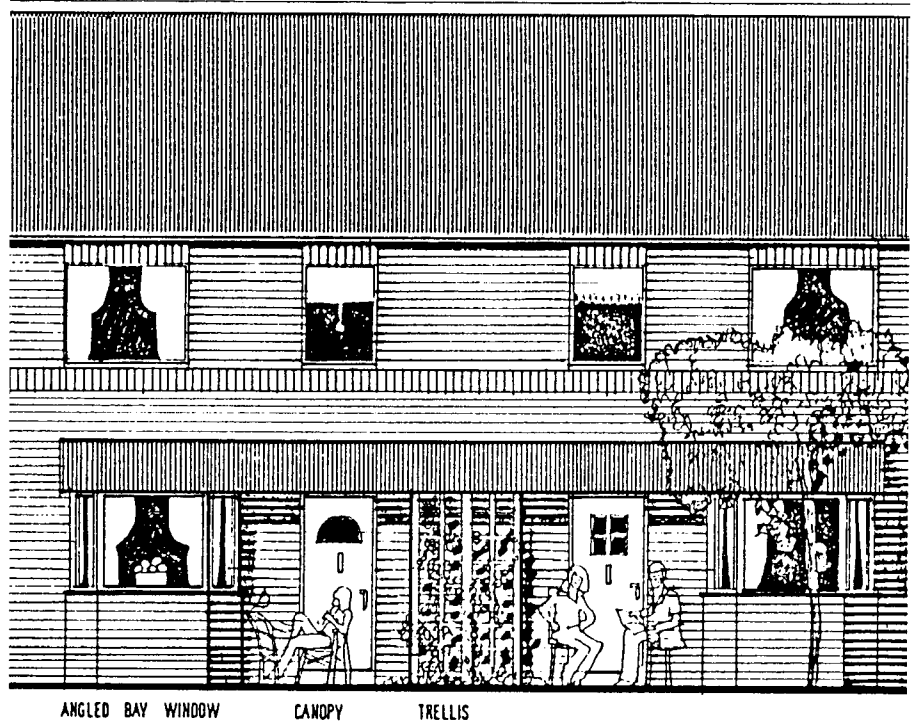


Ground floor layouts at Hesketh Street Cooperative, Liverpool indicating internal options developed by tenants and architects.
(Innes Wilkin Ainsley Gomon)

External treatment

The external treatment and the selection of materials will need to be discussed by the whole group so that the overall principles and options for individual dwellings can be agreed. An overlay technique that illustrates options for different external finishes and details can be particularly helpful. Samples of materials and perspectives of the group of dwellings and of individual dwellings are also useful ways of making this information available. A more detailed model at not less than 1:200 scale will also assist in communicating the overall form of the scheme.

Elevation options for Portland Gardens Cooperative, Liverpool.



Plan of dwelling drawn out in car park to show tenants actual sizes of rooms.
(Scottish Special Housing Association, Dalmarnock, Glasgow)



Optional porch and canopy details.
(Dingle Mount Cooperative, Liverpool)

PICK - A - PORCH!! DINGLE MOUNT HOUSING CO-OPERATIVE

NAME

<p style="text-align: right;">A</p>	<p style="text-align: right;">B</p>	<p style="text-align: right;">C</p>
<p>CANOPY OVER FRONT DOOR (SPECIAL UNITS)</p>	<p>ENCLOSED PORCH (BRICK AND GLASS) (SPECIAL UNITS)</p>	<p>SQUARE BAY WINDOW</p>
<input type="text"/>	<input type="text"/>	<input type="text"/>
<p style="text-align: right;">D</p>	<p style="text-align: right;">E</p>	<p style="text-align: right;">F</p>
<p>ENCLOSED PORCH (BRICK AND GLASS)</p>	<p>CANOPY - ON POSTS</p>	<p>CANOPY - ON BRACKETS</p>
<input type="text"/>	<input type="text"/>	<input type="text"/>

DEAR DINGLE MOUNT CO-OPERATIVE MEMBER,

THE CHOICE FOR PEOPLE IN SPECIAL UNITS IS 'A' OR 'B'

THE CHOICE FOR PEOPLE IN HOUSES OR BUNGALOWS IS 'A' TO 'F'

THIS QUESTIONNAIRE IS BEING CIRCULATED TO ESTABLISH PEOPLES PREFERENCES. THE FINAL DESIGN WILL BE SUBJECT TO THE OVERALL DESIGN AND COST LIMITS

PLEASE PUT A NUMBER IN THE BOX IN ORDER OF PRIORITY, I.E. 1 = HIGHEST
6 = LOWEST

Agreeing proposals

When the general agreement of the tenants has been obtained to the layout, the individual dwellings and the external treatment, it may be useful for a preliminary meeting to be held with key members of the housing authority. The scheme could then be presented by tenants' representatives to the committee that has to give formal approval to the proposal. The architect would then submit it for planning approval and compliance with Building Regulations.

Selecting individual dwellings

As the layout develops it is likely that certain parts of the site will be identified as being more suitable for people with special needs such as the elderly or disabled. Otherwise there will usually be a number of possible sites which would meet the needs of the other households. Therefore it is necessary to decide how to select the individual dwelling.

In practice this is usually done in one of two ways:

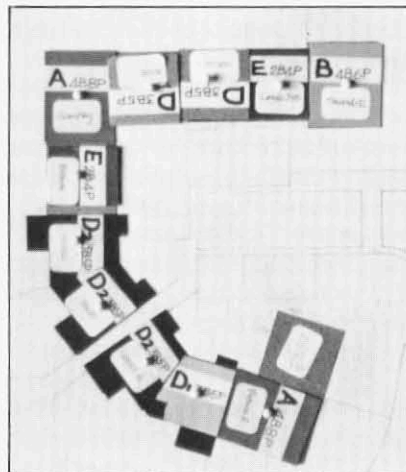
Direct choice

Households are asked to identify on the agreed layout the dwelling they would like to occupy. This will indicate the amount of competition for particular dwellings. It is usually possible for the tenants' group to resolve any competing interests.

Drawing lots

This is usually done to allocate specific dwellings, not to determine the order of selection. Households can change dwellings subsequently by mutual agreement.

Allocation plan used at Southern Crescent Cooperative, Liverpool for a total of 40 dwellings. Each household moved a card plan of their dwelling type around the layout until everyone was satisfied with the position selected or negotiated.



Preparing contract documentation

In the case of new build work there will be few special clauses required in the contract documentation compared with refurbishment work. Tenderers should be informed that tenants have been involved in the design process and told of any requirements for site access and attendance at meetings so that arrangements can be made and appropriate insurance taken out to cover those situations. The sequence of handovers needs to be agreed with tenants and included in the contract documents. It is likely that tenants will ask for the handover of small groups of dwellings. The prior conditions for handover, such as a tidy site and proper access, need to be made clear to tenderers.

Contract period

After having contributed so much time during the design development, tenants will expect participation to continue during the work on site. Where 100% of tenants have been nominated in advance the group would normally expect to be represented at site meetings, for site visits to be arranged, and for individual tenants to be involved at the handover stage and agree outstanding work before the defects liability period expires. Site visits by groups of tenants should be arranged to meet the requirements of the group, and a representative of the contractor should be present. These visits can take place in the evening or at weekends and a site walkabout can be organised each month during the contract period. In more limited forms of participation informal arrangements can be made to allow access to the site with fewer formal visits.

C: Assessment and feedback

Work on both existing estates and new build should be assessed at an appropriate stage to determine:

- (a) the impact of the participation process;
- (b) the extent of satisfaction with the design;
- (c) the performance of materials.

The impact of the process can be assessed at various stages to enable this feedback to influence future projects. This should be done rigorously by means of regular assessment and recording of events. Sometimes an outside agency may undertake a research study and give a detailed report supported by video recordings.

It is usually recommended that a period of a year should elapse before asking people how satisfied they are with their modernised or new dwelling and its environment. The Department of the Environment has developed a Housing Appraisal Kit, originally devised for new build schemes [12]. An updated version of the kit, which is normally applied to a sample of typical dwellings, is available for assessing improvement projects [13]. A computer programme is available for analysing the survey results. Feedback should also be available from management about reletting or from tenants' groups.

[12] Department of the Environment
Housing Appraisal Kit 1
(1975)

[13] Department of the Environment
Housing Appraisal Kit 2
(1983)

Some tenants' groups have carried out their own surveys of completed schemes. It is useful if liaison occurs with the housing authority prior to this so that the questions included can be formulated to identify specific issues to assist in future development.

Feedback on the performance of materials will normally be gathered from the experience of housing officers, who have to remedy various problems and provide maintenance, and from the direct experience of tenants. Such information should be built into any future briefing.

Part of an analysis of tenants' satisfaction with improvement scheme.
(London Borough of Hammersmith and Fulham)

YOUR KITCHEN		YES	NO
1. Did you have your kitchen improved? If not, please go on to the next section, page 3.		88%	12%
2. After the improvements, do you think the following were better or worse or the same? Please tick one box per line.			
		MUCH Better	Better
		The Same	Worse
		MUCH Worse	
(a) Layout?		57%	36%
(b) Amount of cupboard space		%	%
(c) Safety? (less risk of kitchen accidents)		35%	30%
(d) Ventilation?		48%	36%
(e) Lighting?		54%	38%
(f) Ease of cleaning?		50%	32%



Changing roles

Any developed form of tenant participation will require tenants, members and professionals to take on many new tasks as well as to change the way some are done.

A change of role will be required on the part of:

- (a) the tenant;
- (b) the housing authority member;
- (c) the housing officer;
- (d) the architect;
- (e) other professionals;
- (f) the clerk of works;
- (g) the contractor.

The principal approaches which typify the current stage of development in tenant participation in design are tenant-, member- or officer-led, depending on how the housing authority is structured and whether tenants, members, housing officers or architects show the most initial commitment to participation.

This guide does not attempt to argue that one approach is intrinsically better than another; it is considered more useful to outline typical roles. The division of roles may differ from the pattern shown in this Section depending on particular circumstances. The important consideration is to define tasks and responsibilities, ensure that they are allocated and that people are given the training necessary to carry out the tasks allocated to them.



(a) The tenant

Tenants in participation schemes will at the very least be able to influence the decisions of professionals and members. In developed forms of participation they may have decision-making authority and even choose or help to choose project staff and consultants. In the first situation tenants' representatives should be part of the project team; in the second, they may lead the team.

Thus the central role of the tenant becomes in a truer sense that of a consumer with the right to accept or reject the product. This is a radical change from being a consumer who did not have that right to reject. This change of role should not just be reflected in the right to choose from checklists devised by the architect, but rather in the whole basis of the design, including the setting of priorities.

With this new role comes the responsibility for tenants, individually and collectively, to make decisions carefully, bearing in mind the needs of future as well as present occupants.

Since some schemes may involve, or work best with, tenants taking collective decisions, groups of tenants can play the important role of canvassing and collating views and drawing out a consensus view. In this process some of them will inevitably take on leadership roles.

Tenant participation through representative bodies should not be confined to 'conventional' tenants' groups. It should be remembered that the input of disabled people and racial minorities can be strengthened by the positive involvement of their representative organisations.

(b) The housing authority member

When formal decisions on project content, programming and financing are under consideration at committee level, members will have information and advice from officers and professionals to assist them make judgments.

Some prediction of the views of tenants will figure in this process. If tenants are to participate in design decisions, their views will no longer simply be a matter of speculation, and will need to be systematically obtained. Indeed, members may feel that the detailed project design that results cannot be varied from what has been agreed without risking adverse reaction from the tenants affected. On the other hand, members cannot escape responsibility for strategic issues such as finance, competing priorities and implications for other projects. A difference of

Changing roles
continued

view may arise between tenants and professionals on certain issues which cannot be easily resolved and on which members would need to reach a decision.

To avoid conflict at committee approval stages, the extent of tenant participation, design flexibility and cost constraints must be made clear to all parties at the outset of the project. Members have a crucial role in defining these, but should do so in a way that is sympathetic to a participation scheme. A policy document outlining how tenants can participate at various levels in housing policy and design issues, which is periodically reviewed, would be a suitable means for promoting the clear understanding required.

In the case of local authorities, members normally seek to represent the interests of individual electors in their ward. A similar process can also evolve with tenants' groups or at tenants' meetings where a participation scheme is involved. This gives the members an opportunity to be seen publicly in a more policy-making/strategic role than their relatively high profile role as advocates of the needs of individuals. In the current economic climate, investment decisions to optimise scarce housing capital resources are crucial, and members' roles are likely to develop in this direction.

A key aspect of the member's role is that of enabler. By establishing the political framework and associated resources, the member will enable genuine tenant participation to occur, with the staff and project planning needed to implement it.

Clearly the role of members will vary depending on whether they belong to the majority or minority group of the authority. Opposition members are more likely to find themselves advocating changes to existing policy on tenant participation. Individual ward members can legitimately act as advocates for projects in their own wards and how these should be approached.

(c) The housing officer

Three distinct aspects of the role of the housing officer are defined below. These may sometimes be taken on by different officers or be combined in some way.

Housing development

Traditionally the officer's role in housing development involves preparing the initial brief for the project. The main sources for this are usually:

- the housing authority's strategic housing policies;
- the housing authority's basic housing standards;
- feedback of housing management experience on matters such as shortfalls in the mix and/or type of housing, repair and maintenance problems, the extent of letting demand;
- the financial framework and the timing of projects in the investment programme.

The opinions of tenants may be fed into the initial brief itself, or the brief may state the need to provide opportunities for tenant participation and specify its extent and even the methods envisaged.

As well as this central function, this role may include gathering input from tenants, although it may be more appropriate for the architect to do this as an integral part of developing the design. Whichever approach is adopted, the housing development role is to ensure that tenants' requirements have been met along with the other central requirements of the brief.

The housing development role should also include the responsibility for managing the resources for tenant liaison during the design and contract periods. Continuing involvement during the execution of the contract will ensure that tenants are involved in resolving any problems that arise. When the contract has been completed, the officer should be responsible for coordinating the collection of feedback about tenants' satisfaction with the completed project and using this to inform future work.

It will vary from authority to authority whether the housing development function is undertaken by specialist staff or is made part of a wider remit for housing staff.

Changing rôles
continued

Liaison with tenants

The tenant liaison role complements that of the housing development function. Where existing housing is involved, liaison includes helping tenants to prepare for contract work, in some cases making temporary rehousing arrangements, and arranging access for the contractor. Regular liaison is also needed on site to help resolve problems as they arise. Many tenants find the upheaval while the work is in progress very stressful. As well as providing practical support, officers may find themselves having to keep up tenants' morale during this difficult time. They must also keep in mind the particular needs of sick or disabled people and shift workers.

When the work has been completed, tenants may need advice and assistance about the use and care of new fittings and systems. The opportunity can also be taken to obtain the reaction of tenants to the completed dwelling. It may be sensible and profitable for housing authorities to use their regular housing estate management officers to take on the responsibility for tenant liaison in capital projects. As well as being likely to know the tenants, the local officer would share the credit for what may be perceived by tenants as a commendable action on the part of their landlord.

On the other hand, it may be that the relationship of the housing estate management officers with tenants may be strained because of a history of poor service, mistrust and conflict. This could seriously inhibit the development of a proper dialogue with tenants on design and contract issues, and this staffing arrangement can only be decided in relation to a specific situation and the personalities involved.

If housing estate management officers become involved in tenant liaison work, they may need assistance to provide cover for their routine estate management duties.

Community development

In developed forms of tenant participation tenants may be able to contribute as individuals or in groups in ways which are totally new to them. In such situations a community development officer can make a valuable contribution.

Essentially, the task is to work with tenants as individuals or in groups to develop their ability to take a full part in the participation process. This ability will not normally emerge spontaneously; it requires careful nurturing.

To help create a cohesive group it may be necessary to encourage tenants to take part in social activities not directly related to the project. Such group activities are likely to continue and prosper long after the conclusion of tenants' participation in some capital project.

It is important that the officer concerned with community development does not become a negotiator between the tenants and their landlord or a spokesperson for either party. It is an enabling role, one that enables tenants to speak and negotiate for themselves. For this reason it will be handled more effectively by a separate specialist officer, whom tenants perceive to have a degree of independence from the housing authority.

Community workers employed by social services or education departments may already be active in the neighbourhood and could be approached to make some contribution to the project. However resourced, the achievement or otherwise of the community development role in some estates will have a major bearing on the success or failure of the project as a whole.

(d) The architect

The architect's role in tenant participation schemes will include:

- developing the brief with the tenants;
- analysing the brief;
- exploring design possibilities with them and drawing out the tenants' views about them;
- agreeing design proposals with the tenants;

Changing roles continued

- involving them in presenting final proposals to the housing authority;
- co-ordinating the work of the design team and ensuring that all consultants, including structural and service engineers, landscape architects and quantity surveyors, involve the tenants in their areas of work;
- involving tenants in matters of detailed design and specification;
- setting up a dialogue with tenants and the housing authority about alternative ways of executing the contract;
- involving tenants, both as individuals and as a co-ordinating group, in monitoring the progress of work on site;
- ensuring that tenants give their approval at handover stage;
- providing information to tenants on operating their dwellings.

The architect must be clear about whose requirements need to be met during the various parts of the project. Those of the housing authority, tenants collectively or each individual tenant? Each has a contribution to make. The initial brief must define clear terms of reference.

However, it must not be forgotten that the process of tenant participation may require some re-thinking of aspects of the brief. Tenants' definitions of problems and priorities may differ considerably from those envisaged at the outset. Where such differences of view arise, negotiation with tenants and the officer concerned with housing development will be needed. It is important that either a housing officer or the architect is given the authority to take decisions to reconcile design problems to the satisfaction of both the tenants and the housing authority, or much of the value of tenant participation may be lost. In the most developed forms of participation, the frame of reference for resolving differences will flow from the extent of formal decision-making authority devolved to tenants.

The architect's role should remain essentially the same whether it is an in-house service or private consultancy. In-house architects will generally have the advantage of more detailed knowledge of housing authority policies and procedures. Consultants, on the other hand, are more likely to be perceived as 'neutral', especially if there is a history of landlord/tenant conflict. Where consultants are employed, the authority's chief architect may have some responsibility for liaison with the consultants and informing them of procedures to be followed.

(e) Other professionals

Various other professionals such as town planners, landscape architects, structural engineers, quantity surveyors, building surveyors and services engineers will be involved in some aspects of rehabilitation or new build work. They should be prepared to discuss directly with the tenants issues that would normally only be discussed with other professionals, and to do so at times that will suit the tenants' group concerned.

Landscape design will be an important element of most projects and will usually be coordinated by a landscape architect, who should become aware of tenants' views about how their surroundings could be improved. Tenants' ideas about the treatment of open spaces and planting preferences should be discussed together before any plans or options are produced. Tenants could also do some of the planting themselves.

(f) The clerk of works

The architect is responsible for ensuring that the contractor executes the contract in accordance with the approved designs and specifications. The clerk of works will perform much of this function and will be on site on a regular basis to resolve on-site problems, and will usually have some delegated authority to agree minor variations to specifications.

In rehabilitation work particularly, the clerk of works may become a natural contact on site for tenants who wish to check progress, point out faults in work carried out or even change their minds about design details. This liaison with tenants, which should not in theory be a principal concern of the clerk of works, in practice



Involving tenants in planting schemes.
(Hunt Thompson Associates)

contributes significantly to the smooth running of a rehabilitation contract and maximum satisfaction on the part of tenants.

(g) The contractor

The contractor's duty is to execute the work in accordance with the terms of the contract. The participation of tenants in the design process requires a special approach and service on the part of the contractor, particularly where the work concerns existing dwellings and estates. The contractor's site agent is responsible for managing the site and coordinating the activities of all the sub-contractors involved. In work on existing estates the contractor may employ someone who is specifically responsible for liaising directly with tenants and for making detailed arrangements for access to the dwellings. Clear areas of responsibility need to be agreed on behalf of the contractor, the housing authority and the tenants.

Changing relationships

As well as requiring a change of role, the participation of tenants in the design process will also cause the relationships between the participants to change. Because there is a clearer focus upon tenants' needs and preferences, officers and members of the housing authority have the opportunity to build a new unity of purpose. This has often proved elusive in the traditional design process, where professional isolation, departmentalism and bureaucracy have conspired to dilute and dissipate such effort.

When tenants become partners in a process which was previously the exclusive domain of members and professionals, that process is liable to become even more complex. Genuine participation requires tenants to have proper access to the decision-making processes of the authority. This, of course, is likely to conflict with the usual hierarchical procedures for making decisions. Therefore once the terms of reference for a project are formulated it is best that decision-making authority is delegated as far as possible to the members of a task-centred project team, which includes tenants' representatives as well as architects and housing officers. The establishment of this team should help each party understand better the roles and concerns of the others. Clashes of attitude and perspective may sometimes remain, but the aim of serving and satisfying tenants offers sufficient common purpose to begin to work through such differences.

Although both housing officers and architects can effectively lead the project team, in developed schemes of participation the team will be led by the tenants. The resulting change of relationship needed between officer and tenant is even more profound than that between the professionals. The concept of professionals being 'on tap' rather than 'on top' crystallises the desired relationship. It means that the professionals should view themselves as facilitators whose expertise and experience are put at the disposal of tenants.

Many professionals may find this change in perspective difficult to take on board. Years of working in an environment steeped in paternalism, where the authority is seen as the provider and the tenant the receiver tend to bring about an ingrained attitude. But participation schemes offer opportunities for tenants to contribute more, rather than just take more. Then the division between provider and receiver starts to break down.

Participation in design could give many tenants a deeper insight into how their housing authority operates, particularly with regard to the strategic aspects of housing policy and financial constraints. This better understanding of the role of the authority's elected members combined with their direct experience of participation in decision-making should form a sound basis for a local authority to improve its relationship with its tenants.

Training for participation in the design process

For successful participation tenants, members and professionals will need skills and awarenesses not necessarily required in the traditional design process. These include skills in communication, group work, decision-making and negotiation, together with an awareness of the policy on tenant participation, the financial framework, the design/development process and the roles of other participants. All these are required in the very early stages of the participation process. The need for training should therefore be considered right at the outset.

The skills of professionals and members will increase with experience, but participation in design may be a one-off exercise for tenants. Therefore in any project considerable emphasis must be placed on developing and optimising the ability of tenants and their representatives to contribute to the process. This area of training should be tackled quite separately from that for professionals and members involved in participation.

This Section will focus briefly on the skills and awareness mentioned above and then discuss how appropriate training activity can be developed.

The need for new skills

(a) Skills in communicating

The principal subjects being communicated in tenant participation in design are:

- the preferences and priorities of users;
- design issues, problems and options;
- the development process including related housing authority procedures;
- financial considerations;
- contract arrangements.

Skilful communication should enable the effective exchange of information between the various participants, namely:

- *housing officers*: their specialist knowledge of housing development and management;
- *professionals*: their specialist knowledge of design, construction and contract procedures;
- *tenants*: where alterations are proposed, their first hand experience of and problems with their dwellings and environment; or for new build schemes, any experience of previous housing which may help to condition their aspirations about the new housing proposed.

Each group has its own 'angle' or way of understanding, and each has its own jargon. These may constitute barriers which need to be broken down.

The methods of communication adopted should be those which best suit the circumstances. Options include:

- *written communication*: letters, leaflets, questionnaires, forms, posters, news-sheets. All will need to be available in various languages appropriate to the tenants involved [14];
- *visual*: models (with a modelscope to view small-scale models), rough sketches, drawings, flipcharts, films, videos, slides, perspectives, samples of material, photographs and information about examples elsewhere;
- *oral*: one-to-one discussions, small group discussions, workshops on specific issues and public meetings. It is important to remember that being able to listen is as essential as being able to talk.

Because it is often difficult to phrase a questionnaire or survey in easily understood terms, it is recommended that a pilot survey is carried out in advance to ensure that the questions and procedures finally adopted are satisfactory.

Since drawings will be the main means of defining the design proposals, designers need to consider what formats are most suitable for non-technical people [15]. Tenants may need training in reading technical drawings [16]. Questions can be included in any survey to test tenants' capabilities in this respect so as to avoid misunderstandings and ambiguities.

[14] Scottish Consumer Council
Telling the Tenants
(1986)

[15] Thorpe, Stephen
Reading Plans: A Layman's Guide to the Interpretation of Architect's Drawings
Access Committee for England
(1986)

[16] Wong, Jannith
'Matrix Cooperative'
Bulletin of Environmental Education (BEE)
(March 1987)

Some basic rules for effective communication are:

- *Define objectives*
Be clear about what you are trying to achieve
- *Avoid ambiguities*
Express points simply and clearly
- *Be friendly*
Personalise letters; use plain English and avoid technical jargon [17]
- *Present information clearly and attractively*
Use short sentences and paragraphs with diagrams and illustrations; add explanations where necessary
- *Be accessible*
Make it convenient for information to be exchanged

[17] Plain English Campaign
Writing Plain English
(1984)

(b) Skills for group work

The range of skills needed for group work include:

- establishing a group
- building up confidence and cohesion
- establishing a common bond
- leading a group (spokesperson, office bearer, motivator)
- representing a group
- achieving a consensus, resolving conflicts
- managing a group

Newly formed tenants' groups will need to learn skills associated with conducting and organising meetings, such as chairing, taking minutes and following procedures for making decisions, public speaking and handling finance. These skills will greatly enhance their confidence and cohesion.

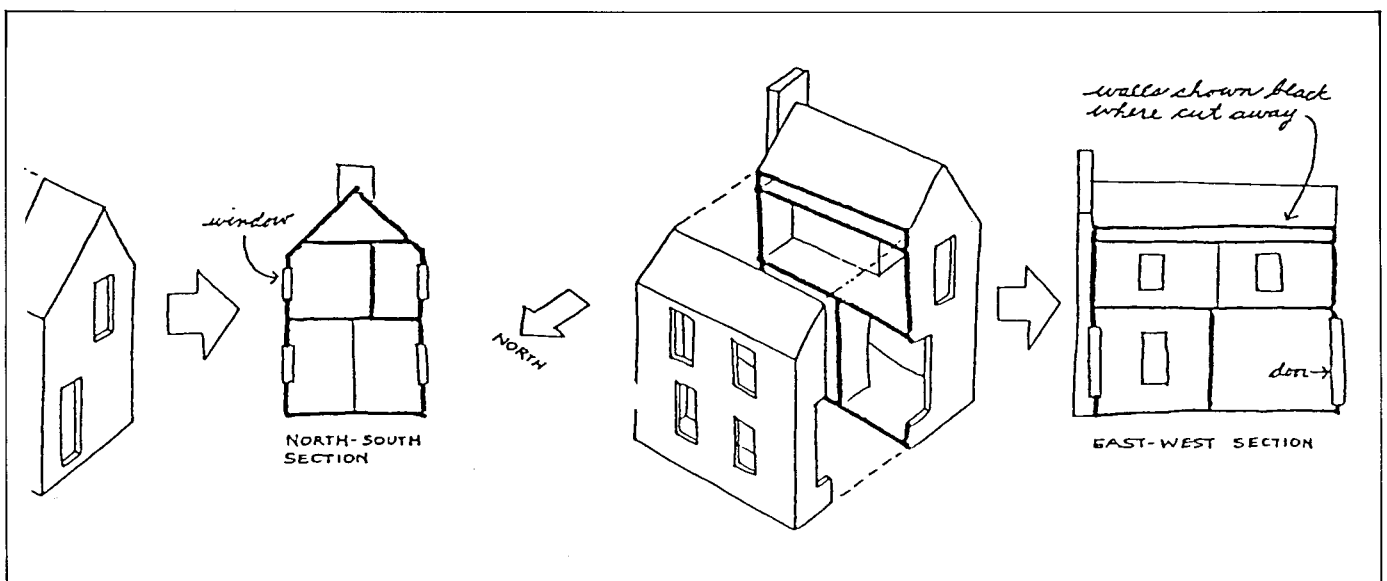
(c) Skills in decision-making

The decision-making process involves defining problems, identifying options for solving them and collecting views and information about them, assessing and analysing the options and selecting the most appropriate. In tenant participation this process is often carried out in group situations instead of by individuals. Group participants should be no less aware of the limitations on their decision-making authority than are individuals in more conventional situations.

(d) Negotiating skills

The need for negotiation implies that decision-making will be shared and that those sharing this power hold differences of view. To reconcile such differences, varying proportions of persuasion and compromise will be needed.

Sketches showing how the form of technical drawings can be communicated to tenants.
(Matrix Cooperative)



The need for a new awareness**(a) Policy about tenant participation**

Unless an authority is clear about the degree of tenant involvement it aspires to achieve, any training for tenant participation could prove ineffective. This clarity will also help to define the objectives for training.

A housing authority should have a written policy on tenant participation which will provide a frame of reference for participation in housing issues and certain types of capital projects. Unless there has been some previous experience of tenant participation it may prove difficult initially to establish an overall policy, but advice can be obtained from other authorities with experience in this area and from tenant participation organisations [18]; a statement of existing practice can be made, together with a summary of the general direction of the intended new policy.

(b) Financial framework

All participants should have a broad understanding of the authority's financial structures, what finance is available for the project and what flexibility on this is likely to be allowed by the housing authority. Tenants may want to challenge financial decisions taken by the housing authority – all the more reason for them to understand the context of such a challenge.

(c) Design/development process

This process is inevitably complex in technical and organisational terms. Many lay people find it bewildering. But it is important for tenants to understand which are the key design stages, what are the main inputs by the users, the professionals and members and at what stages these occur and, very important, the timescale anticipated [19].

The more aware of technical design issues tenants become, the more fully can they contribute to the design process. On the principle that a little learning is a dangerous thing, professionals often instinctively draw back from sharing some of their expert knowledge with other participants. This temptation must be resisted. Without abdicating any responsibility for technical design, the designer's role must be to open the process to scrutiny by other participants so that the pros and cons of the design options can be assessed from the point of view of the consumer. A designer who is genuinely interested in satisfying the consumer will need to go to considerable lengths to communicate design problems, constraints and options.

[18] Tenant Participation Advisory Service
An Evaluation of Tenant Participation in Clydebank (1986)
Tenant Involvement in the Capital Programme in Castlemilk, Glasgow (1987)

[19] Bishop, Jeff
Building Design for Non-Designers
School of Advanced Urban Studies,
University of Bristol
(1987)

Action plan for tenant participation.
(Stirling District Council)

ACTION PLAN

To carry out the following:

1. Consult with all properly constituted tenant or community groups in all major housing policy issues which are planned and take due cognisance of their views.
2. Identify areas where there is no properly constituted community group and encourage the formation of a Tenants Association by public meetings and any other areas considered appropriate.
3. Prepare jointly with properly constituted community groups, a local newsheet on local housing issues which will contain contributions from local people and which will, in the long term be produced entirely by the local community.
4. Provide a "starter" grant of £50 to Tenants Associations to help them with general running expenses. This will be reviewed after one year, with a view to making an annual grant available to Tenants Associations.
5. Set up Tenants Representative Committees at modernisation projects. These Committees will meet regularly with the modernisation project team to formulate modernisation proposals and meet regularly during the course of the project to monitor progress.
6. Set up a Housing Working Group made up from the local community to consult with them in advance on major capital works, for example New Build Projects.
7. Identify potential groups for a Tenant Management Co-operative and endeavour to obtain a commitment from one group to form such a co-operative before the end of the current financial year.
8. Examine the potential for a Tenants Design Co-operative, that is identify in advance a proportion of the tenants for a new build project and invite them to work with the Council's Project Team on the design and layout, at the drawing board stage, of the houses they will eventually occupy and may manage themselves as a Tenant Management Co-operative.
9. Provide regular training for officers in the form of a series of one day Seminars, on tenant participation and its relation to the provision of an effective housing service.
10. Prepare a Seminar for elected Members of the Council on tenant participation and its significance in an effective housing service.

(d) Roles of other participants

Given the apparent complexity and sophistication of the various key roles in tenant participation in design, an appreciation of the part of the various project team members will help optimise the team effort. In successful participation schemes where achieving the goal is more important than preserving professional demarcation lines, it is common for some duties to overlap.

Developing appropriate training activities

Successful training depends primarily on the need for training being accepted and understood by those to be trained. A climate must be fostered in which this can take place.

[20] Advice on training:
Community Architecture Resource Centre,
RIBA, London
Cooperative Development Services,
Liverpool
Institute of Housing, London
School of Advanced Urban Studies,
University of Bristol
Tenant Participation Advisory Service,
Glasgow

This need must then be systematically defined before any training activity is contemplated. To do this the breadth of knowledge and skills required for a function must be clearly understood and stated. Any individuals or groups asked to fulfil the function can then be assessed, or assess themselves, against the stated knowledge or skills that are required. The difference represents the need for training. If this step is omitted there is a risk that any training given will be inefficient or even a waste of time and effort. This process is complex and should be done by or with guidance from specialist training officers or other sources of training expertise [20].

Similarly, when a training course is being designed, its aim must be the acquisition of the new skill, not just its description. This usually means that the course must consist predominantly of activities for the trainees to undertake rather than passive listening and viewing.

The idea of learning through activity can be taken farther, particularly in group training. Here, developing a programme of learning based on the tasks needed for the group to become established, develop and function will yield better results than training using only a formal series of lectures.

With established tenants' groups and advanced forms of participation, it may be more appropriate to resource these groups and give them direct access to independent training. Tenants would have better control with such an approach.

Because the degree of development of tenant participation in design varies so much nationally, learning directly from the experience of others could shortcut the process of acquiring some of the necessary skills and knowledge. As has already been mentioned, visits to other projects can do more than illustrate design issues; they can show how the participation process is being carried out in practice. There is also scope for learning from the failures as well as the successes of others.

Changing attitudes

Professionals engaged in tenant participation in design must be well motivated and committed to the service of tenants. Their attitude in this respect will profoundly affect the way many of the practical tasks are approached and carried out.

Those professionals who are enthusiastic about tenant participation may bemoan the 'poor attitude' of staff or colleagues who are less committed. But 'attitude' is not a skill or awareness in the same sense as the others listed in this Section. It cannot therefore be defined and trained for in the normal way.

The poor attitude complained of is a problem whose root cause should be diagnosed, the diagnosis giving the clue as to how to overcome it. For example, it may be found that something is missing in the understanding of such people's role in the broader picture. If this is so, training activity to improve this could well generate a change in attitude.

Other causes of poor attitude may have more to do with how an office is managed. In this event a change in management methods is called for which might in itself reveal a different form of training need or changes in people's responsibilities.

Decision-making by tenants

In tenant participation schemes the users of dwellings are able to influence decisions during the design process to a greater or lesser degree. At one end of the scale, tenants have some opportunities to influence decisions; at the other, they take the decisions and the responsibility for them.

The future of public sector renting

Successful participation represents good value for money and makes a substantial contribution to the satisfaction of users with public sector renting. The demand by tenants for better quality housing is increasing, so that tenant participation must become an essential ingredient of the provision of public sector renting in the future.

The benefits

Not only can participation result in housing matching the needs and aspirations of tenants more fully, but it can bring about an improvement in community well-being, the popularity of estates, tenant/landlord relationships and the way tenants will look after their dwellings.

Members can also benefit by being identified with the improvement achieved for tenants, by being freed from much detailed decision-making, and by having more time to devote to policy and strategic issues.

The main benefits to professionals are greater job satisfaction and better working relationships with tenants and other professionals.

Commitment

Achieving successful tenant participation in design issues needs real commitment. In spite of the potential benefits, many public housing authorities have yet to take this on board. The ten recommendations which follow form a checklist of actions for such authorities to undertake. If they do, they will offer tenants the prospect of influencing the design of their dwellings on a scale and to a degree unprecedented in this country.



- 1 Evolve a formal policy**

Evolve a formal policy on tenant participation which includes overall strategy, design and management issues.
- 2 Define the aims of participation**

Establish that the overall aim is to involve tenants in the design process as part of their experience of using and living in their dwellings.
- 3 Provide support for tenants' groups**

Assist and encourage tenants to establish and maintain their own organisations; offer practical support and resources.
- 4 Provide resources**

Resource tenant participation in design properly. Remember that:

 - tenants may require resources to enable them to make their full contribution;
 - professionals may require more time to prepare proposals;
 - the proposals themselves may cost a little more.
- 5 Evaluate each project**

Consider the approach to each project carefully. Study the advice in this guide as well as examples of existing practice. Then adapt the approach to suit the particular circumstances of each project.
- 6 Redefine roles**

Redefine the roles of elected members, tenants and professionals. This exercise affects the content of the role and the attitude to it. Professionals must regard themselves as being 'on tap' rather than 'on top'.
- 7 Adopt a teamwork approach**

To achieve best results, adopt a task-orientated teamwork method of organising the design process.
- 8 Initiate training for new skills**

Recognise the new skills and awareness required for tenant participation in design on the part of members, tenants and professionals and ensure that appropriate training is carried out.
- 9 Respond to management issues**

Be responsive to management issues raised by tenants during their participation in design issues.
- 10 Monitor and evaluate techniques**

Monitor and evaluate the techniques and results of tenant participation in design to help inform its future development.

Postscript

Tenant participation in design may at first be viewed with some trepidation. The working party are convinced that once the first hurdles are overcome, the professionals involved will find the experience extremely rewarding and worthy of further development. We wish all success to those who attempt it.

Page 46	Whitfield Estate, Dundee
48	Weller Streets Housing Cooperative, Liverpool
50	Newquay House, Kennington, London
52	Dalmarnock Road B, Glasgow
54	Bentinck Street Estate, Newcastle upon Tyne

This case study describes how major environmental changes are being introduced into a recently built, unpopular estate. The work is based on a joint definition of the problems by the tenants and the professionals involved.

Introduction

The Whitfield housing estate lies on the north-eastern side of Dundee and consists of 138 blocks containing 2,400 flats and maisonettes built in the Skarne heavy concrete panel system and completed in 1971. The Skarne blocks were originally built as an open plan scheme with linked access decks.

The Council became concerned about the scheme in the late 1970s due to the high level of voids, which reflected the estate's unpopularity with tenants. In 1981 it was decided to carry out a pilot improvement scheme to some of the dwellings. At that time no tenants' association for the estate existed.

Tenant involvement

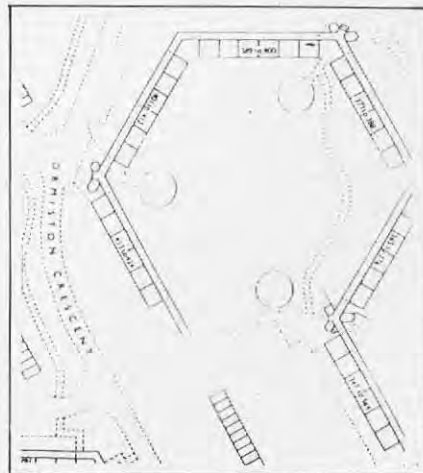
The Council's housing development team were faced with the crucial decisions of where the pilot scheme should be carried out and what improvements it should involve. The team, who were used to briefing projects included in the Council's capital programme where an increasing amount of participation by tenants was taking place, were convinced that the Whitfield tenants needed to become involved with the proposed improvement scheme and remain as residents if the area was ever to be transformed into one in which people wanted to live.

A small group of tenants expressed a commitment to the future and the pilot scheme went ahead. A phased programme of work followed when other tenants indicated a wish to have their blocks improved also. However, this was still a minority of the tenants overall, with changes of occupancy continuing at a fast rate. The Council took the view that it would invest in improvements if these were supported by the tenants. This, combined with the efforts of the team's community development officer to encourage the formation of tenants' groups (and obtain premises for them in converted housing), established a core of commitment about the future of the area. A sense of partnership between Council and tenants began to emerge.

The pilot project was used to establish what finance was needed. A compromise had to be found between spending enough per dwelling to resolve its problems thoroughly, and maintaining overall progress through the estate by keeping individual costs as low as possible.



A view of the original structures.



Layout of the original Skarne project.

The main contribution that tenants made was to express their views on the shortcomings of their dwellings and surroundings and to examine critically all the options for improvement. Their involvement in matters of detailed design was limited to influencing decisions. The housing development officers realised that unless the tenants regarded the proposals as theirs, the project would not succeed. For their part, the tenants expected the officers to design the proposals.

Design issues

The housing development officer devoted a considerable amount of time to discussing problems with tenants individually and at small meetings of between five and fifteen households. A consensus about the nature of the problems was reached, as follows:

- there was a lack of privacy and security, resulting in serious trespass and vandalism going unchecked;

- access stairs and decks were poorly lit, and too many households had to share access, refuse and drying arrangements;
- dwellings were difficult to heat, some were damp, and some had windows which leaked and were in poor condition.

On the basis of this agreed definition of problems, the housing development officer briefed the architect. Options for tackling the problems were developed in stages, and ideas and provisional designs were discussed at meetings with the tenants. Once the broad shape of the proposals was established and agreed, tenants examined with the officers the way the proposals would work in detail, fence by fence, stair by stair, path by path. At this stage approximate costs were established and priorities agreed with tenants.

A positive correlation of tenants' demands and the housing authority's requirements arose from this shared analysis of the problems. A number of issues were raised by each group of tenants. These included re-roofing, external insulation, new heating, new windows, privacy of access to dwellings and arrangements for refuse and drying. The solutions tended to vary in detail from project to project according to tenants' differing views on how to solve the problems, particularly those relating to environmental matters.

The requirements of both the tenants and the housing authority often proved complementary. For example, new pitched roofs served to give tenants much better thermal insulation, while resolving for the authority the increasing problem of maintenance of the existing flat roofs.

The differing priorities of tenants in particular blocks stamped their character on the eventual proposals. For example, a group of tenants who wanted balconies built on to their living rooms on the sunny side of the block had to come to terms with the fact that only one new staircase rather than two would be possible given the finance available. In the event there was a majority decision in favour of the inclusion of balconies.

Later developments

The phased programme is continuing, although the demand for improvements has outstripped the finance available. The Council has therefore introduced other ways of achieving improvement, such as improving for sale some empty blocks, making others available to a housing association for single persons' housing, as well as carrying out further improvements to rented accommodation in the same part of the estate using sale proceeds.

The scale of this initiative was considerably influenced by one of the tenants' groups which was formed during the period.

A par-value cooperative (which would involve collective ownership) is also being progressed with a newly established tenants' group in another part of the estate. There is now a waiting list to occupy the improved parts of the estate, and increasing dissatisfaction with the unimproved parts.

Lessons to be learned

- (a) Action was initiated because of the Council's concern about the unpopularity of the estate, although it was accepted that an improvement scheme would only be successful if tenants were involved in defining the problems and options for improvement, and were prepared to stay on the estate if improvements were carried out.
- (b) The formation of tenants' groups was encouraged by the housing authority. As a result other ideas and initiatives for change have been proposed by the tenants in later phases.

Credits

Client
Dundee District Council

Development Agency
Director of Housing: George A Smith, succeeded by Russell Robotham; and Housing development team

Architects
Chief Architect/Quantity surveyor:
Ian Dunsire



Changes made to original structures showing:
Top: new entrances provided to lower maisonettes;
Centre: new south facing balconies;
Bottom: new staircases, clothes drying facilities and external cladding.

This case study illustrates the way a housing cooperative, which involves collective ownership, enables tenants to control the design, construction and management of the development.

Introduction

In the late 1970s the Weller Streets area of Toxteth consisted of unimproved housing due for clearance. The community was to be split up when the City Council's plans for rehousing took place. An action group of the residents came to the conclusion that the only way to keep the community together would be to form a cooperative and gain access to separate Housing Corporation finance.

A Steering Committee was formed in 1977, and Cooperative Development Services (CDS) were approached to become the development agency for the cooperative, which was initially registered as a friendly society and subsequently as a housing association. A site at the corner of Miles Street and Byles Street was obtained in 1978.

Tenant involvement

In early 1978 the Cooperative interviewed three architectural practices and selected Building Design Group (now The Wilkinson Hindle Halsall Lloyd Partnership). A major factor which influenced this choice was the way the practice responded to the Cooperative's approach, and its willingness to liaise as closely as possible with tenants in the design of the estate.

The Cooperative then organised itself into a series of small sub-committees for various tasks. By the summer of 1978

three were actively involved in the design process:

- a Questionnaire Sub-committee surveying members' needs and wishes;
- an 'Outside' Sub-committee tackling site layout, and;
- an 'Inside' Sub-committee looking at house types.

There was also an Education Sub-committee, whose function was to keep all the membership involved with and informed of the activities of the Cooperative, and a Fund-raising Sub-committee responsible for organising social events. These helped to keep the community together during the two and a half years that it took to get the project under way.

All the sub-committees met once a week, and an intensive programme of participatory work began. An important principle to emerge at this stage was the recognition of the educational role of the project architect.

It was recognised that if people were to control the design of their new housing effectively, they would need to be kept fully informed and equipped with sufficient technical knowledge to be able to make suitable and responsible decisions. This principle was put into practice through both sub-committee meetings and general meetings and visits by the membership to new housing schemes, which were then discussed and analysed. The 'educational' process consisted of a mutual exchange of ideas, information and opinions which led to an understanding of what was required in terms of design and management.

Simple techniques to aid participation were evolved. For example, a demountable site model was built by some of the members to explore alternative layouts. Overlays were used to develop ideas in group sessions, and the 'Inside' Sub-committee used a 1 ft sq grid to draw out ideas for house plans.

The style of these meetings was collaborative, and generated an atmosphere where it was easy for anyone to make a contribution in a relaxed and often humorous way, without any sense of inhibition. Questionnaires were used to obtain facts and general preferences as well as to establish individual design choices.

At each stage there was consultation between the Cooperative and its agents and consultants and the various bodies whose approval of the scheme was required.

Design issues

The design principles which evolved through this process were:

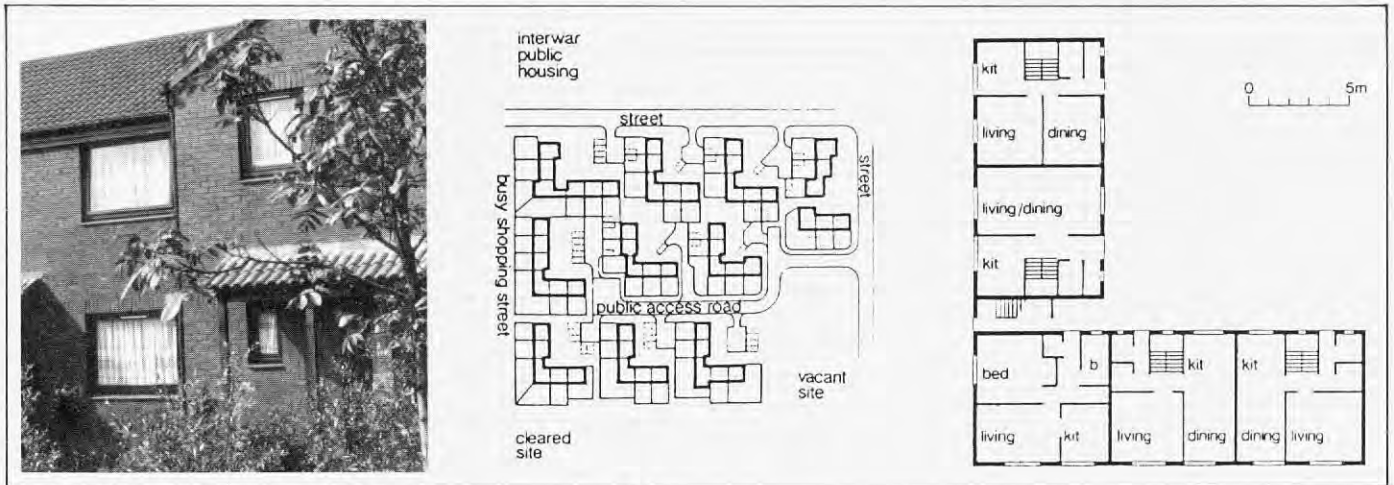
- (a) that the layout should consist of two-storey courtyards, each containing six families. These should be intimate and semi-private in character, so as to discourage intruders;
- (b) that circulation spaces such as back alleys, which are difficult to supervise, should be minimised;
- (c) that each house or flat should have its own private garden, with good sunlight;
- (d) that all kitchens should be at the rear, and that refuse collection should also be from the rear;
- (e) that the courtyards should be clearly defined landscaped areas where pedestrians had precedence and children could play safely – access would be limited to private cars;
- (f) that the design should aim to give all members an 'equal' advantage on the site and an 'equal' relationship with other members;
- (g) that accommodation for older members should not be concentrated in one part of the estate.

Individual dwellings

Plans consisting of a series of simple shells allowed individual members to choose the room arrangements they preferred, such as through-lounges, kitchen/diners or separate dining rooms. They were also able to choose interior finishes. Individual kitchen layouts were discussed with members to accommodate their own equipment and particular requirements. Throughout the detailed design stage, members were involved in all the major decisions affecting the choice of materials; visits were arranged to see possible materials



Early model of layout proposals.



Weller Streets layout.
(*The Architects' Journal*)

and manufacturers' representatives were invited to come and demonstrate their products.

A feature of the design to which the Cooperative attached much importance was the provision of a high standard of thermal insulation. Members' insistence on this reflected the fact that most of them had lived in cold, draughty conditions all their lives, as well as a wish to minimise future fuel bills. Eventually the Department of the Environment agreed to fund an especially high standard of insulation.

A Landscape Committee was formed and a landscape design was developed in collaboration with the architects, the landscape architects and the Cooperative. The whole membership visited various landscape schemes and a series of meetings took place with each

courtyard group. A different landscape theme was developed for each courtyard, with a model to illustrate it.

The location of individual dwellings was determined by an 'allocation game' where addresses were picked out of a hat for each house type. Members could then swap by private agreement.

The contract was carried out between August 1980 and October 1982. The Cooperative made regular site visits to review progress and refine any outstanding details.

Lessons to be learned

- (a) A housing cooperative enables tenants to control the design, construction and management of their new housing.
- (b) The relationship and role of the architects and other professionals with the tenants is radically different from their traditional role in designing public housing.

- (c) The success of the management of the scheme by the Cooperative can be seen in the standards of maintenance and landscaping which have been achieved.

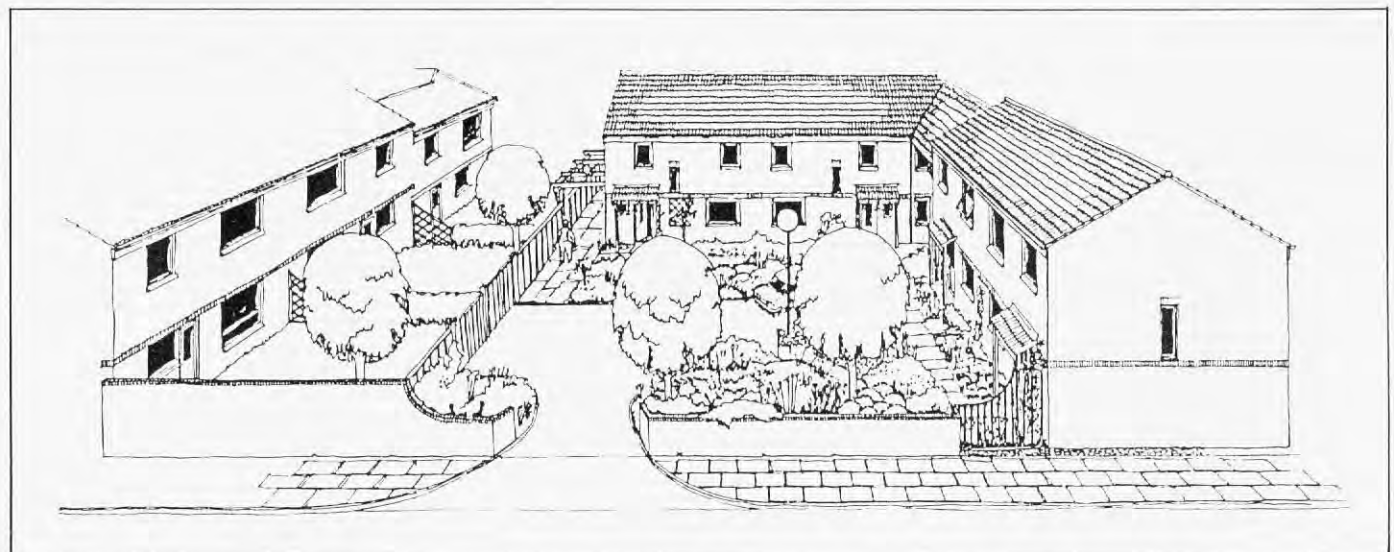
Credits

Client
Weller Streets Housing Cooperative

Development agency
Cooperative Development Services (Liverpool)

Architects
The Wilkinson Hindle Halsall Lloyd Partnership

View of courtyard.



Case study

Newquay House

Kennington, London

This case study illustrates how tenants were involved in major changes to a privately-owned block of flats, including a change in tenure to a tenant management cooperative.

Introduction

Newquay House, located between Black Prince Road and Sancroft Street in Kennington, London, comprises a rectangular block of seventy-six dwellings in the neo-Georgian style arranged around a central courtyard. It was built in 1932 and is now a Grade II listed building.

The building was owned by the Duchy of Cornwall, which had long-term plans to dispose of its various ownerships in Kennington whilst allowing the existing occupants to remain in the buildings in question. In February 1986 the Duchy decided to initiate a study of the options for disposing of Newquay House and invited the RIBA to identify a group to do this. Hunt Thompson Associates were appointed to carry out a feasibility study.

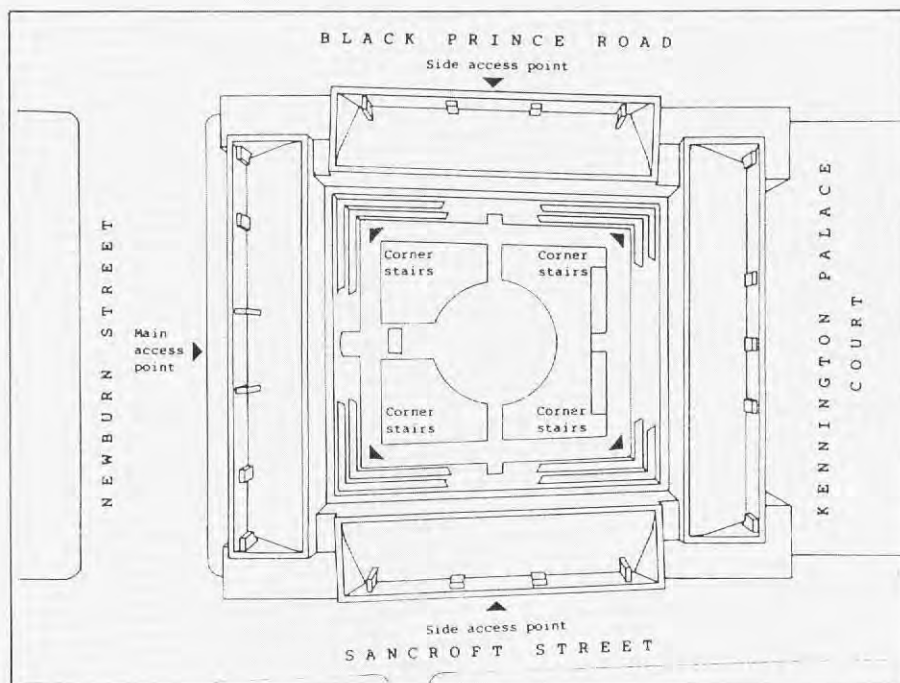
Tenant involvement

The architects used a vacant flat as a base for establishing contact with tenants on site and holding individual surgeries on possible proposals. The work began with an initial survey of all the tenants to gather information about the types of households and people, the problems they perceived and their preferences for action. Tenants were asked how satisfied they were both with the landlord and type of tenure. They were also asked whether they would be interested in joining a representative tenants' panel.

The tenants' panel met at least fortnightly whilst the feasibility study was being carried out. As well as acting as a design forum, it also took up other matters of concern to the community. The proceedings of these meetings were published in a regular news sheet which was distributed to all tenants.

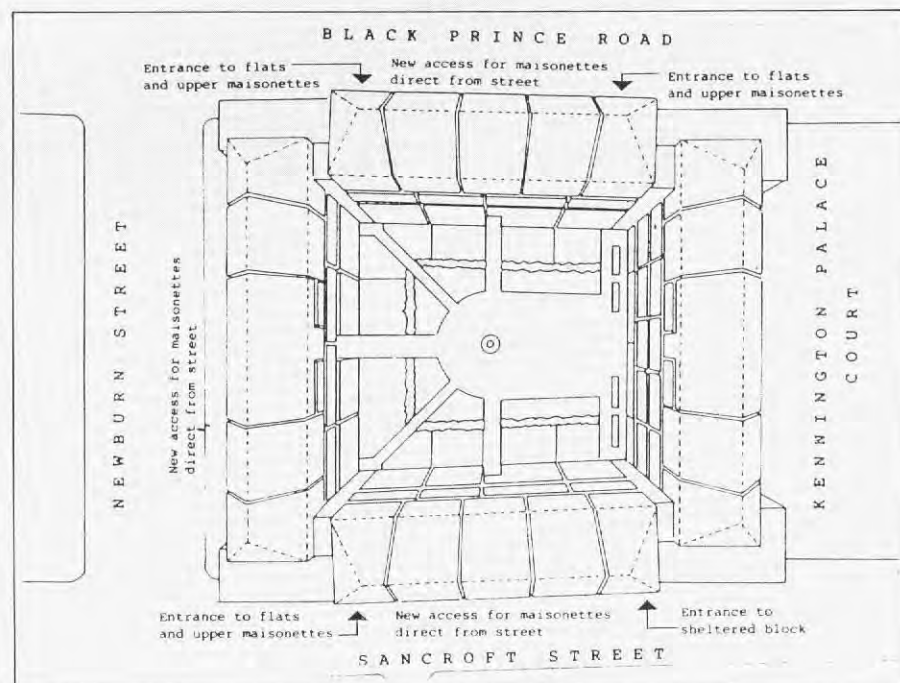
Two general meetings of all the tenants of Newquay House were held: one to report the findings of the first household survey, and the other to report on the Duchy's reaction to the feasibility study.

To help tenants to understand the options available, videos of a number of community projects were made available, and Cooperative Development Services personnel were invited to talk about alternative forms of tenure. This was followed by a visit to Liverpool to see cooperative schemes and meet the tenants involved. Other visits were made, including Black Road in Macclesfield and Lea View House in Hackney.



Above: Existing layout with access to corner stairs from central public open space.

Below: In new layout central space is now private to residents only. Direct entrance from street to upper floor has controlled entry.



A rough model was produced to make tenants aware of how a refurbishment scheme might be organised for Newquay House. A game was then played to demonstrate ideas about the form of improvements, a rolling programme of decanting tenants and the allocation of completed flats. The object of the game was for players (households) to be rehoused in a dwelling which matched as closely as possible the detailed requirements shown on their card, in the minimum number of moves.

After the proposals which had evolved during the study had been presented, a self-completion questionnaire was used to obtain tenants' reactions to them. The scheme was widely supported by the tenants, and nearly all of them were willing to move so that the work could be carried out. More than 90% expressed interest in the formation of a tenants' cooperative.

Design issues

The block of dwellings consisted of three storeys of flats with maisonettes over arranged around a central courtyard. Access to the courtyard was through one central and two subsidiary archways. A staircase in each corner of the courtyard connected to access balconies serving the front doors of dwellings at upper levels.

The problems experienced in Newquay House reflected out of date and substandard internal layouts. It was difficult to keep dwellings warm and there were complaints of condensation, difficult stair access and lack of security, particularly at night. To meet modern standards, parts of the structure would need renewing, and there would have to be re-roofing, new windows, wiring and drainage. Thermal and noise insulation needed to be improved as well as means of escape.

No families with small children lived on the ground floor, so it was decided to reorganise the accommodation to site family dwellings as maisonettes at ground and first floor around the three frontages of the block. These would have direct access to the street via private front gardens and each would have private open space at the rear. There would no longer be general public access to the central courtyard. Above the maisonettes would be one and two bedroom dwellings for smaller households without children with access by newly-provided lifts. Entry points from the street would be controlled by answer phones. A total of seventy-two dwellings would result from these proposals.

Following the completion of the feasibility study there were problems because of changes in housing grant provision, but these were overcome eventually. Newquay House was sold to the London and Quadrant Housing Trust to refurbish the block in consultation with the tenants. The tenants' association have decided to establish a management cooperative once work is complete.

Credits

Client
Duchy of Cornwall and
London Quadrant Housing Trust

Architects
Hunt Thompson Associates:
Ben Derbyshire, Caroline Dove

Development assistance
Cooperative Development Services, Liverpool



Existing courtyard.

Lessons to be learned

- (a) Visits to other schemes and meeting the tenants involved help residents to understand the options available.
- (b) A rough model of an existing building helps tenants to appreciate the issues involved in changing the dwelling sizes, decanting tenants and priorities for allocating the improved dwellings.
- (c) Funding difficulties often arise. It is unwise and unfair to raise tenants' expectations without being

reasonably sure of the ability to deliver. Therefore in most cases Hunt Thompson Associates carry out social surveys of only a proportion of tenants at the feasibility stage to avoid raising hopes before funding is assured. The special circumstances at Newquay House warranted a departure from this guiding principle in that all the tenants were involved in the social survey.



Courtyard with proposed changes.

This case study demonstrates how a design group of a proportion of the future tenants can participate in the design process.

Introduction

The Scottish Special Housing Association has been committed for many years to a policy of consultation with and participation by tenants. Although participation in design was already well-established as a procedure in modernising and rehabilitation work, until recently participation had not been extended to the design of new build developments by the Association.

In 1981 an opportunity arose to include prospective tenants in the design of a development of about 140 dwellings at Kirkland Street in Maryhill, Glasgow. A tenants' design group was formed and about twelve households participated in sixteen meetings to consider layouts, internal plans and details.

The next new build project in which there was participation by tenants was in the Glasgow Eastern Area Renewal scheme. Two sites off Dalmarnock Road were offered to the Association by the City Council for housing development. The site to the north (Dalmarnock A) did not involve tenant participation; the area to the south, about 1.7 acres, was intended to provide dwellings closely matched to households living in Dalmarnock. It was therefore decided to involve a group of future tenants in the design process.

Tenant involvement

Thirty-five households were nominated by the City Council for the project and sixteen expressed interest in participating in design meetings. In the event, only fourteen households took part, including one tenant with a wheelchair requirement. This represented about 35% of the future residents.

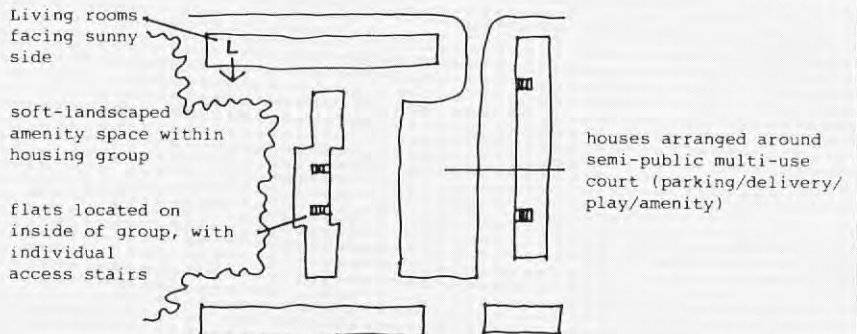
The Association's objectives were:

- by involving the users, to achieve a more acceptable and appropriate overall design;
- to obtain from tenants their specific views on particular issues for wider use within the Association;
- to increase experience of participation so as to develop techniques for future use;
- to develop a team relationship between the various professionals and eventual users.

The design group met 20 times at one- or two-weekly intervals over a period of seven months, starting with a visit to other housing schemes, including the Dalmarnock A site. Meetings were chaired by the project architect and held

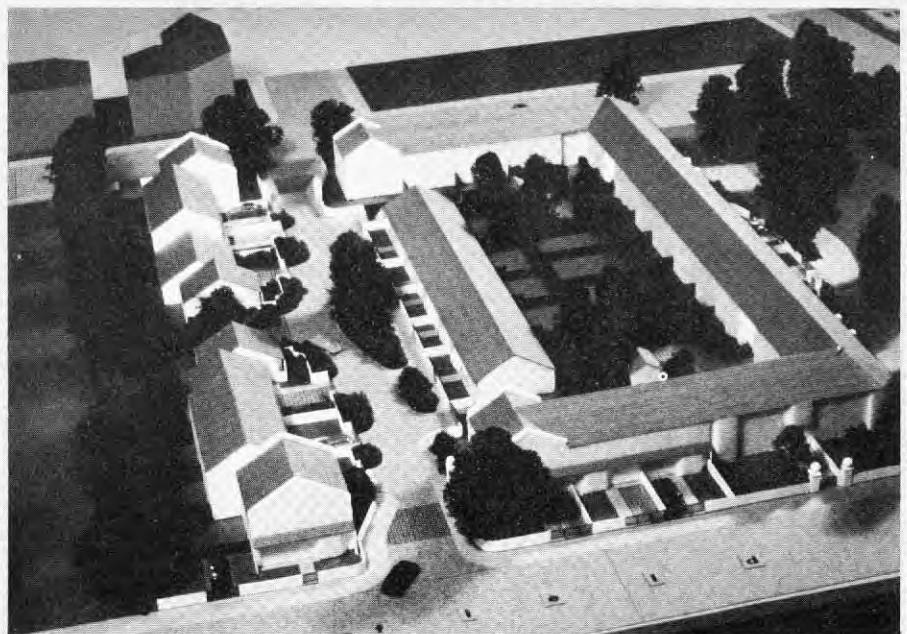
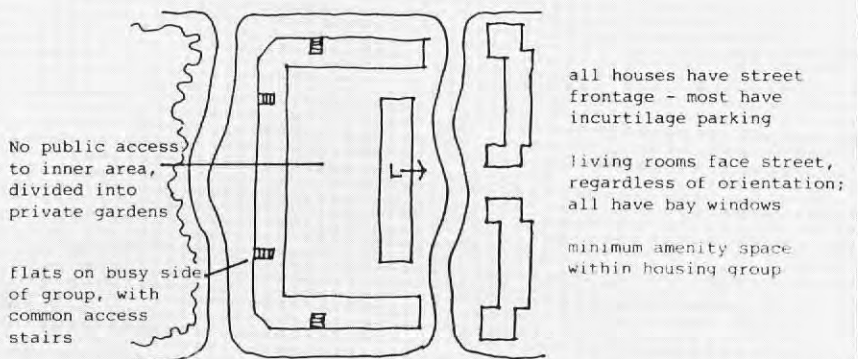
SUMMARY OF ARCHITECT'S INITIAL PROPOSALS

INWARD-LOOKING MULTI-USE COURTS

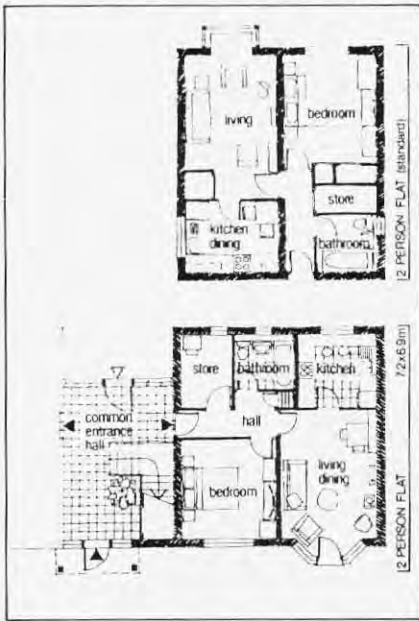


SUMMARY OF TENANTS' DECISIONS

OUTWARD-LOOKING TRADITIONAL STREETS



1:200 model of final scheme.



Comparisons between:
Top: Standard house type.
Below: Changes introduced by tenants.
(*The Architects' Journal*)

in a local community centre. The project team consisted of the tenants, an architect, an architectural student, two members of the local area housing management staff, and a quantity surveyor, engineer and landscape architect from in-house staff. A housing student carried out an independent observation of the project.

Much importance was attached to effective communication. Detailed minutes, A3 and A4 drawings and information packs were prepared and distributed prior to meetings. Clear and simple language was used throughout.

The group were encouraged to express their ideas at the regular meetings. The architects produced simple sketches of these ideas or rough models which tenants could then modify according to preference. Information on the design process was provided by talks, flipcharts and slide presentations.

Design issues

The architect produced initial proposals for the layout, and another four ideas which emerged during discussions with the tenants were given further consideration. The tenants chose a layout developed from these discussions which had the following features:

- all dwellings were to have a street frontage, mostly with parking within the curtilage;
- dwellings were to look outwards towards traditional streets, so that living rooms faced the street regardless of orientation;

- no public access was to be allowed to the inner parts of the block, all of which was to be divided into private gardens.

Individual dwellings

Dwelling plans already in use by the Association were taken as a starting point for the six different sizes of household involved in the scheme. A number of changes, some of them resulting from the principles expressed about the layout, were made after discussions with the tenants:

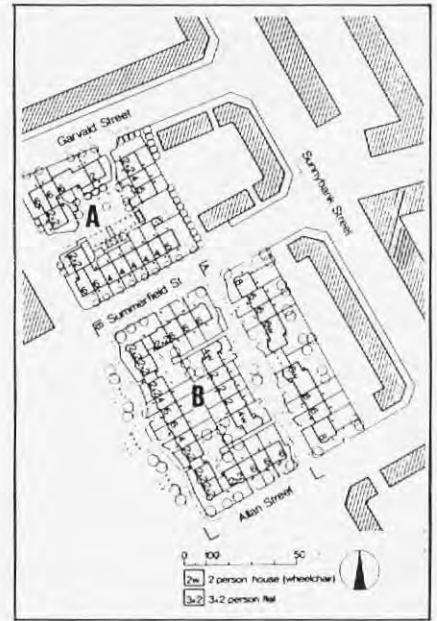
- two-person flats should be approached off a common entrance hall and stairway rather than have separate private access;
- bay windows should be provided to the street frontages of all dwellings to provide better visibility and help security;
- there should be a different distribution of storage space;
- hall space should be better used.

The layout that resulted contained 39 dwellings of one and two storeys and included four dwellings designed to wheelchair requirements. The house types developed for this site had the potential for use elsewhere by the Association, and the internal designs catered for general needs as well as individual preferences.

The quantity surveyor extended his normal brief by costing out various design features from which the users could select. These made the tenants aware of the use of cost planning and designing within the available budget. As in the Association's previous tenant participation scheme, heating became an important issue and in this case the tenants chose full gas central heating as the most economic solution in terms of running costs.

Planning approval

To become more aware of the general planning constraints for the Dalmarnock area, the group took part in a meeting with the planning department before seeking formal approval. At this meeting, the planners raised several objections to the proposals. This demonstrated two things to the group. One was that external bodies had the power to veto their judgments, and that they therefore needed to have a sufficiently flexible approach to be able to accept changes to solutions they had already agreed. The other was that by being present when the objections were made, the group were able to become actively involved in resolving the issues raised.



Final layout.
(*The Architects' Journal*)

Lessons to be learned

- All members of the professional design team should become involved directly with the tenants and work as a flexible multi-disciplinary team.
- Communication techniques need to be developed to allow the tenants to express preferences during the whole design process. Full minutes of all meetings should be distributed to all concerned.
- If the timescale of design development is similar to conventional procedures it helps to maintain the group's interest throughout the design process.
- There are benefits if tenants can be involved directly in meetings with bodies such as the planning authority.

Credits

Client
Scottish Special Housing Association

Development agency
SSHA Glasgow East Area Office

Architects
Regional Manager: H W Eccles
Project Architect: Les Brown
Assistant: Mary Fielding

Bentinck Street Estate Newcastle upon Tyne

This case study shows how an area-based committee helped to progress improvement work and how an advance show house assisted in obtaining the participation of tenants.

Introduction

The Bentinck Street estate in Elswick, which lies about one mile west of the city centre, consisted of 140 ground-floor flats and three- and four-bedroom maisonettes built in the 1930s. Substantial upgrading was needed to the fabric of the dwellings and action to overcome security problems and to deal with overcrowding. The racial and social tensions on the estate, where there was a significant minority Bangladeshi community, were giving rise to increasing concern.

Tenant involvement

Newcastle has a system of locally-based housing sub-committees organised around six areas, many of them well-attended by tenants' groups. It was through the Benwell area committee that the urgency of works to the Bentinck Street Estate gathered impetus in the early 1980s.

During 1984 and 1985, housing officers held a series of discussions with the Bentinck Street Estate tenants' association because of growing concern about conditions on the estate. There was severe overcrowding in many homes but a significant amount of under-occupation elsewhere on the estate.

One group of properties, which had been empty for some time and had been severely vandalised, was becoming derelict. It was clear that major repairs would be necessary before it could be re-let. The City Architect's department were asked to assess a proposal to knock through a pair of upper maisonettes and a ground floor flat to form two three-storey houses.

The assessment showed that such a conversion could create a five or six bedroom dwelling, but the tenants' association expressed concern that although conversions to create large dwellings might tackle one set of problems, what was really needed was an overall development plan for the whole estate.

There was also concern that to press ahead solely with a pilot conversion might contribute to racial tension if the works were seen as specifically benefiting a section of the community. To counter this, regular tenants' meetings were set up with an interpreter present to ensure an input from the Bangladeshi tenants.

longer term future of the estate, the City Council could not commit itself at that stage to fund any of the improvements. However, the local area sub-committee was anxious to press ahead and decided to fund the conversion of two maisonettes and one flat into two three-storey houses from their own small capital budget. This pilot scheme would allow participation to continue and serve as a demonstration of the possibilities of improvement at Bentinck Street.

Once the pilot conversion scheme was completed in late 1985, a three-storey house was opened as a show house. Models and plans were displayed which demonstrated how the other types of maisonettes and flats on the estate could be upgraded and made to cater for a range of households. There was also an exhibition of floor plans and a 1:50 scale model. A questionnaire designed to obtain information on tenants' priorities for improvement was completed by many visitors to the exhibition. However, although the material was translated, interpreters were not present and another exhibition when they were present was held subsequently, and a number of questionnaires were then completed.

Design issues

The analysis of the questionnaire results and the general reaction of tenants to specific points of detail helped to set an order of priority for improvement works. This was critical, as although funding was now becoming more likely, the finance

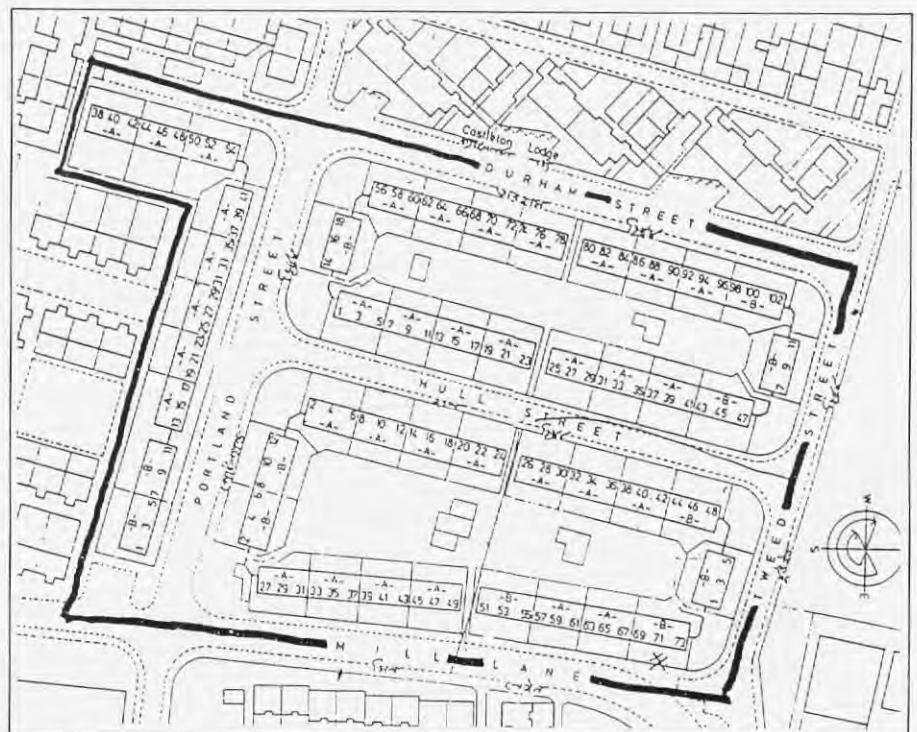
could not be guaranteed. The aspects needing attention emerged in the following order of priority:

- more space in the kitchen with sufficient space for dining;
- inadequacy of heating and prevalence of dampness generally;
- noise disturbance from adjacent dwellings;
- poor security – half the respondents had suffered a break-in;
- gardens too small;
- inadequate space standards in large properties;
- over-concentration of larger properties in one part of the estate.

Phase 1

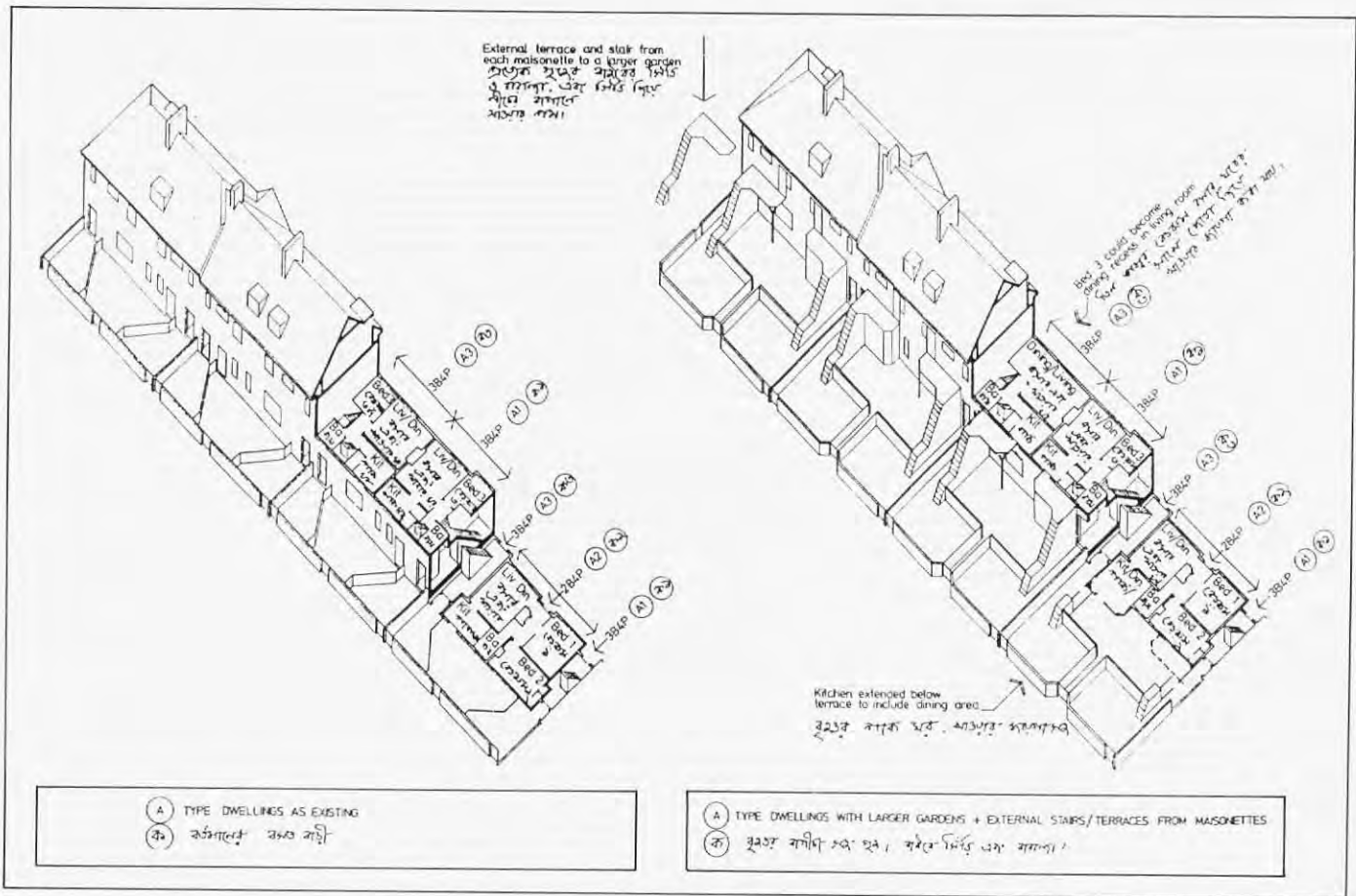
In 1986 there was a significant step forward. The City's main Housing Committee agreed to an improvement strategy for the estate, phasing works over a number of years and including a first phase of 27 flats and maisonettes in the Housing Investment Programme. These were chosen for the Phase 1 works because of the high number of empty and deteriorating properties and the extent of severe overcrowding. Three properties were proposed as a Neighbourhood Housing Office as a part of the Council's continuing programme aimed at decentralising housing management.

In the ensuing period before work began on site, many meetings were held with small groups of tenants to discuss design in detail and to clarify the Council's approach to modernisation works.



Existing site plan.

Although these meetings considered the



Axonometrics showing existing structure and proposed external stairs and terraces to maisonettes and ground level gardens.

particularly with regard to temporary rehousing. As the standard of interpretation varied at these meetings, the architect and housing officers were often asked to attend separate meetings with Bangladeshi tenants when an interpreter could be present. As part of the Council's standard service, all tenants were visited by a tenant liaison officer to explain the proposals, arrange rehousing and discuss detailed options.

The Neighbourhood Housing Office opened in late 1987 and an Estate Officer has been appointed who is able to translate and interpret for the Bangladeshi community.

Lessons to be learned

- (a) Without a show house it would have been difficult to convey the design proposals and generate useful participation by tenants.
- (b) There are benefits in providing a show house ahead of the main contract in order to promote positive interest in the design process. This is particularly useful where a rolling programme of works is intended.

Credits

Client
Housing Committee, Newcastle upon Tyne

Development agency
Director of Housing: David N Butler
Housing Renewal (West): Shelagh Grant, Rose Gilroy
Elswick Neighbourhood Housing Office: Joanna Simons

Architects
City Architect: George Oldham
Project Architect, Pilot Scheme and Phase 1: Bob Rogers
Phase 2: Peter Wesolowski
Landscape Architect: Paul Holmes



Neighbourhood Housing Office.

Work began in 1987 and regular meetings with tenants' groups were discontinued. However, shortly before the first handover it became clear that a public meeting was necessary to address harmful rumours which alleged that the work was specifically for the benefit of Bangladeshi families and that the standard of improvement to the larger converted houses was superior to that for smaller house types. Some tenants were also concerned that they would not actually be returning to their former homes because some properties had to be absorbed into others to create the larger homes.

An interpreter was present to provide immediate translation and this has become standard practice at public meetings. The meeting was followed up by a newsletter circulated to all tenants reaffirming the purpose of the scheme and the Council's rehousing policies.

Tenant participation projects

Selected published information

Existing housing

Bolton

The Willows Estate
Priority Estates Project
Improving Council Estates
DoE 1981

Dundee

Dunbar Park, Whitfield Estate
(Architect: Ian M. Dunsire, Dundee
District Council)
Concrete Quarterly Oct/Nov 1987

Glasgow

ASSIST Improvement Case Study
The Architects' Journal 10.11.76, 8.12.76,
9.2.77

Knowsley

Tower Hill Estate, Knowsley
Public Service and Local Government
(PSLG) January 1988

Leicester

North Evington
(Architect: Rod Hackney)
The Architects' Journal 20.2.85

London

Lea View House, Springfield, Hackney
(Architects: Hunt Thompson Associates)
The Architects' Journal 20.7.83
RIBA Journal June 1985
RIBA Transactions Vol.5 1986

Martlett Court, Westminster
(Architects: Lazenby and Smith)
The Architects' Journal 29.4.87

Tulse Hill Estate, Brixton
Priority Estates Project
Improving Council Estates
DoE 1981

Wenlock Barn Estate, Hackney
Priority Estates Project
Improving Council Estates
DoE 1981

Rochdale

Cloverhall Tenants Cooperative
Housing Review No.4 1985

Wigan

Norley Hall Project
Community Refurbishment Scheme
Housing Review No.4 1985

New build projects

Glasgow

Dalmarnock B
(Architects: Scottish Special Housing
Association)
The Architects' Journal 3.12.86

Kirkland Street, Maryhill
(Architects: Scottish Special Housing
Association)
Building 26.7.85 (supplement)

Leeds

Hunslet Housing Cooperative
The Architects' Journal 11.6.86

Liverpool

*Building Democracy: Housing
Cooperatives on Merseyside*
Cooperative Development Services
(1987)

Cooperative Development and Design
Bill Halsall
Bulletin of Environmental Education
(BEE)
June 1986

Hesketh Street Housing Cooperative
(Architects: Innes Wilkin Ainsley
Gommon)
The Architects' Journal 18.7.84

The Liverpool Breakthrough
(Cooperatives)
The Architects' Journal 8.9.82

Weller Streets Cooperative
The Architects' Journal 11.6.86

Weller Streets Cooperative
The Weller Way
Alan McDonald
Faber & Faber 1986

London

Adelaide Road, Camden, London
(Architects: Greater London Council)
The Architects' Journal 12.10.77, 27.2.80

Bramley Housing Cooperative, Freston
Road, W11
(Architects: Pollard Thomas Edwards &
Associates)
The Architects' Journal 29.4.87

Pelham Court, Haringey
(Architects: London Borough of Haringey)
The Architects' Journal 19.10.77, 11.6.86

Newcastle upon Tyne

Byker Redevelopment
(Architect: Ralph Erskine)
The Architects' Journal 14.4.76, 19.10.77,
9.5.79, 16.5.79
The Architectural Review Dec. 1974, Dec.
1981

Useful addresses

Association of Community Technical Aid Centres (ACTAC), Unit 68B,
The Royal Institution, Colquitt Street,
Liverpool L1 4DE
(Tel: 051-708 7607)

Building Communities Bookshop,
P.O. Box 28, Dumfries,
Galloway DG2 0NS
(Tel: 0387 720755)

Royal Institute of British Architects,
Community Architecture Resource
Centre,
66 Portland Place, London W1N 4AD
(Tel: 01-580 5533)

Cooperative Development Services
(Liverpool) Ltd.,
39-41 Bold Street, Liverpool L1 4EV
(Tel: 051-708 0674)

Department of the Environment,
Housing Appraisal, Room N8/02,
2 Marsham Street, London SW1P 3EB
(Tel: 01-212 4430)

Department of the Environment,
Estate Action, Room N9/01,
2 Marsham Street, London SW1P 3EB
(Tel: 01-212 3285)

Education for Neighbourhood Change,
School of Education,
Nottingham University
c/o Tony Gibson, TCPA, Hilton Terrace,
St. Georges, Telford TF2 9AG
(Tel: 0952 613999)

Housing Centre Trust,
33 Alfred Street, London WC1E 7JV
(Tel: 01-637 4202)

Institute of Housing,
9 White Lion Street, Islington,
London N1 9XJ
(Tel: 01-837 4280)

National Association for the Care and
Resettlement of Offenders (NACRO),
169 Clapham Road, London SW9 0PU
(Tel: 01-582 6500)

Plain English Campaign,
Vernon House, Whaley Bridge,
Stockport SK12 7HP
(Tel: 06633 4541)

Priority Estates Project,
62 Eden Grove, London N7 8EN
(Tel: 01-607 8186)

Scottish Consumer Council,
314 St Vincent Street, Glasgow G3 8XW
(Tel: 041-226 5261)

School for Advanced Urban Studies,
University of Bristol, Rodney Lodge,
Grange Road, Bristol BS8 4EA
(Tel: 0272 741117)

Sheffield Federation of Tenants and
Residents Associations,
69 Division Street, Sheffield S1
(Tel: 0742 751740)

Tenant Participation Advisory Service,
20/24 St. Andrews Street,
Glasgow G1 5PD
(Tel: 041-552 3633)

Tenants Participation Advisory Service
(Northern Ireland),
Northern Ireland Council for Voluntary
Action,
22 Annandale Avenue, Belfast BT7 3JH
(Tel: 0232 640011)

For additional list of information sources
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Community Architecture
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