Tenants Associated

A Survey of Tenants Groups in Scotland

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Project Research Officer
Scottish Consumer Council

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ACKNOWLEDGEMENTS

This report could not have been written without the cooperation and assistance of many hundreds of individuals and organisations throughout Scotland, alas too numerous to mention individually.

Many thanks are due to the organisations and public bodies who assisted us to compile lists of tenants’ and residents’ associations, community councils and other relevant organisations (see Appendix 1 for details).

We are indebted to the office bearers and members of tenants’ and residents’ associations, community councils and others who gave their time and consideration to complete and return the questionnaire — and in particular those groups who volunteered to assist with the design and piloting of the form.

We are grateful to the Directors of Housing and their staff, the members of tenants’ groups, community councils and other organisations and individuals in the six case study districts who willingly gave their time to be interviewed, for making other relevant materials available and for their comments on the draft (see chapter 5 for details).

The SCC would like to thank the Scottish Development Department for the financial assistance which made this project possible and for the help of their research staff. We would also like to thank all the members of the advisory committee for their considerable hard work — in particular the Chairman, Mrs. Elizabeth Skivington.

Finally we (and the researcher in particular) would like to thank Mrs. Patricia Hassan who was the clerical research assistant for the duration of the project, for her patience and cheerfulness as well as her skilled typing, data preparation and other constant assistance.

NOTE

The Scottish Consumer Council (a committee of the National Consumer Council) was established by Government in 1975 to identify and represent the interests of Scottish consumers and particularly the disadvantaged. The SCC keeps a watching brief on the goods and services provided by central and local government, and other public bodies as well as by commercial firms and the professions. Research is carried out into areas of consumer concern, and the SCC then presses for whatever changes are required in the law and in the provision of services to meet the needs of the consumers.
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Chairman’s Preface

We at the Scottish Consumer Council believe that all consumers are entitled to protection, information and advice, and that when things go wrong consumers should be able to pursue their justified complaints and get satisfaction. It is nowhere more important than in the public services (where real choice is often limited) that consumers should also be able to contribute to the improvement in the quality of the service.

Since its inception, the Scottish Consumer Council has been particularly concerned with public sector housing, where more than half of Scotland’s households live. In survey after survey and most recently in the National Consumer Council’s “Consumer Concerns” study ordinary people tell us that one of the things that most concerns them is “the problem of dealing with council bureaucracies”. The problems of getting a housing repair done or of getting a house transfer are high on the list of grievances most mentioned. In 1977 SCC published “Tenancy Agreements in Scotland” and in 1978 “Houses to Mend: a survey of council house repairs in Scotland”. We continue our work in the housing field with this study of the role of tenants’ and residents’ associations, who represent the views of the “consumers” of housing in an important way. We are very grateful to the Scottish Development Department whose financial support enabled this work to be carried out.

Perhaps the main contribution which this report makes to the awareness of all those concerned with the quality of the housing service—tenant, official, and councillor alike—is the straightforward description of the variety and scope of organised tenant activity in Scotland. When we started our investigations we never guessed that there would be quite so many groups working one way or another on behalf of tenants. In fact, 1154 responded to our survey, and there are doubtless many more in operation.

What also emerges clearly from the report is that tenants and landlords have a strong common interest in maintaining and improving the quality of council houses. This bond should override those conflicts of interests which will inevitably occur from time to time between the providers and users of any service.

Our recommendations are directed variously at housing officials, elected representatives on housing authorities, tenants, and members of community councils. They are derived directly from the findings of the survey, and they are commended to the reader by the members of the Advisory Committee, who supervised the whole study, and by the members of the Scottish Consumer Council.

ESME WALKER,
Chairman, SCC. August, 1981.
CHAPTER ONE

THE INVESTIGATION

Introduction

1.1 This report and the recommendations it contains are the outcome of a survey of tenants’ associations in Scotland. The survey was the first of its kind and followed previous work by the Scottish Consumer Council (SCC) in the housing field. According to a sample survey undertaken for SCC’s report on public sector housing repairs which was published in 1978 as *Houses to Mend* 13 per cent of householders in Scotland claimed membership of a tenants’ or residents’ association and a great many more believed that tenants’ associations had a role to play in the development of policies and practices in the area of repairs and maintenance.

1.2 Then a study by SCC of local authority tenancy agreements, published as *Tenancy Agreements in Scotland* in 1977, revealed that the terms and conditions of such agreements both varied widely and frequently spelt out only the obligations of the tenant and the rights of the landlord. That report concluded that this was an area where tenants’ associations might usefully negotiate for fairer agreements.

1.3 We wanted to discover the extent and nature of tenants’ associations in Scotland in order to find out how tenants’ associations could contribute to the improvement of public housing and help tenants to exercise more control over their housing.

1.4 SCC already had links with various tenants’ co-ordinating bodies such as the Glasgow Council of Tenants Associations and had taken part in seminars on tenant participation and made various submissions to government on housing legislation.

1.5 Since no systematic information about tenants’ associations in Scotland was available we applied for and were granted funding by the Scottish Development Department to conduct the first full survey of tenants’ associations for the whole of Scotland. The survey began in 1979.

1.6 The necessity for a systematic study of tenants’ associations has already been confirmed by events both preceeding and co-incidental with our study. The tenants’ charter campaign had lobbied vigorously for the implementation of its aims. The Labour Government’s proposed Housing Bill and subsequently the Conservative Government’s Tenants Rights Etc. (Scotland) Act 1980 incorporated some of the tenants’ charter demands, but unlike its English counterpart, did not include the statutory right to consultation. The Scottish Tenants Organisation was formed (with links with the National Tenants Organisation) to represent and campaign on behalf of tenants’ association throughout Scotland. The present survey was seen as enabling tenants’ associations to know of each others’ existence and to learn from each others’ experiences.

1.7 But this report is not intended only for tenants’ associations. Housing management as the providers of housing can benefit from sharing their experiences with their respective tenants’
associations and each other and in a wider context we hope that the information we have gathered will be used by other bodies interested in the development of tenants' associations.

Contacting Tenants' Groups

1.8 Information concerning the whereabouts of tenants' associations was received from District Councils, the Scottish Special Housing Association, New Town Development Corporations, Citizens Advice Bureaux, Councils of Social Service, the Scottish and Glasgow Councils of Tenants' Associations, Trades Councils, Civic Societies, social workers and community workers. The response to our appeal for assistance in contacting tenants' associations was generous and many bodies volunteered extensive information about the situation in their areas.

1.9 In addition, individual tenants' groups contacted us in response to a letter printed in local and community newspapers, and two radio interviews about the project.

1.10 During the early stages of the survey, when compiling lists of tenants' associations, contact with district councils in particular revealed several areas where community councils were undertaking the role of tenants' associations. At that point it was decided to include community councils in our survey to ascertain to what extent they undertook this task.

1.11 At the same time we became aware of certain difficulties in defining what constituted a tenants' association. Various labels are used by groups undertaking work in the housing field from tenants' and residents' associations to neighbourhood action groups, and residents' associations can represent mainly owner-occupiers rather than tenants, as we discovered in due course.

The Survey

1.12 A questionnaire, in booklet format, and divided into five parts covering a description of the area and housing type, organisational details, resources, activities and relationship with housing authorities was sent to all the groups identified. They were dispatched with a covering letter, an information sheet about the Scottish Consumer Council and a stamped addressed envelope for their return. After six weeks, reminder cards were sent to those groups who had not replied so far and four months later a second questionnaire was sent to tenants' associations who had not yet responded.

1.13 From the 2148 questionnaires despatched we received back a total of 1154 (54%). Some 94 (4%) were returned to us by the GPO as "gone away". One hundred and thirty two (6%) were returned without being completed, 62 (3%) of them because the groups disbanded. Twenty three (1%) groups had merged with others. The 999 (74%) useable responses represent 303 tenants' and residents' associations, 537 community councils and 159 other community groups. (See appendix for detailed response rates).

The Case Studies

1.14 To complement the questionnaire survey six case study areas were selected to cover as far as possible different tenure and housing mix, political make-up and tenant activity and to give a good geographical spread. They are, however, case studies and as such not intended to be a representative sample of Scotland as a whole. The districts of Ettrick and Lauderdale, Inverclyde, Clackmannan, Dundee, Kyle and Carrick and Glasgow agreed to co-operate with the study. Because of Glasgow's
<table>
<thead>
<tr>
<th>CASE STUDY AREA</th>
<th>TOTAL HOUSING STOCK (as at 30.6.77)</th>
<th>POPULATION* (as at 30.6.77)</th>
<th>TENANTS' ASSOCIATIONS KNOWN</th>
<th>INDUSTRY†</th>
<th>POLITICAL MAKE-UP†</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ettrick &amp; Lauderdale</td>
<td>135,618</td>
<td>32,760</td>
<td>2</td>
<td>Textiles, light industry, agriculture</td>
<td>NP, 14 Lib 1</td>
</tr>
<tr>
<td>Inverclyde</td>
<td>15,779</td>
<td>103,245</td>
<td>13 Lab 8 Shipbuilding, tourism</td>
<td>SNP 1</td>
<td>SNP 7 Lib 1</td>
</tr>
<tr>
<td>Clackmannan</td>
<td>16,110</td>
<td>48,050</td>
<td>1 Con 1</td>
<td>Brewing, distilling, textiles, engineering</td>
<td>SNP 1 Lab 1</td>
</tr>
<tr>
<td>Dundee</td>
<td>23,504</td>
<td>192,675</td>
<td>21 Lab 18 Textiles, building (in decline), light engineering, service industry</td>
<td>SNP 1</td>
<td>SNP 1 Lib 1</td>
</tr>
<tr>
<td>Kyle &amp; Carrick</td>
<td>132,156</td>
<td>113,162</td>
<td>3 Con 21 Lab 18 Textiles, building (in decline), light engineering, service industry, tourism</td>
<td>SNP 1</td>
<td>SNP 1 Lib 1</td>
</tr>
<tr>
<td>Glasgow</td>
<td>19,757</td>
<td>832,087</td>
<td>30 Lab 30 Con 25 General heavy industry &amp; services</td>
<td>SNP 15 Lib 1</td>
<td>SNP 16 Lib 1</td>
</tr>
</tbody>
</table>

**NOTES:**
- * = Valuation Roll as at 1.4.78.
- † = Case Study Interviews.
- †† = District Council elections held in May 1980 – political make-up altered in many cases.

**SOURCES:**
large size, we decided to focus our study on the area covered by the Pollok Area Housing Office. For the case studies 47 interview sessions took place involving 90 people. These included housing management officials at different levels, elected representatives, representatives from tenants' associations and community councils, community workers and social workers. The researcher also attended tenants' associations' public and committee meetings and sat in on community council meetings.

1.15 In addition information from other sources, such as Housing Plans, newspapers, official documents and community newsletters was gathered. Table 1A details the characteristics of the case study areas.

Analysis
1.16 The questionnaires were analysed with the use of a computer using statistical methods. A content analysis was done with the interview material which, along with the documentary evidence, is used to illustrate the findings of our study.

Issues and Objectives
1.17 Whereabouts of tenants' associations
The main questions of concern in terms of location and tenure are the differences in the distribution of tenants' associations and other bodies representing tenants by local authorities (Region, District and Islands) by urban/rural differences and by association type. Chapter two discusses the survey findings on these points.

1.18 Organisation, Resources and Support
On the question of organisation, we wanted to know something of the history of groups, as well as their internal organisation and committee struc-
ture. Four main types of resources were important: money, equipment, premises and expertise. As for support we wished to know about that received from local councillors, social and community workers, and support from other groups, both locally and nationally. Chapter three examines these questions and in particular compares the levels of resources and support received by tenants' associations and community councils.

1.19 Activities and achievements
We were interested in both the level of activities and their scope. Chapter four looks at the different kinds of activities undertaken by groups over housing matters and assesses the extent to which groups diversify into welfare and social activities. Groups' evaluations of their successes and their perceived benefits to the community are described.

1.20 The case studies
Chapter five details the findings of the case studies describing the different characteristics of the six areas and the housing management policies and practices in relation to the tenants' and residents' associations and to forms of tenant participation.

1.21 Tenants' associations and housing management
In chapter six we examine the relationship between tenants' associations and management from the tenants' viewpoint. The amount of contact between management and tenants' associations is discussed and the degree of present and desired involvement in the management process.

1.22 Conclusions and recommendations
Chapter seven summarises the main conclusions of our study and makes recommendations for action based on the findings.
NOTE
The Glasgow Council of Tenants’ Associations (GCT)
The Glasgow Council of Tenants’ Associations was founded in the early
1950s. As well as aiding individual tenants’ associations, it has campaigned
actively on several issues, e.g. rent and rate rises. A vigorous supporter of the
Tenants’ Charter campaign, the GCT is affiliated to the National Tenants’
Organisation and took an active role in the establishment of the Scottish
Tenants’ Organisation.

The Scottish Tenants Organisation (STO)
At the inaugural conference of the STO in April, 1980 the 5 aims of the organisation
were defined:—
— to liaise between individual tenants’ groups
— to improve the rights of tenants in Scotland
— to campaign for decent housing for all
— to promote the establishment of local tenants’ associations
— to secure the co-operation of other organisations acting on behalf of tenants in Scotland.

Open to all community organisations in Scotland, the STO is an independent body maintaining links with the National Tenants’ Organisation.

The Scottish Council of Tenants’ Associations (SCT)
First formed in the 1920s in response to the 1924 “Wheatley” Act, the SCT has had periods of activity throughout the 1950s and 1970s. Following the 1971 White Paper and the 1972 Housing Finance Act, it enjoyed its greatest activity. In April 1980 at the inaugural conference of the Scottish Tenants’ Organisation, it was officially disbanded.
CHAPTER TWO

TYPES OF GROUPS AND THEIR WHEREABOUTS

2.1 This chapter describes the different types of groups which replied to the questionnaire and the extent to which they represent tenants' interests. Their whereabouts in terms of local authority areas, urban/rural differences, tenure type, and dwelling type and age are discussed.

Types of Groups

2.2. Tenants’ and residents’ associations

Forty of the 303 tenants’ and residents’ associations which completed the postal questionnaire were associations of owner-occupiers. Of the other 263 groups, 180 (68%) call themselves tenants’ associations, 76 (29%) residents’ associations and two groups (1%) each ratepayers’ associations, community associations and action groups. One association has since formed itself into a housing association. For simplicity in this report these 263 groups will be referred to as tenants’ and residents’ associations. The responses of the 40 owner-occupiers’ groups provide some interesting comparisons and are included where appropriate.

2.3 Community councils

The Local Government (Scotland) Act, 1973 obliged district and islands councils to draw up schemes for the establishment of community councils. The remit of community councils is very broad. A community council is to:

"Co-ordinate, ascertain and express to the local authorities for its area and to public authorities, the views of the community which it represents... and to take such action in the interests of the community as appears to it to be expedient and practicable“.

The interpretation of that remit is correspondingly varied, according to local characteristics and concerns, and the areas of public concern with which the community councils become involved are many. One hundred and ninety nine (37%) of the 537 community councils which completed questionnaires specifically mentioned that housing issues are among their concerns. The extent of this involvement varies. For some community councils housing matters predominate.

"Housing dominates our work at the risk of other real problems” (community council in Glasgow district)

"At present our work is concentrated on local housing difficulties” (rural scattered area)

For others, housing issues constitute a part of their work:

"Although this questionnaire applies to tenants' associations, our council fulfils the same need in this area, and 70 per cent of our housing is privately owned” (village community council in Sutherland District)

and

"As we have no residents’ association in the village the community council acts in this capacity with some success” (village community council in Gordon District)
## Table 2A

### Distribution of Groups by Region and District

<table>
<thead>
<tr>
<th>Region</th>
<th>Tenants and Residents' Associations</th>
<th>Community Councils Concerned with Housing</th>
<th>Tenants and Residents' Associations</th>
<th>Community Councils Concerned with Housing</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>BORDERS</strong></td>
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<tr>
<td>Tweeddale</td>
<td>-</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ettrick &amp; Lauderdale</td>
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<tr>
<td>Berwickshire</td>
<td>4</td>
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<td></td>
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<tr>
<td>Roxburgh</td>
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<tr>
<td><strong>CENTRAL</strong></td>
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<tr>
<td>Clackmannan</td>
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<td>4</td>
<td></td>
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<tr>
<td>Falkirk</td>
<td>4</td>
<td>4</td>
<td></td>
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<tr>
<td><strong>DUMFRIES &amp; GALLOWAY</strong></td>
<td></td>
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</tr>
<tr>
<td>Wigtown</td>
<td>2</td>
<td>2</td>
<td></td>
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<tr>
<td>Stewartry</td>
<td>1</td>
<td>3</td>
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<td>Nithsdale</td>
<td>2</td>
<td>5</td>
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<tr>
<td>Annandale &amp; Eskdale</td>
<td>4</td>
<td>4</td>
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<tr>
<td><strong>FIFE</strong></td>
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<tr>
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<td>6</td>
<td></td>
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<tr>
<td>Kirkcaldy</td>
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<td>7</td>
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<tr>
<td>North East Fife</td>
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<tr>
<td><strong>GRAMPIAN</strong></td>
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<tr>
<td>Moray</td>
<td>5</td>
<td>2</td>
<td></td>
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</tr>
<tr>
<td>Gordon</td>
<td>3</td>
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<td>Banff &amp; Buchan</td>
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<td>Kincardine &amp; Deeside</td>
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<tr>
<td>Aberdeen City</td>
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<td><strong>HIGHLAND</strong></td>
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<td>Sutherland</td>
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<tr>
<td>Ross &amp; Cromarty</td>
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<td>4</td>
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<tr>
<td>Inverness</td>
<td>3</td>
<td>3</td>
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<tr>
<td>Nairn</td>
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<td></td>
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<tr>
<td>Badenoch &amp; Strathspey</td>
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<td>1</td>
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</tr>
<tr>
<td>Lochaber</td>
<td>2</td>
<td>5</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Skye &amp; Lochalsh</td>
<td>2</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>LOTHIAN</strong></td>
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<tr>
<td>Edinburgh</td>
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<tr>
<td>West Lothian</td>
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<td>9</td>
<td></td>
<td></td>
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<tr>
<td>Midlothian</td>
<td>3</td>
<td>7</td>
<td></td>
<td></td>
</tr>
<tr>
<td>East Lothian</td>
<td>1</td>
<td>2</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td></td>
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<td></td>
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<tr>
<td></td>
<td></td>
<td></td>
<td>263</td>
<td>199</td>
</tr>
</tbody>
</table>

**ISLAND AUTHORITIES**

- Orkney: 1
- Comhairle nan Eilean (Western Isles): -
- Shetland: 2
While some community councils do not deal with housing matters at all:

"The councillors do not feel they should answer this section (of the questionnaire) as they have nothing to do with housing" (community council of dispersed settlements in the Orkney Islands)

Apart from actually undertaking the work themselves, some community councils view their role as being either supportive of existing community groups of all kinds, or as stimulating local community activity.

"As a direct result of our work, two new tenants’ associations have been formed and more are likely to be formed in the near future" (community council—Motherwell District)

2.4 When comparing the work done by community councils with that done by tenants’ and residents’ associations, there are certain conceptual difficulties. Neither community councils nor tenants’ and residents’ associations are uniform bodies: their respective schemes and constitions vary. The division of community councils into two groups, those which deal with housing matters and those which apparently do not, is to a certain extent arbitrary, since our evidence indicates that tenants’ and residents’ associations are not solely or even always concerned with housing issues.

Geographical Location of Groups

2.5 Local authority areas

Table 2A illustrates the distribution of tenants’ and residents’ associations and community councils which deal with housing issues according to local authority areas. As might be expected, the bulk of tenants’ and residents’ associations are to be found in the main cities and the Clydeside conurbations with Strathclyde Region and Glasgow District accounting for the major portion of them. The main exception is the City of Dundee where we could identify only seven tenants’ and residents’ associations, of which three responded to the questionnaire. This was one reason for selecting Dundee District as one of the case study areas, and while the scope of this study did not enable us to conduct an in-depth historical analysis of why this should be the case, we hope that the data from the case studies will go some way to providing an explanation.

2.6 Urban/rural differences

Tenants’ and residents’ associations are mainly to be found in an urban context. As table 2B illustrates none of our associations were located in scattered rural settlements, and of the 26 associations located in villages, three groups each are situated in Edinburgh and Glasgow Districts. While both these

<table>
<thead>
<tr>
<th>Location</th>
<th>Tenants’ and Residents’ Assoc.</th>
<th>Community Councils concerned with housing</th>
</tr>
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<td></td>
<td>N</td>
<td>%</td>
</tr>
<tr>
<td>City</td>
<td>139</td>
<td>53</td>
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<tr>
<td>Large Town</td>
<td>36</td>
<td>14</td>
</tr>
<tr>
<td>New Town</td>
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<td>4</td>
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<tr>
<td>Small Town</td>
<td>49</td>
<td>19</td>
</tr>
<tr>
<td>Village</td>
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<td>10</td>
</tr>
<tr>
<td>Rural</td>
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<td>–</td>
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<td><strong>TOTAL</strong></td>
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<td><strong>100</strong></td>
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</table>

Missing information 2 1
districts take in the city outskirts to some significant extent, these are very much urban communities. The majority (75 per cent) of the other 20 tenants' and residents' associations located in villages are in the central belt, while three are in Highland Region, one in Grampian and one in Tayside Region.

2.7 On the whole tenants' associations are an urban phenomenon, but tenant activity and concern with housing matters is not confined to an urban setting. Those community councils which specified housing matters as one area of their work are predominantly to be found in villages (47 per cent). However only 14 (21 per cent) of the 65 community councils which covered scattered rural areas, specified housing matters as among their concerns.

Housing Characteristics

2.8 Housing tenure

Table 2C illustrates the distribution of groups according to tenure. The majority (65 per cent) of tenants' and residents' associations represent tenants of a single landlord such as a district council. More than a quarter have some private housing within their area, but associations of tenants of private landlords are generally few. Those community councils which deal with housing matters cover a greater tenure mix than tenants' and residents' associations.

2.9 Dwelling type

In Scotland 45 per cent of all dwellings are flats, compared with 22 per cent for Great Britain as a whole, and in the public sector, flats predominate in Scotland at 52 per cent of the stock. 2

<table>
<thead>
<tr>
<th>TABLE 2C</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Type of Tenure</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Landlord</th>
<th>Tenants' and Residents' Assoc.</th>
<th>Community Councils concerned with housing</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>N</td>
<td>%</td>
</tr>
<tr>
<td>District Council</td>
<td>106</td>
<td>40</td>
</tr>
<tr>
<td>Scottish Special Housing Assoc.</td>
<td>23</td>
<td>9</td>
</tr>
<tr>
<td>New Town Development Corp.</td>
<td>7</td>
<td>3</td>
</tr>
<tr>
<td>Housing Association</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>Public (SSHA and/or DC)</td>
<td>23</td>
<td>9</td>
</tr>
<tr>
<td>and/or New Town) mixed</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Private</td>
<td>5*</td>
<td>2</td>
</tr>
<tr>
<td>Private plus owner-occupiers</td>
<td>22</td>
<td>8</td>
</tr>
<tr>
<td>Private and public (SSHA, DC, etc.)</td>
<td>75</td>
<td>28</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>263</td>
<td>100</td>
</tr>
</tbody>
</table>

* This figure includes two associations of caravan dwellers. The caravans are owned by the residents but they pay ground rent to the site owner.
As table 2D illustrates the preponderance of flats is reflected in the main dwelling type represented by tenants' and residents' associations. By contrast, only 15 per cent of community councils dealing with housing matters said that flats are the main dwelling type in their area—although 71 per cent said that they had some flatted accommodation in their area. The different main dwelling types represented by tenants' and residents' associations and community councils can largely be explained in terms of tenure type and urban/rural differences. Flats predominate in the public sector and in large urban centres where the tenants' and residents' associations are located, while 73 per cent of the relevant community councils are small town or village based, where there is a greater tenure mix and a smaller proportion of flats.

2.10 Age of housing stock
Half of all Scottish housing was built after 1945, while a massive 74 per cent of public sector housing stock is post war. Table 2E details the age of the majority of houses in the areas represented by tenants' and residents' associations and community councils and reflects the general predominance of post war developments. The forty associations of owner occupiers which responded to the questionnaire were mainly (69 per cent) located in post war housing developments. This compares

<table>
<thead>
<tr>
<th>TABLE 2D</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>MAIN TYPE OF DWELLING IN CATCHMENT AREA</strong></td>
</tr>
<tr>
<td><strong>Tenants' and Residents' Assoc.</strong></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>Flats</td>
</tr>
<tr>
<td>Houses</td>
</tr>
<tr>
<td>Caravans</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
</tr>
<tr>
<td>Missing information</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>TABLE 2E</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>AGE OF THE MAJORITY OF HOUSES IN CATCHMENT AREA</strong></td>
</tr>
<tr>
<td><strong>Tenants' and Residents' Assoc.</strong></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>Year Built</td>
</tr>
<tr>
<td>Pre-1919</td>
</tr>
<tr>
<td>1919-1939</td>
</tr>
<tr>
<td>1940-1959</td>
</tr>
<tr>
<td>1960 and later</td>
</tr>
<tr>
<td>Houses of mixed age</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
</tr>
<tr>
<td>Caravans</td>
</tr>
<tr>
<td>Missing information</td>
</tr>
</tbody>
</table>
with a general figure for the whole of Scotland of 32 per cent post-1945 owner-occupied stock. Further, 85 per cent of these associations were in mainly cottage-type houses built less than twenty years ago, reflecting the growth of small private housing estates during that period.

2.11 The location of tenants' and residents' associations in Scotland broadly reflects the general distribution of population and concentration of public housing developments. Glasgow and the Clydeside conurbations predominate. The advent of community councils provided a vehicle for tenant activity in some areas, while in others housing issues have not become an area of community council concern. Where tenants' and residents' associations and community councils co-exist, the relationships which have developed between them are varied. This matter is discussed in chapter 3.

REFERENCES

1 Local Government (Scotland) Act, 1973. Part IV paragraph 51 (2).
2 Scottish Housing: A consultative document. (Cmd 6652) HMSO June 1977, p. 11.
3 Ibid., pp. 5–6.
4 Ibid., p. 6.
CHAPTER THREE

ORGANISATION, RESOURCES SUPPORT

3.1 This chapter looks at the origins of tenants' and residents' associations, their internal organisation, access to resources and the support they receive.

The Origins of Tenants' and Residents' Associations

3.2 Year of formation

Tenants' associations have a reputation for springing up over specific housing issues and collapsing once that issue has been resolved. We were interested to see how far this reputation was justified, so firstly we asked for the year in which the association was formed. Table 3A details the responses.

Table 3A

<table>
<thead>
<tr>
<th>Year of Formation</th>
<th>Tenants' and Residents' Associations</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>N</td>
</tr>
<tr>
<td>1920-1939</td>
<td>5</td>
</tr>
<tr>
<td>1940-1959</td>
<td>14</td>
</tr>
<tr>
<td>1960-1969</td>
<td>28</td>
</tr>
<tr>
<td>1970</td>
<td>7</td>
</tr>
<tr>
<td>1971</td>
<td>5</td>
</tr>
<tr>
<td>1972</td>
<td>9</td>
</tr>
<tr>
<td>1973</td>
<td>10</td>
</tr>
<tr>
<td>1974</td>
<td>20</td>
</tr>
<tr>
<td>1975</td>
<td>20</td>
</tr>
<tr>
<td>1976</td>
<td>22</td>
</tr>
<tr>
<td>1977</td>
<td>35</td>
</tr>
<tr>
<td>1978</td>
<td>46</td>
</tr>
<tr>
<td>1979</td>
<td>21</td>
</tr>
<tr>
<td>TOTAL</td>
<td>242</td>
</tr>
</tbody>
</table>

* The research for this report was undertaken in 1979, thus our figure for that year is under-representative; since for the most part only groups formed before July of that year were included in the survey.

3.3 The vast majority of tenants' and residents' associations were formed during the last ten years, and the more recent the year, the greater the number. This lends a certain amount of credence to the theory that tenants' associations are short-lived. However, 175 (72 per cent) of the associations have been in existence for two or more years, 98 (41 per cent) for five or more years and 47 (19 per cent) for over ten years. In some cases a "new" tenants' association is formed in an area which has a history of tenants' association activity. As one association told us:

"There had been a very active
tenants' association during the 1950s and 1960s but it gradually ran down. At some stage it was formally disbanded and its resources donated to other community groups. The present association was started up some two years ago."

3.4 During the course of the research for this report we received information that 54 associations had ceased existence. A further 24 associations completed the questionnaire retrospectively providing some insight as to why groups do disband. Thus while undoubtedly some tenants' and residents' associations are short lived, this is not always the case. In later chapters we shall examine the reasons why some associations survive and other do not.

3.5 Reasons for forming
The reasons given by tenants' and residents' associations for their formation were varied and often multiple. The theory that associations are formed only in response to some housing problem or issue is not sufficient to explain the existence of all associations. Not all associations were formed in response to a specific housing issue, and even where such issues were involved, frequently other reasons were given as well. While not denying that some groups see their role as "fighting the local council" many responses indicate the desire by tenants to do things for themselves, both in terms of solving problems and resolving issues, and to promote a sense of community. Table 3B lists the main reasons that associations gave for their formation.

3.6 To understand the kinds of responses represented in Table 3B the following quotations from the questionnaires illustrate typical replies for each category:

*To link landlord and residents*—"To help assist the tenants of this area and to act as liaison to district and regional councils on their behalf."

*Community Spirit*—"The group was formed to foster community spirit. All members are newcomers to the area and the association was formed to cater for the needs of a new development."

*Amenity improvement*—"The group was formed initially to help in a new housing scheme, everyone being new at the same time. All facilities were required e.g. bus service, doctor's surgery, night classes, playgroup, old age pensioners' meeting place, telephones, etc."

### Table 3B

<table>
<thead>
<tr>
<th>Main Reason for Forming Tenants' and Residents' Associations</th>
<th>N</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>To link landlord and residents</td>
<td>47</td>
<td>20</td>
</tr>
<tr>
<td>To promote community spirit</td>
<td>44</td>
<td>18</td>
</tr>
<tr>
<td>To improve amenities</td>
<td>39</td>
<td>16</td>
</tr>
<tr>
<td>Because of bad housing conditions</td>
<td>26</td>
<td>11</td>
</tr>
<tr>
<td>Because of modernisation</td>
<td>25</td>
<td>10</td>
</tr>
<tr>
<td>For social reasons</td>
<td>21</td>
<td>9</td>
</tr>
<tr>
<td>For external improvement of houses</td>
<td>15</td>
<td>6</td>
</tr>
<tr>
<td>To oppose a development</td>
<td>13</td>
<td>5</td>
</tr>
<tr>
<td>Over rent/rate increase</td>
<td>7</td>
<td>3</td>
</tr>
<tr>
<td>Because of new building</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>239</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

Missing information 24
Bad housing conditions—"Because of the damp, intolerable condition of our houses."

Modernisation—"Our houses were due to undergo a modernisation project and it was locally felt that a body of people would serve as liaison better than individual queries and complaints."

Social reasons—"The experience of running a local playscheme funded by social work proved to be an enjoyable event which led to people wanting to stay together as a group."

External improvement—"We thought it was high time something was done to restore our property and improve our dreary surroundings and the back greens were positively a health hazard. We received help and guidance from the Glasgow District Housing Dept. on how to go about forming an association to enable us to apply for an environmental improvement grant."

Opposition to development—"Owing to rumours that the houses were to be demolished for private housing we formed ourselves into a residents' association to fight the local council."

Rent/Rate Increase—"To protest against suggested rent increases and take other action to promote the interests of council tenants."

New Building—"The construction of a further phase of an existing estate with no regard for the effect of the work on present inhabitants: (i) footpaths: particularly main footpath to school used by young children. This path was torn apart, notices erected saying 'use at own risk', exposed cables, holes and other tripping hazards. (ii) Use of footpath by dumper trucks. (iii) Dirt/dust covering streets from construction traffic. (iv) No compensation for curtains and carpets etc. affected by construction work. (v) Failure of authority to respond to individual complaints."

3.7 While many of these responses reveal a problem of some sort they also reveal a willingness to become more involved in community affairs generally. This is evident in other responses, for example:

"Vandalism and hooliganism were a problem and we felt that by forming the association and trying to create a community spirit and providing something for the young people to do, we would help eliminate some of these problems."

and

"The association was formed to safeguard the interests of the residents of the scheme. To enlighten tenants on local and national legislation which affects them. To promote activities as may be deemed necessary to foster the social and educational life of the community."

3.8 Who formed the association

In 90 per cent of cases the initiative for forming tenants' and residents' associations came primarily from the tenants and residents themselves, although 13 per cent of these associations had sought outside assistance at the beginning. In ten per cent of cases the idea of an association had been promoted initially by the district council (four per cent) SSHA (three per cent) a community worker (two per cent) and an unspecified other (one per cent).

3.9 For the most part, tenants' and residents' associations are spontaneous grass roots bodies, formed by tenants out of a common interest. The following case histories illustrate some typical ways in which tenants' and residents' associations are formed:
Case No. 1
This association covers an area of around 600 houses, most of them fairly new. In 1972 the shops to service the new houses were being built and rumour had it that one of them was to be a licensed grocers. A few of the residents found a mutual interest in opposing the licence—they got together and decided that they should call a meeting of all the residents to discuss the plan. Advertisements were placed in the local newspaper and leaflets were printed and distributed around the estate advertising the meeting. They hired a local hall for the meeting at which the plan to form a tenants’ association was put forward and accepted.

Case No. 2
This association represents tenants in tenemental property which was built nearly thirty years ago and has not been upgraded. The association was formed in 1974 to campaign over three main issues; dampness, repairs and the local bus service. The initiative came from three ladies who decided they should like to do something for the area. They had heard about tenants’ associations and decided to organise a meeting of the local tenants to discuss the formation of one. They went from door to door to organise a meeting which was held in a local hall. At that meeting the association was formed and a committee elected. A community worker helped them with the formalities, such as the drawing up of the constitution.

Membership of Tenants’ and Residents’ Associations

3.10 Defining membership
Membership of the majority (70 per cent) of tenants’ and residents’ associations is gained by the payment of a fee either for each person eligible (22 per cent) or each household eligible (78 per cent). Twenty-six per cent of associations say that local residents are automatically members and a few associations (four per cent) use some other criteria; residents are free to join if they wish for example.

3.11 The amount of the membership charged by associations varies from 25 pence to over £5 a year. Over half of the associations charge up to 50 pence a year and in only 11 per cent of cases is more than £1 charged.

3.12 Membership size
The membership of tenants’ and residents’ associations varies in size from 50 members or less to over 2,000. Fifty-five per cent of fee paying associations claimed that over threequarters of those eligible to join were members of the association. Twenty-four per cent said that over half were members and 22 per cent said less than a quarter were members. Table 3C illustrates the differences in membership size according to how membership is defined and Figures 3.1 and 3.2 illustrate two types of constitution.

3.13 It is frequently argued that the general body of members of a tenants’ association are not very active in its affairs. We looked at two indicators of activity—the level of fee paying and attendance at meetings. Eighty-six per cent of associations which charge a fee had 75 per cent or more of their membership up to date with their fees. Nine per cent had 50 to 75 per cent up to date and only in five per cent of cases were fewer than 25 per cent of members fully paid up.

3.14 Meetings of the association
The frequency with which meetings for the whole association are held varies
### TABLE 3C

**Membership Size by Definition of Membership**

<table>
<thead>
<tr>
<th>Membership size</th>
<th>Pay Fee</th>
<th></th>
<th>No Fee</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>N</td>
<td>%</td>
<td>N</td>
<td>%</td>
</tr>
<tr>
<td>Up to 50</td>
<td>17</td>
<td>10</td>
<td>13</td>
<td>21</td>
</tr>
<tr>
<td>51–100</td>
<td>30</td>
<td>18</td>
<td>10</td>
<td>16</td>
</tr>
<tr>
<td>101–250</td>
<td>63</td>
<td>38</td>
<td>16</td>
<td>26</td>
</tr>
<tr>
<td>251–500</td>
<td>30</td>
<td>18</td>
<td>12</td>
<td>19</td>
</tr>
<tr>
<td>501–1,000</td>
<td>16</td>
<td>10</td>
<td>5</td>
<td>8</td>
</tr>
<tr>
<td>1,001–1,500</td>
<td>5</td>
<td>3</td>
<td>4</td>
<td>6</td>
</tr>
<tr>
<td>1,501–2,000</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>165</td>
<td>100</td>
<td>62</td>
<td>100</td>
</tr>
</tbody>
</table>

Missing information

from annually to weekly, with monthly meetings being the most usual and annual meetings the next popular. However it is possible that some associations interpreted the question about meetings as referring to Annual General Meetings and have not included other events, such as public meetings with guest speakers, as being relevant.

---

#### Figure 3.1

**TYPICAL CONSTITUTION TENANTS’ ASSOCIATION (FEE)**

1. The name of the Association.
2. The objects of the Association shall be:
   (a) to provide facilities for recreation or other leisure-time occupation for members in order to improve conditions of life for persons making use of these facilities.
   (b) for furtherance of the above object to associate local authorities, voluntary organisations, and the residents of .......... in a common effort to advance recreational and social development, and further community spirit.
3. Membership of the Association shall be open irrespective of Political Party, Nationality, Religious opinion, Race, or Colour to:

   (a) All persons living in ........... who shall be called full members.

   (b) Former tenants who wish to remain members.

   (c) Persons wishing to assist the Association and offering any expert guidance, e.g. local clergy, councillors and SSHA representatives.

Persons referred to in parts ‘b’ and ‘c’ shall be called Associate Members and shall not have the right to vote at members meetings.

4. All members shall pay a fortnightly subscription not exceeding 50p (not more than 25p per week). The above subscriptions shall be applied to funds to subsidise functions or outings or for other purposes as may be decided by the Committee. Any members who decline to pay any subscription shall not cease to be members of the Association and shall be allowed to vote at meetings, but shall be required to pay in full for any such function, outing, etc. as aforesaid. The same shall apply to any members whose subscriptions are in default for a period not exceeding four weeks.

5. (1) The Association shall be managed by a General Committee to be elected at the Annual General Meeting.
(2) The General Committee shall consist of:—
   (a) Chairman
   (b) Secretary
   (c) Treasurer
   (d) Other members, not exceeding six.

(3) Any affiliated group or section sponsored by the Committee shall have the right to be represented on the General Committee.

(4) If vacancies occur among the Officers or in the Committee, the General Committee shall have the power to fill them from among their members.

6. The Committee shall arrange an Annual General Meeting for the purpose of receiving the Annual Report of the Committee and the audited statement of accounts, of accepting the resignations of the Committee, of electing a new Committee, of making recommendations to the Committee, and of voting whenever necessary, on proposals to amend the constitution.

Figure 3.2

TYPICAL CONSTITUTION
RESIDENTS’ ASSOCIATION (NO FEE)

AIMS

To safeguard the interests of the residents and to represent their views to the Local Authority and other bodies.

MEMBERSHIP

All residents over the age of 16 are members of the Association, irrespective of political party, religious opinion, race or colour.

COMMITTEE

A Committee shall be elected to carry out the business of the Association.

1. The following office-bearers shall be elected: Chairman, Vice-Chairman, Secretary and Treasurer.

2. Only ONE member of a household may be an office-bearer. There shall be 9 ordinary members of the committee.

3. One representative from each street in .......... shall be elected on to the Committee.

4. The Committee shall retire annually but may be re-elected.

5. Office-bearers cannot serve more than 2 years in office.

MEETINGS

1. The residents’ committee shall meet every 2 weeks. General meetings of the Association shall meet monthly.

2. Annual General Meetings:— The A.G.M. shall be held in April of each year. At the A.G.M. the committee shall report on the year’s work and provide an audited statement of any finances handled. Auditors shall be appointed at the A.G.M.

3. The A.G.M. must be advertised in the Local Press.

VOTING

Voting at all meetings will be by show of hands.

ALTERATIONS TO THE CONSTITUTION

The Constitution shall not be altered unless fourteen days notice of the proposed change is given; either to the A.G.M. or to a general meeting called specially for this purpose. A majority of ¾ of those attending shall be required for a proposed change of Constitution to be accepted.

3.15 Table 3D compares the frequency with which meetings are held with the usual turnout of members according to whether membership is automatic or fee paying. As table 3D indicates, the
TABLE 3D

FREQUENCY OF MEETINGS BY USUAL TURNOUT FEE PAYING AND NON FEE PAYING GROUPS

<table>
<thead>
<tr>
<th>Tenants and Residents' Associations</th>
<th>Turnout at meetings</th>
</tr>
</thead>
<tbody>
<tr>
<td>Frequency of meetings</td>
<td>75% Fee</td>
</tr>
<tr>
<td>---</td>
<td>---</td>
</tr>
<tr>
<td>Annually</td>
<td>7</td>
</tr>
<tr>
<td>Biannually</td>
<td>4</td>
</tr>
<tr>
<td>Every 3 months</td>
<td>1</td>
</tr>
<tr>
<td>Monthly</td>
<td>5</td>
</tr>
<tr>
<td>Every 2 weeks</td>
<td>-</td>
</tr>
<tr>
<td>Weekly</td>
<td>-</td>
</tr>
<tr>
<td>As issues arise</td>
<td>3</td>
</tr>
</tbody>
</table>

Total | 20 | 15 | 16 | 6 | 40 | 11 | 80 | 27 | 156 (100%) | 59 (100%) |

(13%)(26%) | (10%)(10%) | (26%)(19%) | (51%)(14%) |

Missing information 48

Turnout to meetings is frequently less than a quarter of the membership. When turnout is compared to membership size we can get some idea of the actual numbers attending at meetings, as in table 3E.

3.16 As might be expected, those associations which claim a turnout at meetings of three-quarters or more do tend to be smaller ones. Of those associations with a membership of between 50 and 100, only 14 per cent claim to have fewer than 80 members at their meetings on average—while at the other end of the scale if the fifteen largest groups had more than a quarter of the membership present, that would represent several hundred people turning up.

3.17 This is not to say that all groups are happy with the turnout at meetings—experience at the interview stage of the project indicated that many tenants' and residents' associations are concerned both with building the membership and encouraging more active participation by the members. A few associations will recognise the experience of this group: "There has been one particularly disappointing meeting. A petition was circulated by six of the members to push for the installation of gas central heating. Representatives from the Gas Board agreed to attend a meeting of the tenants' association, but unfortunately on the night only 13 people turned up."

3.18 The pattern of attendance at meetings that emerged from the interviews was one of ebb and flow depending on local circumstances and problems. A frequent comment echoed here by one association was:

"If there's an issue the hall will normally be full."

Attendance tends to tail off if nothing much is happening. But this does not necessarily indicate lack of interest or involvement. As Craddock 1975 states "in a passive way informed tenants are involved". One association summed it up thus:

"There was a good turnout to meetings in the early years, but it has fallen off now. This is probably because the local people have confidence in the committee and let them get on with things."

3.19 However the remit of this study involved interviewing representatives of tenants' associations not tenants in general and how the "constituents"
### TABLE 3E

**Membership Size by Usual Turnout to Meetings**

#### Fee paying tenants’ and residents’ associations

<table>
<thead>
<tr>
<th>No. of members</th>
<th>75%–100%</th>
<th>50%–75%</th>
<th>25%–50%</th>
<th>less than 25%</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>N</td>
<td>%</td>
<td>N</td>
<td>%</td>
<td>N</td>
</tr>
<tr>
<td>Up to 50</td>
<td>7 (54)</td>
<td>2 (15)</td>
<td>3 (23)</td>
<td>1 (8)</td>
<td>13 (100)</td>
</tr>
<tr>
<td>51–100</td>
<td>6 (21)</td>
<td>7 (25)</td>
<td>11 (39)</td>
<td>4 (14)</td>
<td>28 (100)</td>
</tr>
<tr>
<td>101–250</td>
<td>6 (10)</td>
<td>7 (11)</td>
<td>19 (30)</td>
<td>31 (49)</td>
<td>63 (100)</td>
</tr>
<tr>
<td>251–500</td>
<td></td>
<td></td>
<td>7 (24)</td>
<td>22 (76)</td>
<td>29 (100)</td>
</tr>
<tr>
<td>501–750</td>
<td></td>
<td></td>
<td></td>
<td>7 (100)</td>
<td>7 (100)</td>
</tr>
<tr>
<td>751–2000</td>
<td>1 (7)</td>
<td></td>
<td>1 (7)</td>
<td>13 (86)</td>
<td>15 (100)</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>20 (13)</td>
<td>16 (10)</td>
<td>41 (26)</td>
<td>78 (50)</td>
<td>155 (100)</td>
</tr>
</tbody>
</table>

Missing information 26

---

view the association must be the subject of other research. Craddock quotes one study (Camden 1973)² which found that many tenants were neither aware of the existence of a tenants’ association, nor of its functions. Her own study found that tenants in general tended not to know much about their tenants’ association. Much seems to depend on how ‘visible’ the association is in terms of publicising its activities. This is discussed in chapter 4.

#### 3.20 Owner-occupiers associations

The 40 associations of owner-occupiers tended to be generally older than the tenants’ and residents’ associations, 53 per cent having been formed prior to 1970, and a further 28 per cent before 1976. By far the most common reason given for forming was to improve local amenities (35 per cent) with social and community reasons being next most common (26 per cent). Eighty per cent of groups charge a membership fee of £1 or less usually each household per year in 91 per cent of cases.

#### 3.21 Owner-occupiers’ associations

meet as a group far less frequently than tenants’ and residents’ associations—87 per cent annually and 5 per cent every six months. Another five per cent meet monthly and three per cent as issues arise. Like tenants’ and residents’ associations, the usual turnout to such meetings is frequently less than a quarter of the membership (51 per cent) although most owner-occupier associations (31 per cent) claim to get normally more than three-quarters of the membership along. However, there are more small owner-occupiers associations than tenants’ and residents’ associations, 44 per cent having less than 100 members, compared with 32 per cent of tenants’ and residents’ associations and only one association of more than 1,000 members, compared with 15 tenants’ and residents’ associations.

#### Committee Structure

#### 3.22 Size of committee and numbers of office-bearers

While bearing in mind the fundamental differences between them, in this section community councils are included as being roughly comparable to the committees of tenants’ and residents’ associations. Table 3F details the variations in size of committees of tenants’ and residents’ associations and those community councils which deal specifically with housing matters.
3.23 Community councils generally tend to be larger than committees of tenants' and residents' associations and of the latter 30 (12 per cent) were managed by committees of 5 or less. For both types of organisation, four is the most frequent number of office-bearers: at 43 per cent for tenants' and residents' associations and 58 per cent for community councils. But more tenants' and residents' associations have large numbers of office-bearers than do community councils—23 per cent having five or more compared with 17 per cent of community councils and 8 per cent having six or more compared with three per cent of community councils. During the interview stage it emerged that apart from the usual complement of chairman, vice-chairman, secretary and treasurer, some tenants' and residents' associations are organised on a street representative system and in others particular positions exist for the organising of social, welfare, youth and other activities.

3.24 The committees of tenants' and residents' associations are mostly chosen annually (87 per cent) while another ten per cent fill vacant positions as they occur. Thirty-six per cent of community councils are chosen annually, with 43 per cent and 14 per cent using a two or three year cycle respectively, although many informed us that they worked on a system of a proportion resigning annually giving a two or three year total turnover period. As other research has indicated (see Craddock 1975) committee members of tenants' and residents' associations are frequently accused of not being representative. Table 3G compares the methods of selection of the committees of tenants' and residents' associations with community councils.

3.25 The methods of selection of the two types of organisation are very similar, and while the committees of tenants' and residents' associations are generally chosen at an annual general meeting and not by a general ballot, an analysis of some of the first community council elections revealed that in only 29 per cent of community councils were elections contested, and of these only 59 per cent were of the traditional ballot-box type, the rest being by postal vote (37 per cent) or public meeting (17 per cent). 3

3.26 Committee and community council meetings
Most community councils (66 per cent) meet monthly as do 49 per cent of the committees of tenants' and residents' associations. Twenty-four per cent of tenants’ and residents’ associations meet more often than that, 19 per cent fortnightly and five per cent weekly.

### TABLE 3F

**Numbers of Committee/Community Council Members**

<table>
<thead>
<tr>
<th>No. of members</th>
<th>Tenants' and Residents' Associations</th>
<th>Community Councils concerned with housing</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>N</td>
<td>%</td>
</tr>
<tr>
<td>Up to 10</td>
<td></td>
<td></td>
</tr>
<tr>
<td>11–20</td>
<td>103</td>
<td>41</td>
</tr>
<tr>
<td>21 +</td>
<td>8</td>
<td>3</td>
</tr>
<tr>
<td>Total</td>
<td>248</td>
<td>100</td>
</tr>
<tr>
<td>Missing information</td>
<td>15</td>
<td></td>
</tr>
</tbody>
</table>

20
TABLE 3G

METHODS BY WHICH COMMITTEE/COMMUNITY COUNCIL ARE SELECTED

<table>
<thead>
<tr>
<th>Method</th>
<th>Tenants’ and Residents’ Associations</th>
<th>Community Councils concerned with housing</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>N</td>
<td>%</td>
</tr>
<tr>
<td>Election</td>
<td>146</td>
<td>57</td>
</tr>
<tr>
<td>Volunteers</td>
<td>25</td>
<td>10</td>
</tr>
<tr>
<td>Election and co-option</td>
<td>85</td>
<td>33</td>
</tr>
<tr>
<td>Total</td>
<td>256</td>
<td>100</td>
</tr>
</tbody>
</table>

Missing information 17 35

* Under the approved community council schemes these are ‘de facto’ elections – this was the verbatim reply of these six councils.

compared with three and less than one per cent of community councils.

3.27 Tenants’ and residents’ association have generally a better turnout to committee meeting than community councils: 51 per cent of tenants’ and residents’ associations claim that usually all committee members turn out compared with 40 per cent of community councils. Few of either groups have a quarter or less turnout, while 48 per cent of tenants’ and residents’ associations and 59 per cent of community councils said that a half to three-quarters of the members usually turned out.

3.28 The active participation of committee members was largely confirmed by the interviews, as was the existence of what Hayes (1963) calls the “small active nucleus of the tenants’ association”, i.e. those willing to give of their time and energy for the association. A few problems concerning committee and community council composition were mentioned. Mainly these centred around attracting new committee members.

3.29 Sixty-two per cent of community councils and 70 per cent of tenants’ and residents’ associations said they had some problems in filling committee or council places, with ten per cent of each saying that they had places left unfilled. Both community councils and tenants’ and residents’ associations blamed this either on the ‘apathy’ of the local community, or the lack of confidence of individuals to stand. Tenants’ and residents’ associations mentioned in particular the lack of involvement of male tenants, while research undertaken among community councillors notes the predominance of men. One explanation for this difference is that housing and related issues are seen as a female sphere of action, while community councils, particularly in the small burghs where they are frequently seen as being a substitute for the old town council, are considered more official and prestigious and thus more of a male sphere of action. Also many of the activities which tenants’ and residents’ associations undertake concern caring for certain sections of the community such as children or the elderly—activities traditionally seen as female tasks.

Resources

3.30 Our interest was focussed on four kinds of resources connected with the setting up and running of tenants’
and residents' associations and community councils; money, equipment, premises and expertise.

3.31 Money
Obtaining adequate funds for their activities is a constant problem for most tenants' and residents' associations and lack of funds can severely curtail their development. The main sources of funds for tenants' and residents' associations are their own fund-raising efforts, membership fees and grants or donations.

3.32 During the financial year 1978–79 fifty-eight per cent of tenants' and residents' associations engaged in fund-raising activities such as jumble sales, raffles and socials. Seventy per cent had some income from membership fees and twenty-seven per cent received some form of grant or donation, mainly from local authorities or SSHA, but some from student charities, community councils, commercial concerns or a private benefactor. Table 3H compares the level of funds raised from each of these three sources.

3.33 These three sources of funds are not mutually exclusive. Some associations obtain their income from a combination of sources. For example, over half of those groups which raise their own funds also had some income from membership fees, and a quarter were also in receipt of a grant or donation. On the other hand a small number of associations claimed to have no source of income.

3.34 The main areas of expenditure for tenants' and residents' associations are on correspondence (82 per cent mention this), printing (60 per cent), social activities (47 per cent) and the hire of halls (46 per cent). Community councils are much better placed for funding through local government grants than tenants' and residents' associations because provision for funding them was made in the Local Government (Scotland) Act, 1973.*

3.35 Only eight councils claimed to receive no grant. Of those community councils which told us the amount of grant received over 40 per cent received in excess of £200 in 1978–79, 67 per cent received more than £100.

3.36 Thirty-one per cent of community councils also raised their own funds,

<table>
<thead>
<tr>
<th>Amount</th>
<th>Fundraising</th>
<th>Fees</th>
<th>Grants</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>N</td>
<td>%</td>
<td>N</td>
</tr>
<tr>
<td>Up to £20</td>
<td>15</td>
<td>14</td>
<td>22</td>
</tr>
<tr>
<td>£21–£50</td>
<td>17</td>
<td>16</td>
<td>44</td>
</tr>
<tr>
<td>£51–£100</td>
<td>29</td>
<td>27</td>
<td>33</td>
</tr>
<tr>
<td>£101–£200</td>
<td>20</td>
<td>19</td>
<td>26</td>
</tr>
<tr>
<td>£200+</td>
<td>25</td>
<td>24</td>
<td>18</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>106</strong></td>
<td><strong>100</strong></td>
<td></td>
</tr>
</tbody>
</table>

| Missing information | 43 | 38 | 15 |

* There is however a tremendous variation in the levels of funding of community councils. For a detailed discussion see "The financing of community councils" in Community Councils in Scotland Proceedings of conference no. 6, 21st May, 1980.
over half achieving sums of more than £200 in this way, compared with only a quarter of tenants’ and residents’ associations.

3.37 Equipment
We asked associations whether they possessed any of four main pieces of equipment. Thirty-one per cent replied that they had a typewriter, 10 per cent had a duplicator, 18 per cent had some catering equipment and six per cent had their own transport. However nearly all the associations said that they had access to typewriters and duplicating facilities often through a third party, such as a community worker. Possession of or access to other types of equipment varies according to the interests or activities of different groups. Some have bought a lawn-mower and hire it at a nominal rate to members—many have specialist equipment for their other activities, such as disco equipment. One association was making a video-recording of its locality using equipment from community education.

3.38 Community councils are less likely to possess a variety of equipment than tenants’ and residents’ associations, but most have access to typewriting and duplicating facilities either of their own (33 per cent and 13 per cent respectively) and/or through another body (87 per cent and 61 per cent).

3.39 Premises
The availability of premises was one of the major issues encountered during this study. Twenty-two tenants’ and residents’ associations mentioned on the questionnaire that their main present activity is working towards obtaining premises and during interviews with representatives of associations many expressed the desire for premises of their own. Nearly half of tenants’ and residents’ associations use schools for general and public meetings many (70 per cent) using them free of charge. Local halls and community centres are used by 31 per cent of the remaining associations while some have to meet in local pubs or private homes. Only nine per cent held general meetings in premises of their own.

3.40 For committee meetings private houses are usual (32 per cent) followed by schools (20 per cent) and community centres (18 per cent). Fifteen associations say they have a tenants’ hall and a further ten say they have their own premises of some sort. Nevertheless this amounts to only ten per cent having their own premises.

3.41 The availability of premises has several consequences for associations’ activities. As one group expressed it:

"we have no community facilities and therefore found it difficult to answer some of the questions, especially relating to social and welfare activities."

Many groups saw access to premises as "a springboard to improve the quality of life". The use of outside facilities can be expensive:

"At present we are awaiting the building of a tenants’ hall. In the past we have used an hotel which charged about £5 a night. When we get the hall we feel it will make a great difference to our work."

One group expressed the ideal:

"Every new community should have a hall built for community use, the older schemes also, as this tends to get a village-type of community spirit and the better the community spirit, the better the happiness and contentment of the community."

This comment is confirmed by the response of this association:

"The people co-operate with one another and myself as district councillor. A . . . association is now joining
with B... association in their functions and their new hall will have cooking facilities for the elderly, provision for sport, discos etc. for the young and inclusion of sports facilities geared to the disabled. We are very anxious to have a new start.”

3.42 The major obstacle to providing tenants’ and residents’ associations with their own premises is that of cost, both from the associations’ point of view and that of any “landlord” or body such as the district council. From the point of view of associations, there exists something of a vicious circle. Without premises there is no base from which to organise fund raising and other activities and tenants’ and residents’ associations are not generally well off and able to afford the cost of rent, rates and electricity which their own premises would necessarily call for. Aspirations of associations vary over space and time: some would be content with a shed for the time being, while others wish to see a purpose-built community centre—generally this depends on the present level of an association’s activities, and as their range of work expands, so their needs change and expand.

3.43 From the providers’ point of view, giving tenants’ and residents’ associations premises can be costly—even making available an empty flat or house. Different authorities have different policies in this respect, as chapter five relates, but material costs in this matter must be balanced in terms of better communication with tenants.

3.44 This said, a surprisingly high percentage of associations expressed satisfaction with their present premises (76 per cent). Generally they appreciate being able to use schools and other facilities, but many remarked that while they were satisfied with their present premises they still wanted premises of their own. For example groups which get free use of schools may find this very useful but are still constrained though limited access, evenings and term times only, and lack of storage or office space.

In comparison community councils meet mainly in local halls, schools and community centres and 71 per cent of them get free use of these premises.

3.45 Expertise
Although no systematic evidence was gathered about members’ expertise, it was apparent from both comments on the questionnaire and from the experience of interviewing representatives from tenants’ and residents’ associations that many groups have members possessing a variety of skills. These range from the practical and professional skills of individual members to more general knowledge acquired through the group’s work. Experts are often available to run for example, sports or handicraft clubs, or to perform tasks for the group such as typing. Skills gained by a group over time include how to raise funds successfully, or to run a campaign. As groups develop so their knowledge of the workings of local and national government and the providers of other public services increases. For many groups such knowledge and experience is often gained at the expense of many disappointments and frustrations, when the commitment of members is severely tested.

Support
3.46 The development of an effective and active tenants’ or residents’ association is dependent upon the availability of all those resources discussed in this section, as they are inevitably inter-related and the availability
of those resources is frequently dependent upon the support received by the association. We looked at the support received by associations from district and regional councillors, professional community workers and other local and community groups and at the supportive role of federations.

**Local Councillors**

3.47 Support from local councillors varied. Many associations had asked and received the assistance of their local councillors. Sixty-five per cent of tenants’ and residents’ associations said that they found their local district and regional councillor generally helpful, and a quarter of associations had received the help of their district councillor when forming the association. Where councillors were criticized, often the effects of the reorganisation of local government were blamed:

“The new system of administration, region and district is a failure. Give us back the old system and the dedicated councillor who had an interest in his local constituency.”

3.48 Certainly it emerged at the interview stage that the different functions of regional and district councils are often confused. One regional councillor said that his surgeries are frequently taken up with people coming along with complaints about housing.

3.49 Some local councillors were said to resent the existence of a tenants’ and residents’ association seeing it as an erosion of their role. Others to welcome and encourage the association’s activities, using it as a channel of communication between council and constituent. A few associations remarked that the help they received from their local councillors was generally more noticeable as election time drew near.

**Professional community workers**

3.50 Twenty per cent of associations mentioned contact with social or community workers and five per cent said that they had assisted in the formation of the association. Most community workers interpret their task as facilitating and do not become directly involved in the affairs of associations. Instead they are there to inform, educate and in some cases perform practical tasks for the group such as typing or printing. SSHA in particular have a number of tenant liaison staff who assist in the formation of tenants’ and residents’ associations, but are withdrawn once an association is established.

**Other community groups**

3.51 Fifteen per cent of associations mention having contact with other voluntary community groups of various kinds. Twenty-seven per cent of associations mention liaising with their local community council on a regular basis and 36 per cent have members in common. The relationship between community councils and tenants’ associations has not always been harmonious. Certainly at their inception community councils were regarded with some hostility by existing community groups, including tenants’ and residents’ associations lest either they attempt to take over the work of existing bodies, or local authorities came to view community councils as the only legitimate voice of local opinion.

3.52 At the time of this survey many community councils were still less than two years old, 83 per cent being formed during 1977 or since. Even so, some kind of working relationship is emerging between community councils and other community groups. According to one study, half the tenants’ and residents’ associations representatives who initially
were suspicious of community councils now felt their suspicions to be unwarranted.  

3.53 The evidence from this survey is that while some tenants' and residents' associations resent the existence of community councils and some community councils are undertaking work formerly or elsewhere done by other community groups, none of the community councillors interviewed for this study believe that community councils should replace other existing groups.

3.54 The ideal relationship between a tenants' association and a community council was viewed generally as a supportive one. Many tenants' associations now use their community council as a source of information and sometimes cash.

**Federations of tenants' and residents' associations**

3.55 Eighteen per cent of associations are members of some kind of federation. Table 31 details which.

3.56 Federations are perceived as a way of enabling groups to pool their skills and experiences and to give more muscle to particular campaigns. But the problems of funding and running a federation are many. It is more difficult to fund a body which is more removed from the street level, and more concerned with policy issues and less with social activities which might raise funds. It is difficult to charge a realistic affiliation fee from member associations which also need their funds. Federations also make enormous demands upon the time and energy of committed activists of tenants' and residents' associations—so it is not surprising that the existence of federations of associations in Scotland is patchy.

3.57 Since the completion of the survey for this report a national body, the Scottish Tenants' Organisation, has been formed which already has contact with over 100 individual associations and is seeking to build regional federations.

3.58 Community councils' main sources of support are local councillors. Twenty per cent report attendance at their meetings of regional councillors and 25 per cent of district councillors and nine per cent say they receive regular help from local councillors. However, community councils have less contact with professional community workers (only 12 per cent mention this), as well as less involvement in

<table>
<thead>
<tr>
<th>Federations of tenants' and residents' associations</th>
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</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>254</td>
</tr>
<tr>
<td>Missing information</td>
<td>9</td>
</tr>
</tbody>
</table>

**Table 31**

<table>
<thead>
<tr>
<th>Tenants and Residents Associations</th>
<th>N</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Glasgow Council of Tenants' Associations</td>
<td>15</td>
<td>6</td>
</tr>
<tr>
<td>Scottish Council of Tenants' Associations</td>
<td>4</td>
<td>2</td>
</tr>
<tr>
<td>Local federation</td>
<td>3</td>
<td>1</td>
</tr>
<tr>
<td>Other amenity federation</td>
<td>22</td>
<td>9</td>
</tr>
<tr>
<td>Voluntary organisation's association</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>Not in federation</td>
<td>208</td>
<td>82</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>254</td>
<td>100</td>
</tr>
</tbody>
</table>

26
federations than tenants' and residents' associations. Ten per cent of community councils say they belong to a federation, of which two thirds are community council federations and one third other local federations.

REFERENCES

1 Craddock, Julia, "Council Tenants—Their Participation in Housing Management", 1975 (Published by Association of London Housing Estates), p. 81.

2 Craddock, p. 83


4 Hayes quoted in Craddock, p. 81.

5 Masterton, Masterman, Cosgrove and Sheldon, "Community Council Research Projects". CRU, Scottish Office.

CHAPTER FOUR

ACTIVITIES AND ACHIEVEMENTS

4.1 In this chapter we look at the various activities in which tenants' and residents' associations become involved, what successes associations have had and what benefits they have brought to the community.

Activities

Range of present activities

4.2 We asked tenants' and residents' associations what was their present main area of activity at the time of completing the questionnaire. The responses are detailed in Table 4A and the following sections discuss the main areas of activity.

Social and welfare activities

4.3 While 33 per cent of tenants' and residents' associations named social and welfare activities as their main area of work, 164 (62 per cent) undertook some social or welfare activities which constitute a very important aspect of their work. Tenants' and residents' associations are not only about housing; they are about a sense of community. A successful association combines social activities with action on housing and related issues. The social side of an association's work often becomes the method by which members keep in touch with each other and learn what is going on. One important aspect of this area of work is raising money to further the association's other work. Social and welfare activities may sustain an association at times when its other activities are low or frustrated. Table 4B lists the main types of social activities engaged in by tenants' and residents' associations.

4.4 One association in four undertakes what can broadly be defined as welfare

| TABLE 4A |
| Present Main Area of Activity |

<table>
<thead>
<tr>
<th>Type of Activity</th>
<th>N</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Social/Welfare</td>
<td>72</td>
<td>33</td>
</tr>
<tr>
<td>Housing issues</td>
<td>65</td>
<td>29</td>
</tr>
<tr>
<td>Environmental issues</td>
<td>34</td>
<td>15</td>
</tr>
<tr>
<td>Amenity issues</td>
<td>18</td>
<td>8</td>
</tr>
<tr>
<td>Obtaining premises</td>
<td>17</td>
<td>8</td>
</tr>
<tr>
<td>Unspecified</td>
<td>11</td>
<td>5</td>
</tr>
<tr>
<td>Forming local federation</td>
<td>3</td>
<td>1</td>
</tr>
<tr>
<td>Total</td>
<td>220</td>
<td>100</td>
</tr>
</tbody>
</table>

Missing information 43
activities, such as retired persons’ lunch clubs and welfare rights counselling.

4.5 Although no specific question was asked about youth activities, nearly all the associations contacted during the interview stage mentioned some kind of youth work, as did many who volunteered the information on the questionnaire. This type of work includes organising mothers’ and toddlers’ groups, running summer play schemes, running a regular youth club or sports club for children and organising Christmas outings or parties.

4.6 As stated in chapter 3, the kinds of social, welfare and youth activities in which associations can become involved are often contingent upon access to and type of premises. The following case studies illustrate the range of activities undertaken by associations and mention some of the difficulties they encounter. They also illustrate how fund-raising is linked with these activities.

Case No. 3
This association has become involved in a variety of social, welfare and youth activities. They have held bus runs to Stevenston, Loch Lomond and the Transport Museum, while the highlight of the summer was a big gala day with a fancy dress parade. Fewer dances are held now than in the past. At Christmas they hold a free toddlers’ party, take the 7 to 10 year olds to a pantomime, and give the OAPs a Christmas dinner. The OAPs are also taken on an outing in the summer.

A few years ago the education department started up a summer playscheme. This year the tenants’ association took it over and ran it themselves. When it was suggested that there was nothing for the 11–16 year olds to do, the tenants’ association obtained the use of the local school and began running a youth club. Now it is a great success and the club has its own disco equipment, games and arts and crafts materials.

Case No. 4
To raise funds this association holds dances, runs raffles, a pantoon, door-to-door collections and a big Christmas draw. They run welfare rights sessions for senior citizens and have had social security officials along to explain the various entitlements. In the past they managed to obtain ‘talking books’ facilities for a blind man and had a ramp built for a tenant who needed a wheelchair. The tenants’ association founded an OAP club which is now independent. In response to the tenants’ association’s help in taking out the house-bound and giving them their

<table>
<thead>
<tr>
<th>Type of Activity</th>
<th>N</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dances</td>
<td>103</td>
<td>63</td>
</tr>
<tr>
<td>Bingo</td>
<td>49</td>
<td>30</td>
</tr>
<tr>
<td>Bus trips</td>
<td>45</td>
<td>27</td>
</tr>
<tr>
<td>Social/ Coffee Sessions</td>
<td>11</td>
<td>7</td>
</tr>
<tr>
<td>A variety (not specified)</td>
<td>159</td>
<td>97</td>
</tr>
</tbody>
</table>

N = 164
Christmas dinner last year, this year the OAP club gave the tenants’ association a Christmas dinner. The association has also compiled a list of important addresses; next of kin, doctor, etc., for all the housebound tenants in the area to go on the backs of their doors.

The tenants’ association also runs swimming, football and netball sessions for the youth club, for which they maintain a separate fund. They would like to build a hut for the youth club which has nowhere to meet. Finding changing facilities for the sports club is a particular problem and generally a private house is used. The majority of the tenants’ association’s activities take place on the same night that committee meetings are held, mainly because it is the only night they can get the use of the school annexe.

Case No. 5
This association has a community flat for which they pay £3.25 a week rent plus electricity and gas bills. On Monday afternoons they have a pensioners’ club. Tuesdays the youth club, Wednesday mornings a mothers’ and toddlers’ group and in the evenings juniors and teenagers. Thursday night the boys and girls hold a disco. The teenagers also meet on Sundays. They would prefer a community hut to a flat as at present they must consider the noise level when they are holding events, because of the neighbours. They also run outings for the OAPs and the children and this summer will run a play scheme for the children, taking it over from the education department.

Case No. 6
This residents’ association never has taken on much of a social function—they saw their role as looking after the estate and getting things done about housing. They believe this to be one of the reasons why the association is not so active now. There is a thriving community association which pre-dates the residents’ association. This runs films, bowling, bingo, ladies’ nights etc. and is probably why the residents’ association never got involved in such activities.

**Housing matters**

4.7 Running social and welfare activities probably constitute more rewarding aspects of an association’s work than dealing with housing and other problems. However there is the chance that the social side can take over to the exclusion of housing action, which had happened in the case of a few of the associations which returned the questionnaire unanswered. Of the 263 tenants’ and residents’ associations which responded to the questionnaire, nine (three per cent) did not deal with matters related to housing and for the remaining 254 associations, Table 4C lists those problems related to housing most frequently encountered but as such is not an exhaustive account of their work on housing matters.

4.8 Repairs and maintenance are the major problem areas for housing action. However, although modernisation ranks fifth, it is not an issue which will directly affect all groups, so it is probably a more important problem to those whom it affects than the table indicates.

4.9 Action related to housing issues takes two main forms: dealing with individual tenants’ complaints and campaigning over common problems or policy issues.
4.10 One view frequently expressed by outsiders is that tenants’ and residents’ associations meetings are “greetin’ meetings” and get bogged down with individual complaints. During interviews with tenants’ and residents’ associations representatives it emerged that most are aware of these criticisms and try to avoid dealing only with complaints, either by referring individuals to their local councillor or the appropriate department, or more often by taking up common areas of complaint and campaigning around them. However, while tenants’ and residents’ associations are often themselves critical of individuals who only attend at meeting to sort out their own problems, and who do not join in the general work of the association, dealing with individual problems provides the information needed about common areas for action, and dealing with individual complaints can build up goodwill and commitment to the group amongst less active tenants. Tenants’ and residents’ associations must strike a delicate balance between dealing with individual problems and campaigning over wider issues.

4.11 Campaigning involves letter writing, public meetings and the use of the local and national press. On some occasions pickets, public demonstrations, court action and rent strikes are involved. To campaign effectively on an issue, evidence is needed to back up the association’s claim. Many conduct detailed surveys to gather evidence in order to present their case.

Other areas of activity

4.12 As well as housing issues, many tenants’ and residents’ associations also become involved in and campaign over other aspects of their area which affect residents, such as street lighting, the provision of telephone kiosks, road crossings, etc. and as table 4C indicates, in some cases these are the main areas of an association’s work. The following case studies illustrate the variety of such activities in which associations become involved.

Case No. 7

This association covers mainly SSHA houses. Their activities include keeping a record of vacated houses and then urging SSHA to

**TABLE 4C**

<table>
<thead>
<tr>
<th>MOST FREQUENT HOUSING RELATED PROBLEMS ENCOUNTERED BY TENANTS’ AND RESIDENTS’ ASSOCIATIONS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Repairs ..................................................</td>
</tr>
<tr>
<td>Maintenance ...........................................</td>
</tr>
<tr>
<td>Dampness ................................................</td>
</tr>
<tr>
<td>Vandalism ..............................................</td>
</tr>
<tr>
<td>Modernisation .........................................</td>
</tr>
<tr>
<td>Allocations ............................................</td>
</tr>
<tr>
<td>Rents ......................................................</td>
</tr>
<tr>
<td>Maintenance of amenities ............................</td>
</tr>
<tr>
<td>Standard of workmanship .............................</td>
</tr>
<tr>
<td>Other complaints ......................................</td>
</tr>
<tr>
<td>Missing information ................................</td>
</tr>
</tbody>
</table>

N = 240
Missing information = 14
Not applicable = 9
publicity

4.13 In chapter three, we mentioned that tenants and residents associations are often anxious to draw in more members and that tenants' awareness of their local tenants' associations is often visible to a great extent on how activities described so far go to some degree to publicising the tenants' associations and produce the association's activities to the area it serves.

4.14 One way of publicising their existence is through the production of newsletters. Over half of tenants' associations publish their own newsletters. They or collaborate with other organisations over its production. These vary from glossy publications with very professional finishes, to one-page news sheets. The contents generally consist of campaign messages, publicity for local projects, activities and clubs, features of special interest from readers.

4.15 Newsletters are generally delivered door-to-door by volunteers, in some cases by members of youth clubs, or are made available through local shops or other central venues. Generally, they are free to residents but some associations charge a small fee. Those newsletters which produce a newsletter tend to be the better ones who have access to duplicating facilities.

4.16 Other forms of publicity include using the local press, leafleting the area, and posters placed in local shops, libraries and other public places.

Case No. 8

This association has campaigned successfully for a safe road crossing and has held big public meetings with officials from the housing department. They are working on a booklet of local information, doctors' surgeries, coal merchants, dentists, etc. They hope to sell it at 10p a copy and have copies available in libraries. They have sponsored a youth opportunity scheme, employing a supervisor. They have also sponsored a youth opportunity scheme, employing a supervisor. If young people help to fill in the gaps, they return the forms and are given a small fee. The scheme is aimed at encouraging young people to fill in the gaps and to help others.
Achievements
Successes and benefits
4.17 We asked associations to evaluate what they considered to be their main successful activity and to describe what benefits they thought they had brought to the community. Table 4D lists the responses.

4.18 The majority of associations (81 per cent) claimed to have had some sort of success. The following quotes from questionnaires illustrate typical responses for each of the above categories:

Social Activities
“Our social evenings have been very satisfying and we have drawn people in from other groups and thus formed new friendships.”

Environmental/Amenity
“Our environmental improvement scheme has been a great success.”

Modernisation
“(our main success was) the campaign for the modernisation of …… which has led to a total transformation of this hitherto neglected and depressed area.”

Repairs/Maintenance
“After a long struggle, (our main success was) having both blocks of flats completely re-roofed.”

Obtaining Premises
“(The main success has been) the conversion of a small unused drying area into a meeting/sitting room for OAPs and other small meetings. The advent of the winter should see it in regular use.”

Some groups found it difficult to specify any single area of success.

“It would be impossible to pinpoint one specific activity (in which we have been successful) after twenty-four years of active participation in the myriad problems faced by the residents of our area. Success has sometimes been recorded in days, other more complex or difficult issues have taken years. In many instances joint activity with other organisations has been required.”

4.19 When evaluating the nature of the benefits brought to the community by the association, 19 associations (eight per cent) could not name any benefit. Nearly half of associations mentioned more than one benefit, and a fifth mentioned more than two. Table 4E lists the main areas of benefits mentioned by associations.

<table>
<thead>
<tr>
<th>Area of Activity</th>
<th>N</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Social</td>
<td>117</td>
<td>55</td>
</tr>
<tr>
<td>Environmental/aenity</td>
<td>30</td>
<td>14</td>
</tr>
<tr>
<td>Modernisation</td>
<td>12</td>
<td>6</td>
</tr>
<tr>
<td>Repairs/Maintenance</td>
<td>7</td>
<td>3</td>
</tr>
<tr>
<td>Obtaining premises</td>
<td>3</td>
<td>1</td>
</tr>
<tr>
<td>Allocations</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>No successes</td>
<td>41</td>
<td>19</td>
</tr>
<tr>
<td>Total</td>
<td>211</td>
<td>100</td>
</tr>
</tbody>
</table>

Missing information 52

33
The following quotes from the questionnaire illustrate some typical replies:

Q: What benefits do you think your group has brought to the community?

A.1 “The benefit of knowing that the housing is improved. The children now have a youth club and the council are now taking more interest in our area.”

A.2 “Maintaining a close watch on the interests of the community, (The Association) affords a medium to deal quickly with any contentious issue affecting tenants.”

A.3 “Winning of environmental improvements, representing tenants in housing matters and personal issues, studying and analysing national and local legislation and informing tenants of its effects …. We would like to think (although it could not be measured) that our work and efforts within the community have helped many tenants to understand the importance of being responsible citizens, not just in their own interests, but in the greater interests of the community.”

A.4 “We have made tenants more aware of their entitlements. SSHA encourage tenants’ associations and are therefore more amenable and obliging when dealing with them than individuals. Public meetings, social events, visits by committee members have improved social contact within the estate which tends to be rather isolated.”

**Community Councils**

4.20 The present main areas of activity for the 199 community councils which deal specifically with housing matters are detailed in table 4F.

4.21 As table 4F indicates, like tenants’ and residents’ associations, social and welfare activities predominate but housing matters constitute less of a priority for community councils, ranking sixth, compared to 2nd for tenants’ and residents’ associations. Their style of activity differs from tenants’ and residents’ associations in that they become less involved in organising campaigns or directly running events.

4.22 Fewer of these community councils publish newsletters, 37 per cent, as opposed to over half of the tenants’ and residents’ associations. In terms of achievements, 28 per cent of these community councils could not name any achievement, compared with 19 per cent of tenants’ and residents’ associa-

**TABLE 4E**

**Benefits Brought to the Community by Tenants’ and Residents’ Associations**

<table>
<thead>
<tr>
<th>Benefit</th>
<th>N of mentions</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Increased sense of community</td>
<td>100</td>
<td>42</td>
</tr>
<tr>
<td>Representing tenants’ interests</td>
<td>71</td>
<td>30</td>
</tr>
<tr>
<td>Environmental/amenity improvements</td>
<td>53</td>
<td>22</td>
</tr>
<tr>
<td>Better contact with authorities</td>
<td>49</td>
<td>20</td>
</tr>
<tr>
<td>Social/Welfare</td>
<td>43</td>
<td>18</td>
</tr>
<tr>
<td>General housing</td>
<td>35</td>
<td>15</td>
</tr>
<tr>
<td>None</td>
<td>19</td>
<td>8</td>
</tr>
</tbody>
</table>

N = 238  
Missing information = 25
TABLE 4F

PRESENT MAIN AREA OF ACTIVITY

<table>
<thead>
<tr>
<th>Type of Activity</th>
<th>N</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Social/Welfare</td>
<td>52</td>
<td>28</td>
</tr>
<tr>
<td>Environmental</td>
<td>42</td>
<td>23</td>
</tr>
<tr>
<td>Amenity</td>
<td>31</td>
<td>17</td>
</tr>
<tr>
<td>Unspecified/General</td>
<td>29</td>
<td>16</td>
</tr>
<tr>
<td>Obtaining premises</td>
<td>15</td>
<td>8</td>
</tr>
<tr>
<td>Housing issues</td>
<td>12</td>
<td>7</td>
</tr>
<tr>
<td>Forming a local federation</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>182</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

Missing information: 17

...tions, although like tenants' and residents' associations their main successes were in their social and welfare activities (36 per cent). The differences in the styles of community councils and tenants' associations work is perhaps best illustrated by the fact that community councils name liaising with the authorities as the main benefit they brought to the community (66 per cent) compared to 20 per cent of tenants' and residents' associations.

Owner-occupiers Associations

The main areas of activity for the 40 owner-occupiers associations were over environmental and amenity issues (38 per cent), followed by social activities (30 per cent). Only two of these associations engaged in welfare activities. Like tenants' and residents' associations and community councils, these associations named social activities as their main area of success (50 per cent) with environmental and amenity improvements next (21 per cent). However 26 per cent said they had had no success compared with 19 per cent of tenants' and residents' associations.
CHAPTER FIVE

THE CASE STUDIES

5.1 The case study areas were selected to give a reasonably wide geographical spread and to cover different tenure type, housing mix, political make-up of council and tenant activity. In this chapter we describe the different characteristics of the areas studied and look at their policies and practices in relation to tenants’ associations and other forms of tenant participation.

Ettrick and Lauderdale

5.2 Ettrick and Lauderdale, one of the four districts in Borders Region, is the largest in area of the case study districts, but at 32,760 has the smallest population.* There are four small towns, Galashiels, Melrose, Lauder and Selkirk, together with several scattered rural settlements.

5.3 At 42 per cent of stock in the public sector, Ettrick and Lauderdale, with around 5,800 dwellings is the smallest housing authority of the case study areas. With a management and technical staff of eleven, the housing department is in charge of a mixture of pre-war (21 per cent), early post-war (44 per cent), and post-1965 (35 per cent) housing.1

5.4 At the time of this study, independent councillors held a majority of seats on Ettrick and Lauderdale District Council. Official policy on tenant participation is stated in the 1978 housing plan: "The district council have noted recent Government circulars and publications in regard to tenant participation, but have expressed the view that no additional formal structure of public consultation and involvement is required. It has so far been the view of the district council that there is in this area a fairly low ratio of tenants to elected members, that there is a broad network of community councils and that the officials of the district council are readily available for consultation by tenants and other interested parties."2

5.5 In practice tenants are consulted by housing management only during the modernisation of their houses. The council informs tenants of the proposals by letter in advance, consults a cross section of tenants about various proposals and finally holds a tenants’ meeting to discuss the details of the plan before work proceeds.

5.6 The council sees no need for developing procedures for consultation in other aspects of housing management.

5.7 Our survey identified two tenants’ associations in Ettrick and Lauderdale, neither of which responded to the questionnaire. It was subsequently discovered that one of these associations had merged with the local community association, but was still active in trying to improve the conditions in an estate which has a particularly high turnover of tenants and is a potentially undesirable area.

5.8 Discussions with housing management officials revealed that they had had some contact with both these associations. One had formed to cam-

* See Table 1A for comparison of characteristics with other case study districts.
ampaign about dampness in electrically heated housing. District council representatives had had one meeting with the association at which various options such as insulation had been discussed. Since then the council had heard no more from the association.

5.9 District Council officials were sympathetic to the problem of dampness, and aware that considerations of cost prevented tenants from using their electric heating to maximum effect. Nonetheless they had not encouraged the tenants' association, nor, apart from the one meeting, maintained contact with them.

5.10 The second tenants' association had informed officials that tenants in that area felt it was being used as a dumping ground for "bad tenants". While it was emphasised that this was not deliberate policy, pressure from the tenants had made officials sensitive to this possibility.

5.11 Council policy on tenants' and residents' associations is that they are neither encouraged nor discouraged. Both the council and their officials believe that there is no demand by tenants for greater involvement in housing management.

5.12 As for community councils, only three of the nine (out of 17) community councils which returned the questionnaire specifically mentioned dealing with matters related to housing. None saw themselves as a substitute for a tenants' association. Like the district council officials, the community councillors interviewed believed that the district was small enough for tenants to deal with the housing department on a face-to-face basis.

Inverclyde District

5.13 Inverclyde District, in Strathclyde Region, is the smallest area of the case study districts and has a population of 103,425. The main towns of Port Glasgow, Greenock and Gourock are on the River Clyde and coast. The villages of Wemyss Bay, Inverkip and Kilmacolm comprise the remaining settlements.³

5.14 The 24,000 dwellings in the public sector, which comprise 65 per cent of the total stock, are managed by one central and two area offices, plus nine estate offices and the district is divided into 15 areas for repair purposes with a fairly large staff comprising some 130 in administration and 300 tradesmen. Thirty-nine per cent of the stock are cottages and 61 per cent flats, of which the majority are tenements.

5.15 At the time of the study the Liberal Party had a majority on Inverclyde District Council although historically it has been a Labour stronghold. The Council had no specific policy on developing tenant involvement in management, although in the past it has been involved in experimental projects of consultation with tenants by management in Strone/Maukenhill and Gibshill.⁴ In practice tenants are consulted over modernisation, when public meetings are called by the council advertising in the local press and contacting tenants' associations representatives. There is also a project team which works in conjunction with Strathclyde Region's "special treatment" scheme, to co-ordinate the various groups involved in rehabilitation work and to ensure that a follow-up programme exists to consolidate the improvements made.

5.16 Contact between housing management officials and tenants' and residents' associations representatives
varies throughout the district. At one area office the housing visitor has a lot of contact with one local tenants’ association and she said she found them a useful source of local information and helpful in her work, particularly during modernisation. She believed that a lot of hard work goes into the running of tenants’ associations.

5.17 At the other area office it was said that the community council had taken over from an existing tenants’ association and although it was fairly active in housing matters, it dealt mainly with the central management department.

5.18 Inverclyde District Council try to build one tenants’ hall a year and have provided tenants meeting halls for seven or eight tenants’ and residents’ associations and a further three or four have the use of ground-floor tenement flats. The associations pay a rent to the council for these facilities, but many have the money rebated to them in the form of grants for specific projects.

5.19 The survey identified 46 tenants’ and residents’ associations in Inverclyde District of which 19 responded to the questionnaire. Fourteen of these said they were in regular contact with the district council and the same number said that officials occasionally attend their meetings. From interviews within the district it emerged that for the most part where they co-exist tenants’ and residents’ associations and community councils work well together, the tenants’ associations using the community councils as a source of council documents, cash and other support and the community councils covering a wider range of issues than tenants’ and residents’ associations. On the other hand, it was suggested to us that the collapse of a federation of tenants’ and residents’ associations within the district was somehow connected with

the advent of community councils and we know of at least one community council which took over from an existing tenants’ association.

5.20 One further feature that emerged from the interviews in this district was the amount of support available to tenants’ associations from community development and education workers.

Clackmannan District

5.21 Clackmannan, one of the three districts in Central Region, is a small district with a population of 48,090. The main town is Alloa and the hillfoot villages of Menstrie, Alloa, Tillicoultry and Dollar, together with Tullibody, Clackmannan and a few smaller villages comprise the main settlements.

5.22 Sixty-seven per cent of the housing stock is in the public sector (approx. 11,500 dwellings), the highest proportion of our case study areas, and well above the national average of 54 per cent.

5.23 Managed centrally by a small staff of nine, the stock is predominantly non-flatted (66 per cent) and post-war (66 per cent).

5.24 The district council was controlled by the Scottish National Party at the time of the survey and was involved in the promotion of a housing co-operative in one of the worst areas of social deprivation in the country, the Bowhouse. The area was being re-built, renamed Alloa Park and the hope was that it would become a Housing Management Co-operative run by the tenants. However, during the course of this study, the plan was rejected. The tenants’ organisation, Bowhouse Action Neighbourhood Group (BANG) maintain that the fault lay with the council who refused to accept their pro-
posals for the structure of the co-operative. In particular they say the council’s asking tenants if they were willing to pay £5 to join the co-operative made many tenants hostile to the proposal.

5.25 In practice there is no structure for tenant consultation; the council had attempted to promote the idea of tenants’ associations several years ago, but officials said they met with hostility to the idea.

5.26 Although community councils are not seen as a substitute for tenants’ and residents’ associations either by the district council, or by their own members, all of those which responded to the questionnaire deal with matters related to housing and in some cases such matters dominate their agendas.

5.27 The 1978–79 housing plan makes no reference to the development of tenant participation in the district and experience from the interviews indicates that further initiatives in this field are unlikely.

Dundee

5.28 Situated in Tayside Region, Dundee is one of Scotland’s four cities, although at 192,675 its population is less than a quarter that of Glasgow’s.

5.29 Public sector housing, at around 45,000 dwellings comprises 59 per cent of stock, over two-thirds of which is flatted accommodation. District council housing is managed by a staff of 200 from six area offices and a central management department.

5.30 Historically a Labour stronghold, the Conservative Party held a slim majority on the district council at the time of the survey. Their 1978 Housing Plan states their policy on participation: “The District Council encourages and promotes tenant participation in the housing field. The method of participation varies with the type of project under consideration and the tenant or community group likely to be affected. The one constant, however, is a recognition of the tenants’ and groups’ right to information and opportunities to shape their living environment.

By its very nature it is a relatively dynamic subject with what seemed marked improvements being quickly overhauled by further advances or having to be amended due to changing circumstances. Participation covers many different areas and some of the above changes are best seen with regard to tenants’ rights, housing advice and staff involvement.

The proposed publication of a tenancy agreement in the spring 1979 should guarantee the rights of tenants as discussed above. It should also clearly spell out the respective responsibilities of the council, tenants, and council/tenants jointly. They would, for the first time, provide tenants with a document outlining what they have a right to expect from the council and should therefore go some way to balance the negative situation via the existing Missive of Let and rent book where they only spelt out the tenants’ obligations.

Another area of importance in participation is special needs. The Council’s housing service maintains and promotes links with other relevant authorities and voluntary bodies to ensure that the needs of special groups such as the elderly, disabled and mentally disordered persons are being considered in the formulation of policies and programmes and where appropriate the individuals themselves help to determine their separate and group needs.”

5.31 At the time of the study much of
the work that had been undertaken in this field had involved consulting tenants individually and collectively over modernisation and other projects: the move towards the actual participation of tenants in management was seen as longer term. The present aim is to build and support tenants’ groups.

5.32 The development of consultation and participation is circumscribed by staffing requirements. The view expressed was that in the short run, consulting tenants, encouraging feedback and utilising the information is time consuming for a limited staff. In the long run, once procedures have been established, it may well prove to be beneficial to the management process.

5.33 An experiment to provide communal lounges in multi-storey blocks was meeting with difficulty at the time of the study. Money was available and plans had been drawn up, but tenants seemed reluctant to participate or commit themselves to assisting with the scheme. Officials blamed their lack of contact on a regular basis with the tenants for this. A community worker was soon to be appointed and once one scheme is established, hopefully others will follow. In the long term it is planned that the tenants will take over the running of these lounges for themselves.

5.34 Officials felt that perhaps community councils were not yet sufficiently well established to judge where they might fit in with the participation scheme. One task which they might fulfil is expressing the special needs of particular groups, or of areas not typical of the district, such as the peripheral villages.

5.35 Both of the two area managers interviewed for this study supported tenants’ associations and were in contact with groups of tenants in their area and attended their meetings. In one of these areas a tenants’ association had formed fairly recently. In this particular instance the area manager believed that the association provided an opportunity for management to work with the tenants to find mutually acceptable solutions to problems. His contribution to the association he saw as being educative; by informing the association about the processes of local government and other providers of services, the bargaining power of that association was strengthened.

5.36 The present general lack of tenants’ and residents’ associations in Dundee was variously explained as being due to the opposition of the politicians, local councillors being jealous of any erosion of their power; lack of a tradition of grass roots action and the role of community education, which runs community centres and community associations and undertake activities performed elsewhere by tenants’ associations.

Kyle and Carrick
5.37 Kyle and Carrick District is in Strathclyde Region and is the second largest in area of our case study districts and has a population of 113,162. The main town is Ayr and four smaller towns, Prestwick, Troon, Girvan and Maybole together with several villages make up the remaining centres of population.

5.38 Like the largest district, Ettrick and Lauderdale, Kyle and Carrick has a below average percentage of public housing at 47 per cent, comprised of 20,000 dwellings. Housing is managed mainly from the central office in Ayr, although each of the four other towns has an area office mainly for the collection of rent.
3.39 The Conservative party held the majority of seats on the district council at the time of this study.

3.40 Kyle and Carrick have no tenants' liaison workers nor do they hold public meetings to inform tenants of matters affecting them such as modernisation. Contact between tenants and management is on an individual basis through officials, district councillors or, occasionally, members of parliament. The surgeries of M.P.s and councillors are used quite extensively. Community councils, while encouraged, are not seen by the council as the appropriate bodies to negotiate with in housing matters. In the past here has been contact with tenants' associations in the district. At one time the district council proposed the formation of a housing co-operative, but it met with no interest from the tenants concerned. On the whole there is no commitment of the council to the promotion of tenant involvement generally or of tenants' associations. It appears that the accepted wisdom is that no demand for involvement exists.

3.41 Our researches for this study yielded only one tenants' association in Kyle and Carrick District and that had been formed by tenants in a SSHA development and only one of the eleven community councils which returned the questionnaire specifically mentioned involvement in housing matters.

5.42 With a population of 832,097 Glasgow District is the largest housing authority in Scotland. At the time of this survey, housing management was in the process of being decentralised to seven district offices, with responsibility for maintenance, allocations and bidding for capital resources. For the purpose of this survey we chose to look at the housing covered by the Pollok Area Office, which will eventually be managed under the South West District including Mosspark.

5.43 Pollok is one of the Priority Areas of Glasgow District, it covers approximately 12,000 dwellings of which a small number (three per cent) are privately owned. The Area office with, at this time, a staff of 52 was in charge of a stock over half of which are flat-roofed tenements, one high-rise block and the remainder four-in-a-block type.

5.44 Glasgow District Council had a Conservative administration at the time of their study, and had just launched its Alternative Strategy programme for housing management. Included in that strategy was an emphasis on enlightened management with tenants having more say in, for example, how to spend the money available for improvements.

5.45 It is Glasgow District Council's stated policy to taken tenant participation seriously and indeed it was the first ever council in Scotland to set up a housing co-operative for tenants. A team of specialist staff has also been appointed to promote greater tenant involvement and set up co-operatives in other areas of the city.

5.46 The Pollok area office staff are in regular contact with tenants' associations in their area and attend meetings when requested. In Priesthill they work with the Initiative Centre, an urban aid funded project run by Strathclyde Region and have formed a community management group representing all the local community groups. Staff at the centre believe that tenants' associations in the area are probably now better informed than those elsewhere.

5.47 The decentralisation of management to area offices has been accom-
panied by a growth in tenant activity and tenants’ associations. Much staff time has had to be spent overcoming the hostility and suspicion of tenants about their tenant liaison work. In particular, they are finding it difficult to convey to tenants that they are paid servants of the Council and do not have power to take many decisions themselves.

5.48 A point is made of informing tenants of proposals put before the council and their subsequent progress. In one particular case, where the tenants’ association was trying to secure the allocation of a shop and other premises the initial rejection of their proposal by the council and subsequent success through lobbying the relevant committee and gaining a hearing, was seen by the District Manager as a positive experience in increasing the awareness of the community of the workings of the council and its various departments.

5.49 Officials maintain regular contact with community councils which receive minutes and agendas of district council meetings, though it would appear that community councils are not used by tenants as a channel for contacting the area office. The relationship between the tenants’ associations and community councils in the Pollok area varies from one of mutual hostility to one of cooperation and division of tasks.

5.50 All seven of the tenants’ groups in the Pollok Area had some contact with officials at the area office, and most were in regular contact. All the tenants’ representatives interviewed were conscious that the area office had made officials more accessible. But while individual officials were singled out for praise and their efforts recognised, several tenants’ representatives were unable to associate these individuals with the monolith of “the corporation” which was still regarded with suspicion and hostility.

Summary

5.51 Scottish Development Department circular 14 asked local authorities to consider steps in developing tenant participation in housing management, and to set up pilot housing co-operatives so as to “encourage greater tenant involvement in housing management to give more balance to the local Housing Authority’s main duties of administering the housing stock efficiently, effectively and equitably and at the same time aim to cater for the needs of individuals, and to assist materially in the achievement of improvements in the physical and social conditions of housing estates.”

The Scottish Development Department gave as examples ad hoc consultations, permanent consultations, and formal housing co-operatives.

5.52 Only two district councils of six in our study areas have any policy of greater tenant involvement: Glasgow and Dundee. Although Clackmannan gained a certain notoriety over its planned co-operative, no other plans for tenant involvement exist, and participation is not mentioned in its second housing plan. Ettrick and Lauderdale and Kyle and Carrick both insist that there is no demand for more formal involvement in their areas. Inverclyde has no specific plans for tenant participation although a number of tenants’ associations are active in the district and have contact with housing management officials.

5.53 Apart from stated policy, the practice of consulting tenants’ and residents’ associations may depend on various other factors, such as the commitment of housing management officials to the ideal of consultation or
participation, the attitude of elected representatives and the skill of tenants' representatives in lobbying for their case.

REFERENCES

1 The information for this section is taken from Housing Plan 1978. Ettrick and Lauderdale District and from material gathered from the interviews.


3 Housing Plan, 1979–84. Inverclyde District. Also interview material.

4 For further information see: YOUNG, RONALD G.


5 Housing Plan, 1978–79. Clackmannan District. Also interview material.

6 Housing Plan, 1979. Dundee District. Also interview material.

7 Ibid., pp. 51–52.

8 For further details see: Glasgow's Housing: An Alternative Strategy for the Next Five Years. Director of Housing, City of Glasgow District Council, 1980.

CHAPTER SIX

ININVOLVEMENT IN MANAGEMENT

6.1 This chapter examines the relationship between tenants' and residents' associations and their respective landlords. Tenants' and residents' associations have very definite ideas about consultation and participation and we look at how these relate to present practice.

Contact between Management and Associations

6.2 As table 6A below illustrates, 66 per cent of tenants' and residents' associations have landlords or their representatives attending meetings on some basis, mainly on the request of the association.

A smaller percentage (51 per cent) are in regular contact with landlords through, for example, correspondence.

6.3 As table 6B illustrates there are very few associations in regular contact with their landlords whose representatives never attend at their meetings (seven per cent), and there is a strong relationship between landlords regularity of attendance at meetings and other regular contact.

Community Councils

6.4 Over half of the 199 community councils which deal with housing matters say that they are in regular contact with landlords over housing matters, while over three-quarters have landlords' representatives attending at their meetings, either regularly (31 per cent), if requested (32 per cent) or over a special matter (17 per cent). The degree of consultation between community councils and district councils is viewed with some scepticism by community councils however. A few community councils informed us that while they receive copies of documents relating to council business, there is frequently little time for the community council to canvas local opinion and submit its view to the council. More than a few feel that lip-service is paid to their consultative role.

TABLE 6A

| Landlords or Their Representatives Attending Tenants' and Residents' Associations Meetings |
|---------------------------------|--------|--------|
| Attendance                      | N      | %      |
| Occasionally, on request        | 87     | 36     |
| On a regular basis              | 38     | 16     |
| Occasionally if specific problem| 35     | 14     |
| Never                           | 73     | 30     |
| No dealings with landlord       | 9      | 4      |
| Total                           | 242    | 100    |

Missing information 21
The Roles of Tenants’ and Residents’ Associations in Housing Management

6.5 Throughout this report so far we have used the words participation, consultation and involvement rather loosely. To clarify precisely what we are referring to some definition is needed. The greater involvement of tenants in the housing management process can be achieved in more than one way; by informing tenants of decisions affecting them, by consulting tenants on an individual and a collective level, by the involving of tenants’ representatives in the housing management process, through membership of consultative committees for example; and by tenants taking over some responsibility in housing management as in a housing management co-operative.

### TABLE 6B

<table>
<thead>
<tr>
<th>Regular Contact</th>
<th>Regularly</th>
<th>On Request</th>
<th>If specific Problem</th>
<th>Never</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>N %</td>
<td>N %</td>
<td>N %</td>
<td>N %</td>
<td>N %</td>
</tr>
<tr>
<td>Yes</td>
<td>33 (14)</td>
<td>50 (22)</td>
<td>20 (9)</td>
<td>16 (7)</td>
<td>119 (52)</td>
</tr>
<tr>
<td>Total</td>
<td>38 (16)</td>
<td>83 (36)</td>
<td>34 (15)</td>
<td>72 (32)</td>
<td>227 (100)</td>
</tr>
<tr>
<td>Missing information</td>
<td>36</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### TABLE 6C

**Ideas on Involvement of Tenants in Housing Management**

<table>
<thead>
<tr>
<th>Tenants’ and Residents’ Associations</th>
<th>N</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tenants should:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(a) take over completely the management of the houses they occupy</td>
<td>...</td>
<td>...</td>
</tr>
<tr>
<td>(b) take over some but not all management responsibility</td>
<td>...</td>
<td>...</td>
</tr>
<tr>
<td>(c) have no direct responsibility but take part in management through membership of committees and consultation</td>
<td>...</td>
<td>...</td>
</tr>
<tr>
<td>(d) have no say in management but be kept informed of decisions affecting them</td>
<td>...</td>
<td>...</td>
</tr>
<tr>
<td>(e) have no involvement in management at all</td>
<td>...</td>
<td>...</td>
</tr>
<tr>
<td>Total</td>
<td>215</td>
<td>100</td>
</tr>
</tbody>
</table>

Missing information | 48
6.6 The evidence in paragraphs 6.2 to 6.4 relates to the kind of consultation taking place between management and tenants' and residents' associations. When it comes to participation only four per cent of associations could claim representation on some form of consultative committee. Twenty-three per cent of associations claim to have had some involvement with a special local project* but on a consultative rather than a participatory level.

6.7 Tenants' and residents' associations themselves have very definite ideas about how far tenants ought to be involved in housing management. Table 6C details these ideas:

6.8 The vast majority of tenants' and residents' associations believe that tenants should at least be informed about decisions affecting them, while 78 per cent of associations say they should have some part in the management process.

6.9 The ideas expressed in table 6C do not vary greatly according to whether the landlord is district council, SSHA, other public sector or privately rented. However none of the associations in the private rented sector opted for taking over management.

6.10 When related to a measure of the present level of consultation, attendance at tenants' and residents' association meetings (see table 6D) a small distinction emerges. While the measure of consultation is very basic, nevertheless contact with landlords in this way is associated with a slightly greater percentage opting for consultation and participation as an ideal, rather than for a total take over.

6.11 This relationship appears to be confirmed by the evidence gathered in our case study areas. For both Glasgow and Dundee, who are implementing some policy of participation, all the associations opted for category (c).

TABLE 6D

<table>
<thead>
<tr>
<th>Ideals</th>
<th>Landlords attend</th>
<th>Never</th>
<th>%</th>
<th>Yes</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>(a) take over completely the management of the houses they occupy</td>
<td></td>
<td>7</td>
<td>11</td>
<td>8</td>
<td>5</td>
</tr>
<tr>
<td>(b) take over some but not all management responsibility</td>
<td></td>
<td>11</td>
<td>17</td>
<td>19</td>
<td>13</td>
</tr>
<tr>
<td>(c) have no direct responsibility but take part in management through membership of committees and consultation</td>
<td></td>
<td>32</td>
<td>49</td>
<td>87</td>
<td>60</td>
</tr>
<tr>
<td>(d) have no say in management but be kept informed of decisions affecting them</td>
<td></td>
<td>11</td>
<td>17</td>
<td>25</td>
<td>17</td>
</tr>
<tr>
<td>(e) have no involvement in management at all</td>
<td></td>
<td>4</td>
<td>6</td>
<td>5</td>
<td>3</td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td>65</td>
<td>100</td>
<td>144</td>
<td>100</td>
</tr>
</tbody>
</table>

* These projects involved planning (seven per cent), amenity provision (five per cent), modernisation (four per cent), housing (three per cent) and unspecified (three per cent).
As one association informed us on the questionnaire:

"The . . . . . association would very much like participation in management through committees and suggest that when issues concerning the area are discussed at all levels of council, the association’s representatives should be invited along to take part. That way they would be involved and would know why decisions were reached, not just that they had been arrived at”.

Another expressed the view:

"The district council has a bad image locally, although we have heard that some consultation takes place over modernisation, this association feel a structure for consulting tenants and tenants’ and residents’ associations should exist."

6.12 In their final comments on the questionnaire several associations took the opportunity to explain their attitude to participation in housing management. At this time Summerston Co-operative was very much in the news and several groups were considering the possibility of co-operatives. More than one said:

"We have discussed a tenants’ co-operative but feel that this is not advisable until our houses are modernised."

One association explained that they would not welcome more involvement.

"Over 70 per cent of our tenants are OAPs. It was agreed that these affairs are too complex and intimidating for any of our members to be involved in."

Others said they would welcome more participation but would not wish to be "unpaid vigilantes, watch-dogs or informers" for the authorities.

A few associations took a more long-term political view:

"The problem of housing management will only be resolved when we have a proper social system where the authorities really represent the tenants.”
CHAPTER SEVEN

CONCLUSIONS & RECOMMENDATIONS

7.1 In this chapter we examine the main conclusions reached in our study and make recommendations aimed at tenants’ and residents’ associations, at community councils and at housing management.

Types of Groups and their Location
7.2 The survey findings discussed in Chapter Two revealed that tenants’ and residents’ associations are primarily an urban phenomenon, and their distribution reflects that of public housing and population in Scotland. However, it is significant that some urban areas have few or no tenants’ associations, but is was not possible within the scope of this research to identify why this should be the case.

7.3 In rural areas there are particular obstacles to the formation of tenants’ and residents’ associations; housing, especially public housing, is dispersed, and maintaining contact between members is more difficult. The kinds of activities undertaken by tenants’ and residents’ associations in an urban context may be inappropriate for village life, or may be undertaken by other organisations. Our findings indicated that in rural areas many community councils are involved in similar activities to tenants’ associations.

7.4 Nevertheless there can be a problem with the relationship between tenants’, residents’ and community associations on the one hand and community councils on the other. In particular associations and community councils should be encouraged to work together, to recognise the legitimacy of each other’s roles and to learn from the experience of the other.

RECOMMENDATION 1
We recommend that community councils support the tenants’ and residents’ associations in their area where they can. Where no such association exists, community councils should find out whether there are unmet needs among tenants, and consider whether they should become concerned with housing matters if they are not already involved.

Organisation, Resources and Support
7.5 In Chapter Three, paragraphs 3.2 to 3.4 we discussed the contention that tenants’ and residents’ associations spring up over a particular issue and disappear when that issue is resolved. Our evidence indicates that this is not always the case; many associations have a long history, while some newly-formed associations are in fact older groups becoming active again.

7.6 While a particular issue may precipitate the formation of a tenants’ association, frequently the purpose of the association is perceived as being wider than the resolution of the issue and reflects a desire by some tenants to do things for themselves. Housing management therefore should view tenants’ and residents’ associations as an encouraging sign of the growth of community identity.
7.7 The initiative for forming associations generally comes from tenants themselves. The idea for an association may come from an incomer to the area, from knowledge of a nearby association, reports in the media or from a community worker or housing official, although our evidence has not enabled us to quantify these. Housing authorities wishing to encourage the formation of tenants’ associations must first ensure that their tenants know how to go about forming one.

**RECOMMENDATION 2**

We recommend that housing authorities find out whether there is interest among their tenants in the establishment of tenants’ associations. We suggest that a useful method of facilitating the development of tenants’ associations would be to draw upon the experience of established associations by contacting the Tenants’ Participation Advisory Service, or the Scottish Tenants’ Organisation.

**Membership of Tenants’ and Residents’ Associations**

7.8 Paragraphs 3.10 to 3.21 described how associations define their membership. Definition is a problem in terms of how “legitimate” or representative an association is perceived to be both by the local authority and by local tenants. The majority of associations demand a small membership fee and this enables them to be seen as having a formal membership and thus genuinely representing local opinion.

7.9 General meetings for the whole membership of an association are mainly held on a monthly basis. The turnout of members to these meetings varies from group to group. Individual associations also experience differing levels of turnout according to such factors as the topicality of a particular issue, the time of year and the weather. Obviously not all associations are campaigning over a particular issue all the time. Many groups expressed a dissatisfaction with the level of turnout of tenants to general meetings but our findings indicate an unrealistically high expectation of the turnout of tenants on the part of office-bearers of associations. The actual numbers of tenants who attend general meetings is in fact quite substantial especially when a topical issue is to be discussed.

**Committee Structures**

7.10 In paragraphs 3.22 to 3.29 we noted that the usual committee structure of tenants’ and residents’ associations is that of four office-bearers: chairman, vice-chairman, secretary and treasurer. Some associations have found it useful to adopt a street representative system, which enables all parts of an estate to have their interests represented. Other associations have spread the workload on committee members by either increasing the number of office-bearers, by for
example having a secretary and a minute secretary, or by adopting a system of rotation whereby individual office-bearers must stand down after a specified period. This latter system has the added advantages of avoiding the accusation that a “power clique” controls the association, and of disseminating committee skills among a larger number of members.

7.11 We recognise that many individuals give unstintingly of their time and effort to tenants’ and residents’ associations; however some office-bearers complained that a great deal of work is laid on a few shoulders. Larger committees or rotation of office-bearers are ways of spreading the workload.

RECOMMENDATION 3
We recommend that tenants’ and residents’ associations which do not already do so might experiment with spreading the workload of their committees by some of the following ways:

a) by adopting a system of street or area representatives

b) by increasing the number of office-bearers; or

c) by adopting a rotation of office-bearers, whereby individuals must step down after a certain period in office for a specific time and allow another to fill their place.

Resources Available to Associations
7.12 Paragraphs 3.30 to 3.45 showed that the main resources necessary for the running of tenants’ and residents’ associations are money, premises, equipment and expertise. The availability of these is interrelated. Many associations emphasised that the resource most needed was premises for meetings and other activities.

RECOMMENDATION 4
We recommend that District Councils and other housing authorities make premises available for community use. When this is impractical, we recommend that they make representations on behalf of tenants’ associations to other bodies, such as education departments of Regional Councils, to make premises like schools available. Authorities will need to be flexible in their response to this need, the nature of which will vary from group to group. Housing authorities should also be alert to the possibility that premises which are currently adequate for a group’s need might be outgrown as its activities develop.

Support for Tenants’ Groups
7.13 Paragraphs 3.46 to 3.57 examined the kinds of support received by associations from local councillors, community workers, other community groups and federations of groups. Our findings indicated that local councillors sometimes do not recognise tenants’ and residents’ associations as legitimate bodies. Although councillors may not always be in agreement with the views of an association, we believe that such bodies constitute a useful vehicle for communication between councillors and tenants.

RECOMMENDATION 5
We recommend that councillors recognize that tenants’ and residents’ associations have a positive role and legitimate place in the community and that they co-operate and communicate with them.

Activities and Achievements
7.14 The wide range of activities and achievements of tenants’ and residents’ associations were discussed in Chapter Four. We concluded that associations which diversity their activities to include
he social sphere are able to sustain their members’ interest through difficult periods when perhaps their other activities are at a low ebb. Such activities can also help raise money.

**RECOMMENDATION 6**
We recommend that tenants’ and residents’ associations which do not do so at present consider diversifying into social activities of some sort.

7.15 The main work of a tenants’ or residents’ association centres on housing and public services. Associations which take up general issues or areas of common complaint are generally viewed by the authority concerned as more credible bodies than those which just pass on individual tenants’ complaints to the authority, although we recognise that the latter task has its place in an association’s activities.

7.16 We would also direct the attention of associations to the variety of issues that others have campaigned over with success, such as the installation of bus-shelters, pedestrian crossings and the like. This is one area where associations can benefit from other groups’ experiences.

7.17 We were particularly impressed by the high number of associations which produce a newsletter of some sort. Keeping members informed is very important, particularly those who are unable or unwilling to attend meetings.

**RECOMMENDATION 7**
We recommend that those associations which do not already do so should consider producing a newsletter for their members, perhaps in collaboration with other local community groups or their community council.

**Case Studies**

7.18 The main points emerging from the discussion of the “case studies” reported in Chapter Five related to the attitude of housing management and policy of District Councils towards tenants’ and residents’ associations.

7.19 The first point we wish to make is that tenants have the same interest as housing departments in well run, well maintained housing. It is not just at specific times, for example when modernisation is planned, that management need to hold discussions with their tenants. Housing authorities should view tenants’ and residents’ associations as a positive force in housing and make use of them in the management process. One method of achieving this is by elected representatives and officials attending the associations’ meetings. In addition, while recognising the restrictions imposed by limited resources, especially among the smaller housing authorities, we suggest that authorities should consider giving some of their staff the responsibility for liaison with tenants’ and residents’ associations on similar lines to the SSHA and Glasgow District Council.

7.20 The case studies revealed that decentralised management is popular and can enable a presence to be maintained on the estate level. Tenants can relate more easily to named and known individuals than to an anonymous organisation.

7.21 In order to establish contact with tenants’ and residents’ associations in their areas housing authorities must first be aware of the existence of associations and have someone with whom they can maintain contact.
RECOMMENDATION 8
We recommend that housing authorities keep up-to-date records of tenants' and residents' associations and their office-bearers. Information concerning plans or decisions affecting the areas represented by an association should be sent to them as a matter of course. Tenants' and residents' associations should make it their business to inform the housing authority of their existence and of any changes in the addresses or phone numbers of office-bearers. Community councils and local councillors could assist in making available information by passing on relevant documents to associations in their area.

RECOMMENDATION 9
We recommend that housing authorities meet with tenants' and residents' associations in their areas and discuss the form that involvement in management might take. It is likely that different methods will suit different areas and there is considerable scope here for experimentation with different forms of participation.
APPENDIX I

THE SURVEY

Before questionnaires could be circulated to tenants' and residents' associations in Scotland a list of such groups had to be compiled. To this end we wrote letters requesting information regarding associations in their areas to the many different bodies listed in Table A. In addition, letters were written to the editors of local newspapers requesting groups to contact us, and a request was made on the Radio Scotland programme, the Jimmy Mack show, for information about associations. Table A illustrates the sources of our information about tenants' associations.

As we gathered information about tenants' groups, we came to realise that we would have to widen the scope of our sample to include community councils and other community groups to see how far they undertook tenant association type work. By the time the questionnaire had been piloted and was ready to be sent out, we had 2,148 groups' addresses indexed, this being the sum of 729 tenants' and residents' associations, 1070 community councils and 349 other community groups.

The questionnaire was designed in a booklet format, and divided into five parts covering a description of the area and housing type, organisational details, resources, activities and relationship with housing authority. They were dispatched with a covering letter, an information sheet about the Scottish Consumer Council and a stamped addressed envelope for their return. After six weeks, reminder cards were sent to those groups who had not replied so far and four months later a second questionnaire was sent to tenants' associations who had not yet responded. Where questionnaire were returned to us by the GPO as 'gone away' if we had an alternative name and address for that group, the other questionnaire was redirected. The response rates for the 3 samples are listed in tables B, C and D.

TABLE A

<table>
<thead>
<tr>
<th>Sources of Information about Tenants' Associations</th>
<th>N</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>District Councils/New towns</td>
<td>296</td>
<td>41</td>
</tr>
<tr>
<td>Scottish Special Housing Association</td>
<td>9</td>
<td>1</td>
</tr>
<tr>
<td>Citizens Advice Bureaux</td>
<td>58</td>
<td>8</td>
</tr>
<tr>
<td>Councils of Social Service</td>
<td>12</td>
<td>2</td>
</tr>
<tr>
<td>Scottish Council of Tenants' Associations</td>
<td>14</td>
<td>2</td>
</tr>
<tr>
<td>Glasgow Council of Tenants' Associations</td>
<td>38</td>
<td>5</td>
</tr>
<tr>
<td>Trades' Councils</td>
<td>3</td>
<td>1</td>
</tr>
<tr>
<td>Civic Societies</td>
<td>17</td>
<td>2</td>
</tr>
<tr>
<td>Social and Community Workers</td>
<td>184</td>
<td>25</td>
</tr>
<tr>
<td>Other Voluntary Bodies</td>
<td>10</td>
<td>1</td>
</tr>
<tr>
<td>All Other Sources</td>
<td>88</td>
<td>12</td>
</tr>
<tr>
<td>Total</td>
<td>729</td>
<td>100</td>
</tr>
</tbody>
</table>

* Inevitably information about associations frequently came from a number of different sources. These are the first sources.
### TABLE B
**Tenants' Associations: Response to Questionnaire**

<table>
<thead>
<tr>
<th>Status</th>
<th>Relative Frequency</th>
<th>Adjusted Frequency</th>
<th>Cumulative Frequency</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Returned completed</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Association still functioning</td>
<td>284</td>
<td>39</td>
<td>43</td>
</tr>
<tr>
<td><strong>Returned not completed</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Association disbanded</td>
<td>54</td>
<td>7</td>
<td>8</td>
</tr>
<tr>
<td><strong>Associations combined</strong></td>
<td>21</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td>No information</td>
<td>33</td>
<td>5</td>
<td>5</td>
</tr>
<tr>
<td><strong>Gone away</strong></td>
<td>69</td>
<td>9</td>
<td>N/A</td>
</tr>
<tr>
<td>Not returned</td>
<td>249</td>
<td>34</td>
<td>38</td>
</tr>
<tr>
<td><strong>Questionnaires dispatched—TOTAL</strong></td>
<td>729</td>
<td>100</td>
<td>100</td>
</tr>
</tbody>
</table>

### TABLE C
**Community Councils: Response to Questionnaire**

<table>
<thead>
<tr>
<th>Status</th>
<th>Relative Frequency</th>
<th>Adjusted Frequency</th>
<th>Cumulative Frequency</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Returned completed</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Council still functioning</td>
<td>533</td>
<td>50</td>
<td>50</td>
</tr>
<tr>
<td><strong>Returned not completed</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Council disbanded</td>
<td>8</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td><strong>Councils combined</strong></td>
<td>2</td>
<td>&lt;1</td>
<td>&lt;1</td>
</tr>
<tr>
<td>No information</td>
<td>37</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td><strong>Gone away</strong></td>
<td>14</td>
<td>1</td>
<td>N/A</td>
</tr>
<tr>
<td>Not returned</td>
<td>472</td>
<td>44</td>
<td>45</td>
</tr>
<tr>
<td><strong>Questionnaires despatched—TOTAL</strong></td>
<td>1070</td>
<td>100</td>
<td>100</td>
</tr>
<tr>
<td></td>
<td>N</td>
<td>%</td>
<td></td>
</tr>
<tr>
<td>--------------------------</td>
<td>----</td>
<td>----</td>
<td></td>
</tr>
<tr>
<td>association still</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>functioning—act</td>
<td>40</td>
<td>11</td>
<td></td>
</tr>
<tr>
<td>as ta.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>association still</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>functioning—not</td>
<td>107</td>
<td>31</td>
<td></td>
</tr>
<tr>
<td>act as ta.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>association defunct</td>
<td>12</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>Returned — Gone away</td>
<td>11</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>Not Returned</td>
<td>179</td>
<td>52</td>
<td></td>
</tr>
<tr>
<td>Total despatched</td>
<td>349</td>
<td>100</td>
<td></td>
</tr>
</tbody>
</table>
The Scottish Consumer Council is at present engaged on a survey of tenants' and residents' associations in Scotland. We have obtained information about the whereabouts of tenants' groups from various sources and are now approaching groups directly, which is why I am writing to you.

Enclosed with this letter is a questionnaire, which we have sent to other groups all over Scotland. I hope you will spare us the time and trouble to complete it and return it to us in the enclosed envelope.

The aims of the survey, which is funded by the Scottish Development Department, are to find out what tenants groups like your own are doing, what they have achieved and to provide a basis for recommendations on ways in which tenant representation and organisation might be developed or improved.

I can assure you that your answers will be treated anonymously and confidentially, and will be used to compile a national report.

If you have any queries about the questionnaire, or difficulties in completing it, Monica Wilson our research officer for this study will be pleased to help. You can either write to her at the above address or telephone 041-332-8858 during office hours.

If you are interested, a copy of a summary of the results of the survey will be sent to you on request. Please indicate on the back of the questionnaire if you would like one. The national report resulting from the study will be available from June, 1980 at the above address.

In order to understand the situation for all types of tenants groups, it is most important that your group is represented. I stress the importance of your contribution to the success of this study and therefore both urge your co-operation and thank you for it.

Yours sincerely,

Peter Gibson,
Director.
FIGURE A — Questionnaire

INTRODUCTION

Please answer all the questions and read each one carefully before choosing a reply or replies. Most of the questions state alternatives which you choose by placing a tick, thus √ in the box opposite the appropriate reply. Where more than one choice is offered the question states this.

In some cases more detailed answers are asked for and a guide to the kind of details will be found under the question.

If you are unable to answer a question, please say so in the answer space. (e.g. I don't know).

If you feel a particular question does not apply in your case, please say so. (e.g. Not applicable).

The information you provide will be treated anonymously and confidentially.

THANK YOU FOR YOUR COOPERATION.

PART 1. THESE QUESTIONS WILL PROVIDE US WITH A DESCRIPTION OF THE AREA COVERED BY YOUR ORGANISATION.

(1) Is the area covered by your group in

(a) A city
(b) A large town
(c) A new town
(d) A small town
(e) A village

PLEASE TICK CORRECT BOX

(2) In the area covered by your group are the houses?

(NOTE: Tick ALL that apply).

(a) District Council
(b) Scottish Special Housing Association
(c) New Town Development Corporation
(d) Housing Association
(e) Privately Rented
(f) Owner Occupied

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(3) What types of houses are in your group’s area?

(NOTE: Tick ALL those that apply).

(a) Cottage houses

(b) Maisonettes

(c) Own door flats

(d) Common entrance flats

(e) High rise flats

(4) What is the main types of housing in your group’s area

...........................................

(5) When were most of the houses built?

(a) Pre-1919

(b) 1919–39

(c) 1940–59

(d) 1960–

(6) Is any part of the area covered by your group at present:

(NOTE: Tick ALL that apply)

(a) Being cleared or redeveloped

YES

NO

(b) Undergoing modernisation

YES

NO

(c) In a Housing Action Area

YES

NO

PART 2. THESE QUESTIONS WILL TELL US ABOUT HOW YOUR GROUP IS ORGANISED.

(7) Roughly what proportion of households in your area are members of your group?

(a) About ¼

(b) About ½

(c) About ¾

(d) All

(8) How many members do you have?

Number

(9) How do people become members?

(a) Automatically if resident

(b) By paying fee if resident

(c) Other

Please give details

...........................................

...........................................

(10) If you have a membership fee, how much is it per year?

(NOTE: Mention any special rates for OAPs, unemployed, etc.)

Amount £

Is this

(a) Per person

(b) Per household

(11) How many members are up to date with their subscription?

Number

........................................
(12) How often do you have business meetings for the whole membership?
(a) Never
(b) Annually
(c) Every 6 months
(d) Every 3 months
(e) Monthly
(f) Fortnightly
(g) Weekly
(h) Other

Please give details . . . . . . .

........................................

(13) What is the USUAL turnout at these meetings?
Number ....................

(14) Does your group have a committee?
YES ☐
NO ☐

If YES, how many people are on the committee?
Number ....................

(15) How are the committee members chosen?
(NOTE: Tick ALL that apply)
(a) Elected
(b) Co-opted
(c) Volunteer
(d) Other

Please give other details . . . . . . . .

........................................

(16) How often are committee members re-elected/appointed?
(a) Annually
(b) Every 6 months
(c) Every 3 months
(d) As vacancies occur
(e) Other

Please give details . . . . . . .

........................................

........................................

(17) Do you have any difficulties in getting people to serve on the committee?
(a) No difficulty
(b) Some difficulty
(c) A lot of difficulty
(d) Very great difficulty
(e) Places left unfilled

(18) What are the office-bearers’ titles?
(NOTE: e.g. Chairman, secretary, etc.)

........................................

........................................

........................................

........................................

(19) How often does the committee USUALLY meet?
(a) Every 6 months
(b) Every 3 months
(c) Every 2 months
(d) Fortnightly
(e) Weekly
(f) Other

Please give details . . . . . . .

........................................

........................................

........................................
(20) How many committee members USUALLY attend these meetings?
Number ..................

(21) Is your group affiliated to any joint council or federation?
YES ☐
NO ☐

If YES please give details .........................
........................................................................
........................................................................
If NO has your group ever been affiliated to any joint council or federation in the past?
YES ☐
NO ☐

If YES why are you no longer a member? ........
........................................................................
........................................................................

PART 3. THESE QUESTIONS WILL TELL US ABOUT THE KINDS OF RESOURCES YOU HAVE AT YOUR DISPOSAL.

(22) How much money do your receive from membership fees per year?
NONE ☐
AMOUNT £............p

(23) Do you receive any grants or donations?
YES ☐
NO ☐

If YES, how much? .........................
and from whom? .........................

(24) Do you hold fund-raising activities, such as jumble sales or raffles?
YES ☐
NO ☐

If YES, how much have they raised during the last year?
Amount .................

(25) Do you spend money on:
(NOTE: Tick ALL those applicable).
(a) Printed material ☐
(b) Correspondence/postage ☐
(c) Advertising in local press, etc. ☐
(d) Travel and transport ☐
(e) Hire of hall for meetings ☐
(f) Social activities ☐
(g) Other ☐

Please give details .........................
........................................................................

(26) How do you get the following done?
(NOTE: Do you get volunteers or does council/community council etc. provide)
(a) Typing .........................
(b) Duplicating .........................
(c) Printing .........................

(27) Where do you normally meet?
(a) Community Centre ☐
(b) School ☐
(c) Private House ☐
(d) Local Hall ☐
(e) Other ☐

Please give details .........................
........................................................................
(28) Do you have to pay for these premises?

YES [ ]

NO [ ]

If NO, who provides them?

........................................

(29) Are you satisfied with the premises which you have?

YES [ ]

NO [ ]

(30) Does your group possess any of the following?

(NOTE: Tick ALL those that you have).

(a) Typewriter [ ]

(b) Duplicator [ ]

(c) Catering Equipment [ ]

(d) Transport [ ]

(31) Have you published any of the following?

(NOTE: Tick ALL those that apply).

(a) Newsletter/bulletin [ ]

(b) Reports/submissions [ ]

(c) Posters, notices [ ]

IF YOU DO PUBLISH ANY OF THESE, WE WOULD BE GRATEFUL IF YOU COULD ENCLOSE COPIES WITH YOUR REPLY.

(32) When was your group formed?

Month .................. 19 ..... 

(33) Who was responsible for forming it?

(a) Local tenants/residents [ ]

(b) District Council [ ]

(c) Scottish Special Housing Association [ ]

(d) New Town Development Corporation [ ]

(e) Housing Association [ ]

(f) Community Council [ ]

(g) Community Worker [ ]

(h) Other [ ]

Please give details ............

........................................

........................................

(34) Could you briefly outline the reason why the group was formed?

(NOTE: Please tell us if it was because of a specific issue or social reasons, etc.).

(35) When your group was formed, did you approach anyone for help or guidance?

YES [ ]

NO [ ]

If YES, who was this?

(NOTE: Was it Region/District/Community Councillor, etc.).

........................................

........................................

(36) Did they give you the help you requested?

YES [ ]

NO [ ]
(37) Does your group run any
(a) Social Activities YES □
NO □
If YES, what are they?
(NOTE: e.g. Dances, Bingo nights, etc.).

.................................................................

.................................................................

.................................................................

(b) Welfare activities YES □
NO □
If YES, what are they?
(NOTE: e.g. OAP’s lunch clubs, welfare rights, etc.).

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.................................................................

.................................................................

(38) Of all the activities you have been involved in, which one would you say has been most successful and why?

.................................................................

.................................................................

.................................................................

(39) What benefits do you think your group has brought to the Community?

.................................................................

.................................................................

.................................................................

(40) What work is your group concentrating on at the moment?
(NOTE: Is mostly social, welfare or a particular issue, etc.).

.................................................................

.................................................................

.................................................................

(41) Does your group have meetings with other organisations or individuals?
(NOTE: e.g. Community Council, Social Work Dept., Action Groups, Local Councillor, etc.).
YES □
NO □
If YES, could you name the organisations and individuals?

.................................................................

.................................................................

.................................................................

PART 5. THIS SECTION IS ABOUT YOUR RELATIONSHIP WITH YOUR LANDLORDS.

(42) Do your landlords (District/Scottish Special Housing Association/Private Landlord, etc.) consult with your Group?
(NOTE: e.g. Regular correspondence, consultation over modernisation, repairs, etc.).
YES □
NO □

(43) Do your landlords or any of their representatives attend your meetings?
(a) Never □
(b) Regularly □
(c) Occasionally □
If occasionally, please give examples

.................................................................

.................................................................

.................................................................

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44) Are any of your members also:

(NOTE: Tick ALL that apply and give numbers)

(a) Regional Councillors  
Number ............  

(b) District Councillors  
Number ............  

(c) Community Councillors  
Number ............  

45) Do you get regular help from local Councillors?

YES  
NO  

46) Is your group represented on any housing committees?

(NOTE: e.g. District Council Housing Committee, Committees of the S.S.H.A., etc.).

YES  
NO  

If YES, please name the Committee(s)

................................................................................
................................................................................
................................................................................

47) Has your group been involved with any special projects or working parties initiated by your landlords?

(NOTE: e.g. Special local plans, etc.)

YES  
NO  

If YES, please describe the project

................................................................................
................................................................................
................................................................................

48) What housing problems are most frequently complained about by tenants?

(a) Repairs  
(b) Maintenance  
(c) Modernisation  
(d) Dampness  
(e) Rents  
(f) Housing Allocation  
(g) Vandalism  
(h) Other  

Please give details ..............  

................................................................................

49) Have you ever become involved in disputes with your landlords?

YES  
NO  

If YES, please briefly explain the nature of the dispute (e.g. repairs, modernisation) and what the outcome was

Dispute 1  Nature. .........................  
Outcome. .........................

Dispute 2  Nature. .........................  
Outcome. .........................

Dispute 3  Nature. .........................  
Outcome. .........................
FINALLY, WE WOULD BE INTERESTED TO KNOW WHAT YOUR GROUP THINKS ABOUT TENANT INVOLVEMENT IN HOUSING MANAGEMENT.

(50) Do you think tenants should:

(a) Take over completely the management of the houses they occupy (i.e. be responsible for all rents, allocations, repairs, etc.).
(b) Take over some, but not all management responsibilities (e.g. repairs)
(c) Have no direct responsibility but take part in management through membership of committees and consultation.
(d) Have no say in management but be fully informed of decisions affecting them through copies of housing minutes, etc.
(e) Should have no involvement in management at all.

This questionnaire was filled in by:

In consultation with committee members:

How many?

In consultation with other members:

How many?

If you have any comments to make, either on a particular question or on the questionnaire as a whole, please make them below. All comments will be read and taken into consideration.

THANK YOU FOR YOUR HELP IN THIS STUDY.
MEMBERS OF SCOTTISH CONSUMER COUNCIL
(as at 30th November 1981)

Mrs. ESME WALKER: Founder member Edinburgh Consumer Group, former CAB volunteer.  
Chairman

Professor TOM CARBERY: Member Broadcasting Complaints Commission, Former Chairman Transport Users' Consultative Committee for Scotland.  
Vice-Chairman

Mr. RONALD DUFF: Former Chairman Edinburgh Citizens Advice Bureau.

Mrs. RITA FINLAYSON: Member Transport Users' Consultative Committee for Scotland, Secretary of Local community association.

Mrs. SHEENA GOOLD: Member WRVS, Greater Glasgow Health Board.

Mr. COLIN HOPE: Member Transport Users' Consultative Committee for Scotland, Local Electricity Consultative Committee, Member of Council of Insurance Ombudsman Bureau.

Mrs. BARBARA KELLY: Member of SWRI, Local Health Council, Committee of Dumfries Action Centre.

Mr. BOB McCREADIE: Chairman Scottish Legal Action Group, Former Editor SCOLAG Bulletin.

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Mrs. HELEN MILLAR: Former Chairman Scottish Consumers' Committee on Milk Marketing, Former Chairman Strathclyde Region's Children's Panel.

Mrs. MAEVE ROBERTSON: CAB volunteer, Consumer affairs broadcaster.

Ms. SYLVIA SANDEMAN: Member of Scottish Committee for Access for the Disabled, Member Scottish Sports Council, holder of Disabled Scot of the Year Award.

Mrs. BETTY SKIVINGTON: Chairman of Local Health Council, Member of South of Scotland Electricity Consultative Council.

Dr. DOUGLAS WILLIAMSON: Secretary, Aberdeen Consumer Group.
Tenants' Association Advisory Committee

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Mr. A. BURTON, Director of Planning Exchange, Member of SCC.
Ms. J. BRADBURY, Shelter.
Mr. W. McQUEEN, Scottish Development Department.
Mrs. A. HENDERSON, SACRO, Member of SCC.
Mr. J. ENGLISH, Paisley College of Technology.
Mr. A. D. URQUHART, Scottish Development Department.
MR. R. YOUNG, Director of Housing, Dumbarton District Council.
PETER GIBSON, SCC Staff.
MONICA WILSON, SCC Staff.
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