

Residents of CHA take control

by Debbie Weiner

The residents at LeClaire Courts are determined. Very determined.

They are embarked on an ambitious effort to turn their 615-unit, low-rise CHA housing development on the southwest side into a resident-managed project.

"We're very excited about this. We're striving hard to accomplish this," says resident Willie Ethel Thomas, president of LeClaire's Local Advisory Council.

Other residents echo her enthusiasm. "We're ready. It's just a matter of time," avows Irene Johnson, leader of the resident management project.

The idea to bring resident management to LeClaire came from resident Jack Mayberry more than five years ago. Mayberry has since died, but his idea has been incubating slowly, and finally, last year, people at LeClaire started working on it in earnest. This is the first resident-inspired attempt to bring self-management to a CHA housing project.

"We are doing something that will have national implications," states Stanley Horn. Horn is the director of the Clarence Darrow Center, a social service agency based at LeClaire. The Darrow Center is sponsoring and guiding the project.

The concept of resident management



for public housing has been around since the late sixties, but is just now gathering steam. It has taken different forms, but basically involves a contractual relationship between the local housing authority, which retains ownership of the housing, and a resident management corporation (RMC), which acts as the property's manager.

Bromley-Heath, a housing project in Boston, was the first to convert to resident management. Shortly afterward,

between 1973 and 1976, five projects in St. Louis formed RMCs. They formed in the aftermath of a 1969 rent strike against the public housing authority because of deplorable housing conditions. The authority agreed, as part of the strike settlement, to greater tenant participation.

The St. Louis experience spurred interest in resident management nationwide. In 1976, HUD and the Ford Foundation started the National Tenant Mandate

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Non-profits explore tenant training

by Mike Rohrbeck

There is a growing consensus among neighborhood housing developers that training and education are critical to preserving low- and moderate-income housing.

But it's no easy matter separating the rhetoric from reality. For one thing, training and education take on different meanings for a variety of purposes, such as cooperative housing, mutual housing,

resident-controlled housing, self-management, cooperative management, or tenant-sensitive management.

Right now there is not a high level of expertise in training for groups developing low- and moderate-income housing. Most developers would freely admit they are pulled by forces of the day-to-day: developing the projects, managing the properties, organizing on specific issues, and meeting the payrolls.

Despite a general recognition of the

importance of training, there is only a small number of people nationwide who can claim that this is what they do primarily.

To begin to fill the need to promote training and adequately prepare developers for the job of training, a national cooperative called "Training for Trainers" (T4T) was formed last year. It provides five-day courses for those

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The Network: past, present and future

by Robert L. Lucas
President, Chicago Rehab Network

The Chicago Rehab Network was created to fill a need.

In the early seventies, President Nixon disbanded the Office of Economic Opportunity, and nearly disbanded the 221D3, 221D4, 235, and 236 programs.

A number of community organizations in Chicago providing social services and doing some community development and housing rehabilitation had depended on those programs. These were small, community-based organizations (CBOs) organized mainly because of a dearth of community and development services in their neighborhoods.

These organizations began to look around for innovative housing programs. At the same time, much needed resources (i.e., capital) from the private sector were getting scarce. As leadership from the organizations thought more and more about how to supply decent and affordable housing for their communities, they came to realize that a much-needed service was essential if the CBOs were to be successful in their housing endeavors: technical assistance.

In October of 1976, a group of CBOs came together to ponder ways to provide technical assistance for themselves. The initial group included Voice of the People, the South Austin Realty Association, the Kenwood-Oakland Community Organization, and others. After many meetings, much laborious research, some very strategic planning, and more than enough discourse, the Housing Rehab Resource Center was born. Later the center became the Chicago Rehab Network (CRN).

CRN for the past nine years has served a number of neighborhoods well. Organizations such as Bickerdike, Bethel New Life, Latin United Community Housing Association (LUCHA), Voice of the People, and KOCO to name a few never could have accomplished some of the feats they have achieved in housing development had there not been a Network.

Over the years CRN has produced more than 2500 units of housing through

rehabilitation and new construction. CRN and its member groups certainly should be commended for such gigantic accomplishments, at times under very trying conditions.

But I say that we should not rest on our laurels, and I know that the member groups agree with me. There is *much work* yet to be done. Come with me, let's take a look at it. CRN is the only organization of its kind in the city. What I mean by that is CRN almost exclusively renders technical assistance to moderate- and low-income communities.

There are a large number of declining neighborhoods in the city. Some are in worse shape than others. If Chicago is going to remain a viable city there is no

question that the neighborhoods *must* be repaired and redeveloped. I don't know of any other vehicle in this city to take the initiative, unless it's the Chicago Rehab Network. I am going to recommend at the Network annual meeting in October that the organization begin to reflect, begin to do research, in order to come up with a plan to repair and rebuild the city's neighborhoods. Remember, at this point the city is losing more than 6000 units of housing annually, while gaining a little more than 5000.

If the Chicago Rehab Network doesn't take the lead to turn this situation around, repairing and developing our neighborhoods, then who?

If we don't begin now, then when?

KOCO loan closes



4219 S. ELLIS

This building is one of five that KOCO will develop as a result of a \$1 million loan received from Harris Bank through the Neighborhood Lending Program. The loan closed early this month. KOCO and Covenantal Development Corp. were the first two non-profit groups to close with Harris, out of a package of nine groups. The rest will close in the coming months.

Who gives?

The Donors Forum Members Grants List 1984 is now available from the Donors Forum, 208 S. LaSalle St., Room 600, Chicago, 60604.

This publication offers information on more than 110 giving entities, and reports on grants made to more than 1600 non-profit organizations. It is arranged so that the reader can determine which foundations fund what kinds of activities. Cost is \$35.

State options examined

A conference on state resources for economic development will be held on Wednesday, October 23, from 9 a.m. to 4:30 p.m. (place to be announced). The conference will feature detailed information on current state economic development programs, presentations on how to take advantage of current programs and influence the direction of future programs, and workshops exploring model programs from other states and new ideas for Illinois programs and policies.

For additional information, call Tom Carlson at the Chicago Workshop on Economic Development (CWED), 454-0126.

Funding workshop announced

How to Raise the Money You Need, Now is the title of a seminar sponsored by the Loyola University Division of Continuing Education. The seminar is designed for nonprofit groups, and promises to teach "how to raise the money you need even if you have no money, no staff, and no time to do it."

The seminar will be held October 29-30, 9 a.m. to 4 p.m., at the Water Tower campus of Loyola University, 820 N. Michigan.

Construction seminar offered

The University of Wisconsin offers a workshop in Preventing Building Design and Construction Failures, November 20-22, in Madison.

The workshop will cover such topics as building inspections, restoration and repair techniques, and how to correct design and construction problems. It is sponsored by the Dept. of Engineering and Applied Science. For more information, call (608) 263-4705.

Training for trainers

Common Space of Minneapolis announces that it will sponsor a T4T (Training for Trainers) session this fall. T4T is a 5-day training session designed to train staff of non-profit, cooperative/resident-controlled housing developers who have the responsibility for training residents to manage their buildings.

"T4T participants can expect to leave this intensive 5-day training with the ability to train residents and the knowledge of what an effective training curriculum contains," according to a Common Space spokesperson. Participants will learn how to use the small group activity method of training to build skills and confidence of co-op members. This method is being used by progressive trainers in the housing co-op and labor union movements across the country. The small group activity method of training is effective for training residents

with limited educational backgrounds and can easily be adapted for training of non-English speaking co-op members.

People who will benefit most from T4T are co-op organizers and trainers, experienced trainers as well as those new to the field. It is not for people with no knowledge of cooperatives or tenant-managed housing.

The session will be held October 7-12. Cost, including food and lodging, is approximately \$550. No scholarships are available. The training will be held at Wilder Forest, a 1,000 acre natural outdoor center.

Space is limited to 11 people. If you are interested in attending, contact T4T, c/o Common Space Mutual Housing Association, 2529 Nicollet Avenue South, Minneapolis, MN 55404, (612) 872-0550.

(See story on page 1.)

Manual for groups looking into development

The Center for Community Change has come out with a handbook on *Organizing for Development*. The handbook is aimed at citizen groups who are considering moving into development, or groups who have already done so. It examines how to maintain a legitimate base of residents whose main object is empowerment, while doing development work at the same time.

The handbook can be ordered from: Publications Department, Center for Community Change, 1000 Wisconsin

Ave., NW, Washington, DC 20007. Include a check for \$5, payable to "Center for Community Change."

Among the topics discussed in the handbook are: why get into development; choosing a structure; the responsibilities involved in development; selecting staff and TA; case studies of groups in Detroit and Cleveland; problems with neighborhood-based development and how groups have addressed them; and differences between organizers and development professionals.

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Why development groups should organize

by Mike Loftin

Traditionally community organizing and neighborhood development have been considered as two separate tasks. In fact, a number of community organizations have spun off their development activities into separate corporations.

Such separation of roles has served to insulate the development entity from the controversy an organizing campaign may engender. On the other hand, it has also protected the organizing activity from the pressure to compromise, which is often necessary in development. By separating the two functions, the reasoning goes, both kinds of organizations should be able to do their respective jobs well.

Of course neighborhoods need both

leadership and build a power organization that can effectively fight for the needs of the community. The neighborhood developer is the technical agent who implements the development agenda of the neighborhood.

I think that relegating developers to this technical role is too limiting. Developers can also empower the powerless and develop local leadership. Ideally the developer's empowerment role will augment the work of an organizing group. Under circumstances where no strong organizing group exists, the developer can create some of the leadership and organized power neighborhoods need. In either case, I think empowerment is a fitting goal of developers in its own right. Otherwise our "bricks and

structure such representation, having residents elected to the board is perhaps the most effective empowerment opportunity a developer can offer.

Being on the board means a resident is more than a client of a service. Rather, she is an overseer, owner, and manager of the organization. Instead of just being on the receiving end of a development she is actually doing the development. Empowerment can only occur when people have the opportunity to exercise power. Being on a policy-making board gives people that opportunity.

Resident councils and boards, however, rarely give people the opportunity for the kind of learning that can occur in traditional, confrontational organizing. Resident councils and boards are often inward directed and emphasize cooperation among their members. Voice's resident councils and the board's management committee are, in fact, central to Voice's whole program of cooperative management. Cooperation and attention to the internal health of the group are essential to building successful organizations and in developing leaders. But the ability to engage in confrontation with institutions that adversely affect one's life is also an important aspect of empowerment.

By and large developers shy away from such confrontation, thinking it too risky, unprofessional, or not as effective as quiet negotiation.

There are situations where a developer has no choice but to organize confrontationally. When Mayor Byrne cut funding that was needed to rehab 30 apartments, Voice had to organize an instant campaign to save the funding. More recently, Rehab Network groups quickly had to rally their forces to save next year's CDBG budget from the pork barrel politics of the City Council. They had to fight or face unacceptable cutbacks to their communities.

But because developers generally do not engage in confrontation, they are often caught off guard when the necessity for confrontation arises. Although Voice won its fight against Mayor Byrne, other important work had to be put on hold to fight a battle for which Voice was ill-prepared. The lesson learned was that Voice had to build its capacity to organize against the unexpected.

Empowerment is a fitting goal of developers
in its own right. Otherwise our "bricks and
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kinds of activities. In neighborhoods where little private investment is being made, the local housing developer may be the only source of neighborhood development. In communities with substantial private investment, community-controlled development can be an important part of any strategy against displacement of lower income residents.

The importance of organizing is also apparent. Many times development can not take place without an organized community fighting on its behalf. For instance, when Mayor Byrne cut off Community Development Block Grant funding for two Voice of the People housing developments in 1982, a tough organizing drive had to be fought to save the housing. Organizing also provides a neighborhood with legitimate and effective leaders who can guide local development. Without such local leadership, development can be an activity performed by technical "experts" who are detached from local needs and concerns.

So according to conventional wisdom, the ideal situation is for a community to have both a strong organizing group and an effective developer. The task of the organizing group is to empower local

mortar" differ little from the structures of the private sector.

The most logical way for a housing developer to take part in empowerment is to organize the residents of its buildings. Organized resident councils can do much to improve the living environment in each building. Residents get to know one another, they can help prioritize improvements, and can help select their neighbors by screening prospective tenants.

By giving residents a say in how their housing is managed, they can have more ownership of the building and as a result may take better care of it, and be more likely to fight to protect it. Resident councils provide places where potential leaders can cut their teeth. They can chair their first meeting, compete in their first election, and learn some of the responsibilities of leadership.

It is important that the empowerment process does not end with the resident councils. Developing leaders need new challenges, new contexts to develop their skills in.

At Voice each building elects at least one representative to the board of directors. While there are different ways to

But why not leave confrontational organizing to groups that only do organizing? One reason is simply that in many neighborhoods, organizing groups may not exist or may be weak and ineffective. Secondly, some community organizations may no longer place housing development on the top of their priority list.

Developer-sponsored organizing can help build the neighborhood's organizing capacity. Even strong and effective organizing groups can augment their strength by recruiting their leaders and organizations. Developer-sponsored organizing can also remind the local organizing group that a base does exist on development issues and that such issues should remain a priority.

Board members need to foster ties with other community institutions so that a network committed to community development is created. Resident councils should be educated and be consulted about future development plans so that members have enough invested in the plans to fight on their behalf.

Resident councils can be encouraged to get involved not only in broader activities of the developer but in other community issues as well. At Voice we are trying to develop block clubs on every

block where we have a building. Together Voice residents and their neighbors tackle the bigger issues that affect the overall quality of life for everyone in the neighborhood. Bad landlords can be forced to sell their buildings or the city can be pressured to install adequate lighting in the alleys. What good is a decent apartment if the resident does not feel safe enough to leave it? Community organizing can

ship. What happens if no larger community organization exists? Does the developer become an organizing group itself? Or does it spin off a separate organizing entity?

Community organizing groups that at some point decided to do development have had to ask similar questions. They have dealt with the problem in a variety of ways, from making the development

Community organizing can address those issues
that development cannot. What good is
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feel safe enough to leave it?

address those issues that development cannot.

In the worst situation where no real organizing exists, organizing on the part of the developer can at least develop the leadership and level of organization needed to fight defensive battles and win some fights on local issues. But the effectiveness of the organizing will remain limited unless new, larger opportunities are provided for the developing leader-

entity a committee of the board to spinning it off completely. Similar options should be possible in the reverse situation where a developer wants to build a serious power organization. Although those options will vary with each community, I cannot imagine an option to do no organizing at all. Some organizing on the

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Tenant coalition pushes housing court reform

The Metropolitan Tenants Organization was formed in 1981 to "serve as a coalition vehicle for neighborhood groups involved in tenant organizing," according to Jason Kay. Originally an offshoot of the Housing Agenda, MTO reorganized as an independent group this past January. Since its inception, MTO's main goal has been passage of a city Tenants Bill of Rights. As Chicago's only umbrella organization for tenant groups, MTO has also organized around a number of other issues, and currently is involved in a major campaign, described below, to reform Housing Court. Kay and Tim Carpenter are MTO's co-directors.

by Tim Carpenter

If your back porch is falling apart and plaster is cracked and the electrical work is exposed, don't expect swift action in Housing Court.

Hundreds of tenants and neighbors

have made the trip up to the eleventh floor of the Daley Center in the hope that a dangerous and hazardous building would be repaired and/or its owner would be punished. What these neighborhood folks have discovered is a system overburdened with more than 4000 new cases each year and simply not prepared to take the swift, vigorous action needed to stem the tide of housing deterioration in Chicago. Most cases drag on for eighteen months or more, landlords walk away with little or no punishment, and tenants many times are not allowed to testify about their own living conditions.

Community organization staff and leadership have long recognized the important function that neighborhood people can play in Housing Court. Unfortunately, very rarely are tenants or community groups able to exert much influence in the Housing Court process. Recent developments, however, should lead to an increased role for community organizations and more vigorous prose-

cution of landlords.

This past May, the Coalition for Housing Court Reform met with Marilyn Johnson, newly appointed chief prosecutor for Housing Court and the boss of the assistant corporation counsels in the six Housing Court courtrooms. The Coalition was organized by the Metropolitan Tenants Organization. It approached Johnson because the corporation counsel's office is the city department best able to make immediate and meaningful changes.

More than 100 people attended the session. Subsequent follow-up meetings with Johnson have also taken place. As a result, Johnson promised to enact a number of important changes.

First, the corporation counsel's office will hire a new staffperson to serve as a liaison to community groups. This person will be available to do special prosecutions, arrange meetings with the regularly

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LeClaire goes for tenant management

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agement Demonstration Program involving housing projects in Jersey City, Louisville, New Haven, New Orleans, Oklahoma City, and Rochester. Additional resident management programs sprang up in Newark, Boston, and Washington, D.C., in the late seventies. Several are still tenant-managed; of the original St. Louis five, two are tenant-managed.

There are many pitfalls for RMCs to watch out for in order to be successful. Above all, the cooperation of the housing authority is needed, from the executive director down through middle management. Without full cooperation, the RMC has a heavy strike against it before it starts. RMCs also must be careful of the kinds of problems that beset many citizen groups: too much reliance on one leader; not enough support or participation from the bulk of the membership; inability to change leadership and still keep a stable organization. Because of such problems, several RMCs have folded.

The people at LeClaire are working to

avoid such pitfalls. For one thing, they have conducted an extensive organizing effort. "We have a solid base of support," claims Horn. "It's steamrolled. It's been talked on, neighbor to neighbor." Irene Johnson elaborates, "We had a nucleus of people who were involved. Some people had to see some progress before they would get involved. Interest is increasing at each meeting." Recent meetings have drawn more than 200 people. (More than 3500 adults and children live in the project.)

"We don't have 100% participation, but the others will come in time," Johnson believes. The original participants had to overcome three fears on the part of fellow residents: many didn't believe in their ability to bring off the project; some worried about retaliation by CHA; and many of the working families whose rent is not subsidized thought that rents might increase and they would be forced to leave.

Many fears were dispelled in the exploratory trips the residents took around the country. They first visited tenant-managed non-profit developments at Bethel and Voice of the People.

They've since inspected resident-managed projects in St. Louis, D.C., and Cleveland. These trips were essential in helping them come to a decision to go forward with the project.

"When we went to D.C., we were encouraged by the success. Each place we went to we found that the residents have unified," says Johnson. Residents who had previously been skeptical were convinced they really could handle the job.

The trips were part of a training and education process that needs to happen for the venture to be a success. The Darrow Center and residents have acquired technical assistance and laid the groundwork for complete management training of residents. Early on, Horn enlisted the help of U. of I.'s Voorhees Center for Neighborhood Improvement, headed by Bill Peterman. Peterman conducted a study for LeClaire and helped search out resources and secure grants.

One conclusion of Peterman's study is that RMCs need ongoing TA and support. LeClaire will receive TA from the National Center for Neighborhood Enterprise, and three different national trainers are presently vying for a contract to conduct the actual training. Two of those trainers have been involved in resident management projects in St. Louis and D.C. The training will cover decision-making, managing, and negotiating skills; budgeting and purchasing techniques; maintenance, tenant selection, and grievance procedures—everything from how to write by-laws to how to get a good plumber.

Cooperation from CHA is crucial, and LeClaire is determined to get it. Initially, to secure a grant from Amoco the residents were required to submit a letter of interest from CHA Director Zirl Smith. Smith wrote the letter, and "has expressed his support," according to Connie Evans, project director of the resident management project for the Darrow Center. He also assigned a staff person to work on LeClaire's advisory committee. However, CHA will not comment publicly on the project until a final decision has been made.

Evans hopes to involve CHA every step of the way. "We see them being part of the training process," she says. When negotiations for the actual transfer of management start, "there won't be any surprises." She notes that problems in other cities have come not from the



Willie Ethel Thomas, Ernestine Love, and Irene Johnson.

housing authority's director, but from lower levels unwilling to give up control. In Cleveland, visiting residents from LeClaire witnessed the local RMC being locked out of administrative offices by the local manager on the day that transfer was to be made. The manager had also spent the previous weeks scaring residents into moving out, so that by the time the RMC took over, there were 200 vacancies.

Evans doesn't expect to start negotiating with CHA for another nine or ten months. In the meanwhile, the training will be underway, and an RMC board will have been established. Training will start as soon as funding is in place. The Woods Foundation has already committed funds, and more money is expected from Amoco. Once the training and negotiations have been completed, resident management can start. The fall of 1986 is the target start-up time.

LeClaire will follow the "hard management" model pioneered in D.C., which involves responsibility for maintenance, security, budgets, job creation, rent collection, hiring and managing staff. This is in addition to the responsibilities taken on under "soft management": tenant screening and selection, grievance procedures, social programs,



and support services. The St. Louis RMCs follow a soft management model. Either way, the RMC board takes ultimate responsibility.

The participants expect many benefits to come from resident management. For one thing, studies have shown that residents manage their housing as well as or,

in some cases, considerably better than the housing authority. Also, jobs will be created for residents. But the larger issue of empowerment was touched on by many participants as the key benefit. Resident management will result in "a real sense of dignity and purpose for the

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Who supports resident management?

Many different kinds of people are interested in resident management these days.

Activists striving to bring about community empowerment aren't the only ones.

In this age of Reaganism, says Bill Peterman of the Voorhees Center, "I am concerned about the idea of the public housing authority being able to divest itself from its responsibilities." He and various housing advocates, such as the National Low-Income Housing Coalition, warn against the possibility that conservative adherents of resident management could use it to take government out of the housing business altogether.

The National Center for Neighborhood Enterprise recently received a \$1.9 million grant to start a nationwide demonstration project on resident management. LeClaire Courts will be one of the projects to benefit from its TA.

A recent teleconference on resident management sponsored by

NCNE featured speakers such as Pres. Reagan, Jack Kemp, and Stuart Butler of the Heritage Foundation. The NCNE says that its programs "are designed to eventually bring residents in public housing into an ownership position." This leads some to wonder if the ultimate aim is to empower residents or to give them their homes in order to retreat from any further responsibility. Without the financial backing of the government, what will happen to such developments? And once the precedent is set, will the government be able to abandon housing altogether?

"There is a question as to how viable tenant management is over the long run," says Peterman. He noted that for RMCs to be successful, ongoing TA and support is needed. Financial cost of resident management has proved to be high, causing some adherents such as the Ford Foundation to ultimately decide to curtail their original sup-

port. However, he continues, substantial benefits result from residents taking control of their housing situation.

Housing activists agree. Among community-based non-profit developers, resident management is gaining increasing attention. (See page 1 article.) Organizations such as Common Space in the Twin Cities and UHAB in New York are becoming more sophisticated in their training techniques. In Chicago, the tenant management model originally developed by Voice of the People has spread to the other non-profit housing developers. Clearly, resident management empowers people.

But community activists should be aware of the political pitfalls. The Heritage Foundation isn't necessarily wrong all the time, but when it comes out in support of something we've been working at for awhile now, the subject deserves close scrutiny.

SPOTLIGHT

Living in Bickerdike apartments: a dialogue

by Miriam Alvarez
and Alice Hernandez

Alice Hernandez and Miriam Alvarez

Alice:

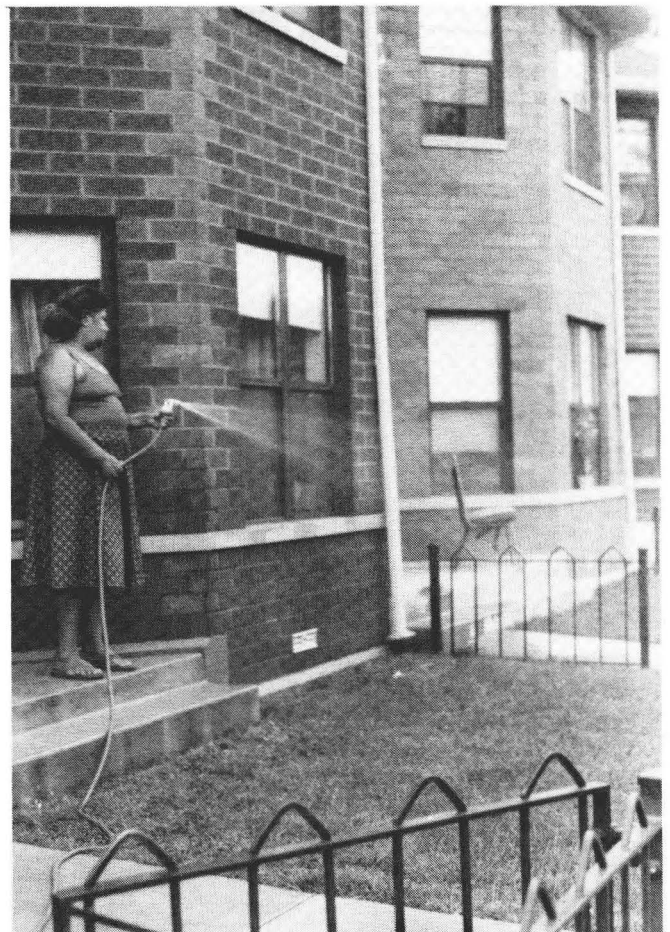
Living in a Bickerdike apartment is like owning your own home. The apartments have bedrooms upstairs and living room and kitchen downstairs and are comfortable, large enough for our families. They are well insulated so it's cheaper to heat.

Miriam:

Versus a regular apartment in an apartment building, there's no one living above you or below you; you have your own yard where your children can play and not disturb anyone else.

Before I moved into a Bickerdike apartment we were paying 50% of our income for a five-room apartment. In Bickerdike we are paying 30% for five rooms. Without that difference, we really would have been in a situation.

When I first moved into Bickerdike, my husband was laid off work. We were forced to go for public assistance. Bickerdike lowered our rent because our income was less. After a year, my husband found employment and our rent was raised. However, we are not in a financial burden. If we had not gotten a Bickerdike apartment when we did we probably would have been forced to move out of our old apartment because we couldn't afford the rent and probably would be living in a cheap apartment building infested with rats and roaches.



Alice:

Bickerdike tenants have the same goals in mind: respectable living, privacy, and a healthier environment for our children to live and grow. We feel we have the rights of a private homeowner without the financial stress or burden.



Miriam:

As a tenant council member and a member of the Bickerdike board of directors, I have been involved in many issues. Through our tenant meetings we have worked on lots of different things. We got the city to put stop signs at our intersections; we made sure that our parking spaces would be used by Bickerdike tenants only;

Alice:

we got the city to clean our streets more often; we got management to put up clotheslines in our yards for summer use. We have had block parties which gave us a sense of unity as a community.

Miriam:

We also spoke to local gang members and reached a kind of understanding. We had demands such as they had to help keep the neighborhood clean, stop

disturbing us with loud radios or noise late at night, no graffiti, respecting property, etc. We feel we gained respect from the gangs and community.

Holding tenant meetings has helped us in the neighborhood. People are starting to look at me as a community leader! I think people have found out that we can get things done through these meetings. Because it is the people themselves who make the ideas and have to take action to solve problems, it makes them feel like they are what makes Bickerdike.

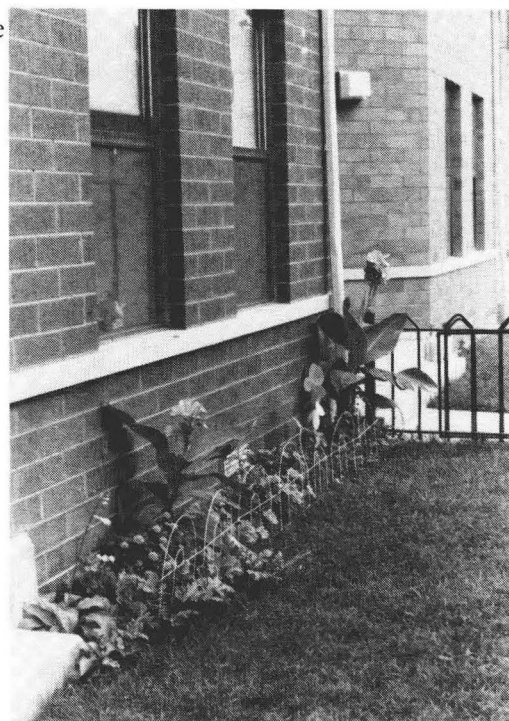
Bickerdike didn't stop with just building the houses. When tenants moved in is when we only really got started. By getting involved, tenants are asked to use what they have—their talents and skills. And living in a nice home gives people incentive to better themselves as individuals.

People are talking of having things

that before they never dreamed of having. Your environment has an effect on who you are. If you live in a slummy apartment, it's hard to have hope to better yourself.

Bickerdike is helping me to grown as a community person. My children love living in Bickerdike. We in Bickerdike are no longer just neighbors, we have become a big family that shares in the needs and problems of each other and the community.

(Photos by Debbie Weiner)



Tenant training explored

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who want to learn innovative small group training techniques.

The T4T co-op was formed by individuals and low-income housing developers in five cities, including PRIDE here in Chicago. With its third intensive course scheduled for October, the T4T co-op offers a compendium of "activities" crafted to enable skill-building among diverse people. (See page 3.)

Its working premise is that learning effective methods of training is more necessary than providing new or experienced trainers and developers with the "content" of housing and management.

According to Anne Conley from the Twin Cities, board member of T4T, "We stress the learning exchanges that happen between the participants—not just the one-way exchanges between a trainer and the minority of people who normally talk in a classroom-style setting."

Conley, probably the nation's most active trainer, says that a housing training program must contain at least two major areas of emphasis:

- **Decisionmaking/Organizational Skill Building:** Learning how decisions are made, how a group can work together; developing an organizational structure and defining the role of leaders.

- **Property Management:** Learning how to self-manage, at least to the extent where residents understand how to control or contribute to the management process.

Most commonly, developers and TA providers tend to ignore the decision-making phase of training. If either phase is not accomplished well, real empowerment does not occur, and the whole process can be frustrating for residents and developers alike.

Properly addressing the learning dynamics of tenant and co-op groups is a herculean task. Different individuals bring different skills, abilities and needs to their organization.

Single mothers have unique circumstances and experiences, as well as those who have English as a second language. Residents have cultural, racial, income, and educational differences. And if we honestly ask ourselves if trainers, TA providers or developers have effectively overcome these differences in the educational process . . . we must say no.

"The key is to be sensitive to the

uniqueness of each group," says Conley. "The developer or TA provider must be open to spending considerable time and resources on training. It's important to understand that it could take six months or more before a group is prepared to begin technical management training."

"Knowing your 'people is essential," she goes on. "You must be able to react to the issues that the residents identify as being high priorities." Resident concerns are often much different than the developer or trainer might ever predict.

Further, for residents to really gain a sense of ownership, they must "feel the effect of their involvement." That is, it hurts them directly when someone doesn't pay the rent or breaks the building's rules. And, it feels good when co-op members or tenants really solve problems.

Ideally, training should be a process of empowerment. And more specifically, training and education provide a system for tenant and co-op members to develop skills so that they may better control their living situation.

But aside from the necessary commitment of time and resources, developers and trainers have considerable difficulty sharing power and coping with the learning dynamics of their groups.

For cooperatives, the circumstances may dictate when and how the power of decisionmaking is fully transferred to

coop members. Almost always, the sponsor-developer calls the shots.

Some coop developers may take the money and run. Others may have to fight their paternalistic tendencies. Ideally, there should be a collaborative effort to determine when and how residents will assume power.

If this is not done, a sponsor may find to its surprise that the residents refuse to be actively involved or support the conversion—as long as they have the advantages of quality housing. Or, they may simply yield the power to a small minority of activists in the group—thereby undermining broad participation and fueling a cycle of dependency that trainers and organizers dread.

For non-co-op tenant organizations, the challenge is also difficult. Because residents do not have the potential power of ownership, owners/managers must delegate authority in such a way that tenants "feel the effect" of their involvement.

Whatever form of self-management is chosen, deliberate training and education, and a mutually acceptable sharing of power in the organization, are vital to its success.

Ultimately, we in the field of development must realize that training and education should not only be a recognized priority, but a real priority backed by money, time, and commitment.

Organizing and development

(continued from page 5)

part of developers is always in order.

Nevertheless it should be acknowledged that there are several drawbacks to developers doing organizing. The old bugaboo, conflict of interest, raises its ugly head on several fronts. What happens when a block club leader asks that her application for an apartment receive favorable treatment? When the request is turned down (as all such requests must be), the leader might feel ripped off and drop out. This is especially a problem when another neighbor did get selected for an apartment.

The developer is also open to charges of conflict of interest. When a Voice-sponsored block club put pressure on a slumlord to repair his building, he tried to discredit Voice by accusing Voice of just wanting to acquire another building. The specter of a hidden agenda (real or imagined) can create doubts about an

organizing campaign.

Combining organizing and development does create problems, many of which are not easily resolved. But by doing both, a developer can contribute not only housing units but also to the empowerment of the previously powerless. Both activities are essential to a healthy community and both activities need one another.

In the words of one Voice tenant, "We can't just be about developing housing, we have to be about developing people, too." That "people development" is what makes community developers different. We should keep doing it and more of it.

Mike Loftin is the community organizer for Voice of the People.

Anyone who wishes to submit an essay to Working Papers should call Debbie Weiner at 663-3936.

Housing court reform

(continued from page 5)

assigned assistant corporation counsel, provide information, and follow up on complaints.

The Coalition presented a package of twenty buildings from different parts of the city which Johnson and her staff have agreed to put on a newly-created priority prosecution list. This will be a revolving package of buildings. As cases are dismissed from court, new buildings will be added.

In response to the charge that landlords know they can drag their feet for months and months without making any repairs, Johnson and her staff are working on a standardized policy on motions. Assistant corporation counsels will be instructed to move for fines and contempt charges against landlords earlier and more often.

Of course, implementing more fines will accomplish nothing if the city doesn't improve on the collection record. Historically, the city has only collected 2% of the fines levied in Housing Court. Very soon the corporation counsel's office will start turning over to the Dept. of Revenue the names of landlords who are delinquent in paying Housing Court fines. These landlords will then be hauled into court for collection.

One of the more serious problems identified by the Coalition is the increased use of vacate orders. In an attempt to cut down on the number of vacate orders, which almost uniformly penalize tenants more than landlords, the Coalition is working with Johnson and the Rehab Network on a new program of temporary receiverships.

Under this program, before a vacate order could be issued on a building, a qualified rehab or development organization would have a 10-day to two-week period to assess the viability of the building and explore possibilities for receivership. This procedure has been successfully used before to avert a vacate order. Coalition members hope to ensure that no vacate order will be carried out unless absolutely necessary.

Plans are also moving forward on a couple of other fronts. First, the Coalition is arranging to meet with Judge Frank Selewski, the presiding Housing Court judge. The Coalition hopes to discuss with him issues regarding vacate orders and tenants' testimony in court.

Probably the biggest structural problem facing Housing Court is the overload

of cases. A system is needed to reduce the court docket so that the court can concentrate on prosecuting the more serious cases.

At present, the Compliance Board hearings conducted by the Dept. of Inspectional Services are supposed to serve that function. Unfortunately, less than a third of the building owners called before the Compliance Board bother to show up. The Coalition is working in conjunction with the Lawyers Committee for Better Housing, aldermen Orr and Bloom, the corporation counsel's office, and the Dept. of Inspectional Services on a City Council ordinance that would eliminate the Compliance Board and replace it with an administrative hearing process.

The proposed administrative hearing process would have the power to sub-

poena and fine owners, but would be designed to help the majority of building owners who would like to have their buildings free from code violations. Only if the owner fails to respond would the case then be moved to court.

The community organizations currently involved in the Coalition for Housing Court Reform include the Rogers Park Tenants Committee, Kenwood-Oakland Community Organization, South Austin Coalition Community Council, ACORN, Action Coalition of Englewood, Lake View Tenants Committee, Neighbors of Fuller Park, Howard Area Community Center, and Organization of the Northeast.

Anyone who wants more information or would like to help out should call the Metropolitan Tenants Organization at 421-0754.

ROOM 903
A plain door that looks more like a broom closet than a public information office is your destination. Behind that plain door is lots of information! Once inside there is a counter and several microfilm viewing machines. Therefore the room is sorta dark. In order to get the case numbers for your addresses you must go through another door to talk to the secretary who runs the computer terminal.
At the counter they keep the permit file and the public register of land trusts.
Once you find out if the building is in court, take the case number and go back to room 601 in the Daley Center.

HOUSING COURT
Convenes at 9:30 every morning in the odd-numbered rooms on the 11th floor.

ELEVATORS (City Hall)
Stop on the 2nd floor to check up on your alderman. On the way back from 903, stop at the Municipal Reference Library on the 10th floor to see if the local slumlord's name is in the newspaper files.

ROOM 601
If case number is less than 2 years old, stay in room 601
If case number is between 2-4 years old, go to room 1201.
If case number is over four years old, ask Housing clerk to order from warehouse. It takes 3-5 days.
Check court file for next court date. Go home until next court date.

CITY HALL
City Hall is on the LaSalle street side of the building. Take the elevator to the Department of Inspectional Services, 9th floor.

HOME BASE START HERE
If you have the name(s) of the building owner or less than two addresses to investigate go to Daley Center.
If you have no owner's names and more than two addresses to investigate, go to City Hall.

DALEY CENTER
During the winter months the lobby of the Daley Center at lunchtime has free entertainment almost every day. In the Spring and summer the plaza is used for ethnic fairs, farmers market, senior citizen's choirs, and more!

HOUSING COURT GAME

(Courtesy of UI-CUED manual: Tax, Title, and Housing Court Search.)

Property managers speak out

When people talk about issues important to neighborhood housing development organizations (NHDOs), the focus is usually on that third word—development.

How can we encourage development of low-income housing? Where can we find more funding for such development? What can we do to develop housing in a more cost-efficient manner? Given the economic climate, directors and board members must devote a lot of energy to come up with creative ways to produce more housing.

But at the same time, other people working for NHDOs must constantly be asking themselves a different set of questions. Such as, how do we deal with the kids on the third floor who are marking up the walls? Where can we find a reliable janitor experienced in floor care? What do we do with a waiting list that has reached 300? How much slack should we give a family whose rent payment is late? In many of the NHDOs, the responsibility for such day-to-day problems lies with the property manager.

Non-profit groups have taken on the responsibility not only of acquiring and developing housing, but also of managing and maintaining the buildings that get developed. As the number of units acquired by Chicago's NHDOs continues to increase, the role of the property manager has become crucial.

The job is far from easy. The day-to-day demands require patience and an ability to deal with many different types of problems and situations. "A lot of times you have to do something two or three times to get it done once," notes PRIDE's property manager Thirlene Bronaugh. "You definitely need to have flexibility. You have to quickly move from one aspect to another." Property managers deal with tenant screening and selection, rent collection, and all aspects of building maintenance. They work closely with the tenant councils in the various buildings owned by the NHDOs.

NHDO property managers, of course, work under a different set of goals and assumptions than for-profit building managers, and as a result face different kinds of situations. "We don't want to be Rubloffs. We want to be geared to our community," says Bronaugh. But

that doesn't mean that the management is lax. She cheerfully admits that, to the tenants, in many cases, "I'm the bad guy."

NHDO property managers in Chicago have recently started meeting on a regular basis to share information and trade stories about the situations they confront. The meetings were initiated by Leora Benioff of Voice of the People.

The meetings will provide the property managers with the opportunity to discuss general concerns as well as get ideas and trade resources about specific problems. "We can compare notes, see what problems we all are having," says Daisy Granville, assistant property manager at Bethel New Life. "Maybe together we can come up with some answers—whatever our problems are."

Bronaugh sees the need for such gatherings "since we're all basically new. We're not like Rubloff who's been in it twenty or thirty years." The group will also be able to explore the possibility of sharing resources on an ongoing basis.

The first couple of meetings were unstructured, with each person bringing up a current problem and getting advice from the rest of the group. It was decided to structure future sessions around a single topic and to bring in outside resource people when needed. Topics to be dealt with will include legal advice concerning leases, evictions, etc.; hiring procedures and job descriptions for maintenance people; tenant screening and selection; marketing apartments and the upkeep and sharing of waiting lists; setting up a shared computer system; and developing policies for tenants (and especially children) who disregard the "rules" of the building.

Granville, Bronaugh, and other property managers hope that regular meetings will enable them to improve the job they're doing. "We can be more professional, even if we are nicer" than for-profit managers, Bronaugh observes. "We will learn from each others' successes. With us sharing information, we can only get better."

LETTERS TO THE EDITOR

Welcome back, newsletter

To the Editor:

Congrats on the reappearance of CRN's newsletter! It was a real pleasure to see an "old friend" and important tool for this city's housing activists.

In this era of retrenchment at the national level for affordable housing resources, it is critical for the public to realize how local development organizations are keeping some production of low-income housing units going.

Your typeset and well-photographed format should go a long way to keeping Chicagoans informed about member

groups' struggles to keep "development without displacement" alive.

Keep up the good work!

Sincerely,
Thom Clark, Editor
The Neighborhood Works

P.S. Congrats as well on the Network's fine "cutting edge" work on our town's recent CDBG battles!

(Clark was a founding board member and former executive director of CRN.)



UPDATE

Federal tax and budget issues

After months of wrangling, the House and Senate passed a fiscal year 1986 budget resolution on August 1.

The resolution sets significantly higher limits on domestic spending than those originally called for by Pres. Reagan (see our May issue). No major programs were eliminated.

Washington lobbyists from the National Low-Income Housing Coalition and other groups representing low-income concerns expressed the belief that, while cuts were made in important programs, "it could have been a lot worse." Citizen lobbying efforts in Chicago and elsewhere helped to sway legislators from totally caving in to Pres. Reagan.

However, budget battles are not over. The resolution merely sets limits on what can be spent in each general area (housing, defense, human services, etc.). House and Senate appropriations committees will draw up final spending bills during the next couple of months. The committees are not bound to make the specific program changes recommended in the budget plan as long as they conform to the overall spending limits. The

final results will look different from the guidelines set in the resolution.

For example, the budget resolution assumes a 15% cut in CDBG. However, both Senate and House appropriations bills are calling for a 10% cut. The budget resolution assumes no funding at all for HODAG or Rental Rehab grants. But it calls for the general level of HUD funding to stay at 1985 levels. This paves the way for appropriations committees to fund these programs anyway. However, the committees also have the option to fund HUD programs *below* the resolution's limits.

The resolution allocates half of the money collected from Section 312 loan repayments to go toward new 312 loans, providing \$40 million. Meanwhile, both House and Senate appropriations bills assume *all* repayment will be used for new Section 312 loans, resulting in an \$80 million program.

The budget plan provides full funding for revenue sharing in FY86, but terminates the program in FY87. However, some senators, including Sen. Alan Dixon, are already talking about putting

revenue sharing back in the '87 budget next year.

Now that limits have been set, housing activists continue to press for specific allocations. It remains to be seen what the final 1986 budget will look like.

On the tax reform front, the Ways and Means Committee will start marking up tax legislation in mid-September. Ways and Means chairman Rep. Dan Rostenkowski aims to send a bill to the House floor by mid-October.

Some of the proposals being discussed would devastate low-income housing by abolishing all incentives for private investors (see our July issue). While intensive lobbying efforts are taking place by various housing groups, no Congressional champion of low-income housing has yet emerged.

Both Illinois Democrats on the Ways and Means Committee, Rostenkowski and Rep. Marty Russo, need to hear from constituents, as does the entire Illinois delegation. The Senate should start its consideration of tax reform in late October, so the focus will shortly shift to senators Dixon and Paul Simon.

LeClaire (continued)

residents," says Evans. "They take control: 'This is mine now. I did it.'"

Johnson says, "I can see the things we have gained already. The excitement. The learning. The quality of life has improved. People think more of themselves. Through this resident management we will feel more like homeowners."

LAC President Thomas adds, "I see a change in attitude" among gang members. One local graffiti artist was pressed into service making flyers. She notes that participation in the LAC has increased dramatically. Residents have already started taking better care of the buildings and grounds. Resident management, says Horn, "will give this neighborhood and community the ability to take charge of their total lifestyle." Studies of previous projects back up his claim, showing that crime, vandalism, teen pregnancy, and public aid decreased, and tenants felt a sense of personal development.

At the very least, Horn maintains, even if resident management does not come about, "we will have created a strong, viable community organization" that will be able to deal with the schools, crime, and other important issues in the com-

munity. But Horn and the other participants fully expect to succeed, and are even looking beyond resident management to further economic development and possibly resident ownership.

For now, though, all attention is concentrated on bringing resident management to LeClaire. "The outside com-

munity has a low esteem of public housing residents," observes Johnson. "Those people in the projects.' They don't even know you. They have a lack of understanding. . . . We just want to operate the property and live like any normal community. We are sure we can manage this place. We are sure it can be done now."



The nuts and bolts of rehab

Part 2 of a 2-part series

by Lenwood Robinson, Jr.

The Rehab Process

The rehabilitation of an apartment building requires an owner to hire a contractor to repair, remodel or reconstruct the building so that the structure has the appearance of being "like new." Since loans for rehab work are amortized over a twenty to thirty year period, it is essential that the rehab hold up over that period, save improper maintenance, damage by tenants or unexpected disaster such as fire.

After a project has been initially conceived by an owner, it is important that he or she follow certain steps that will ensure the success of the project. Upon deciding that the rehab work will be moderate, substantial, or gut, an owner should seek the services of an architect who will assist in developing a "scope of work" that defines the type of work that is to be done, keeping in mind the financial feasibility of the project.

From the "scope of work," a financial analysis of the project can be obtained which results in the project construction budget. To arrive at a construction budget the following are some of the things that must be considered:

Exterior Construction: Brick, lintel replacement, porch repairs/painting, roof repairs, gutters/downspouts, window repair/replacement, storms and screens, doors/storm doors, hardware/locks, mailbox/intercom, exterior lighting, exterior painting.

Interior Construction: Carpentry—floors, walls, insulation. Finish carpentry, gypsum board (drywall), patch plaster, interior paint, ceramic tile, cabinets, resilient flooring (tile), carpeting, floor refinishing.

Mechanical: Plumbing fixtures, heating (steam or forced air), electrical (conformity to Chicago electrical code), new circuit breakers.

Site Work: Landscaping, sidewalk repairs, fencing.

After an "as-built" drawing of a build-

ing has been provided by an architect, he can prepare preliminary sketches that determine the amount of work to be done based on the existing conditions of the building or instructions given by the owner.

The "as-built" drawing of a building is a very important aspect of the rehab process that is occasionally ignored by owners who feel that securing the services of an architect is too expensive. Architects' fees are usually based on a percentage of the construction cost of a project, ranging from 6 to 10% depending on the scope of the project and the number of units in the building. These are wisely spent dollars, which will be explained later.

In the case of small jobs, 2 to 6 units, the owner and the architect might agree on a flat fee, plus an hourly dollar amount (\$35-\$55) for architect inspection fees. In any case, the owner begins a relationship with an architect by determining his or her need, entering into some sort of contractual agreement, then paying the architect a retainer so that work can begin.

From an "as-built" drawing, the following can be determined:

1. Layout of the various apartment types to verify the bedroom count, and sizes of the rooms.

2. Location and sizes of windows for purposes of light and ventilation building code requirements.

3. Layout of kitchens and baths to determine how they can be remodeled.

4. Location of stairwells, lightwells, rear exists, and scope of rear porch system.

5. Location of existing electrical outlets, switches and fixtures, electrical service entrance, meters and fuseboxes or circuit breakers.

6. Location of radiators and central boiler.

7. Location of soil and waste stacks, main water piping, basement floor drains,

and catch basins.

The same drawing can be used, especially in gut or substantial rehab, when changes are being made within an apartment such as changing a dining room into a bedroom or combining two small units to create a larger one.

There is a continuous debate/disagreement as to whether or not a building permit is needed in a rehab project. According to the City of Chicago Department of Inspectional Services (DIS), a building permit is required for all additions, alterations, and new construction. Permits are required for electrical and plumbing work, as well as some repair work, especially when there has been fire and structural damage.

The DIS has recently issued a pamphlet, "Building Permits," which states, "[A] building permit is issued by the DIS to assure compliance with the Chicago Building Code which establishes minimum health and safety standards for all construction in Chicago." An owner submits a set of plans that have been prepared and sealed by a licensed architect or a structural engineer.

In an rehab project, the extent of work that can be done is determined by compliance with the Chicago Building Code, Chapter 78, Minimum Requirements for Existing Buildings, and the more recent ordinance, Chapter 78.1, the Rehabilitation Code.

The Role of the Owner, Architect, Contractor

It is essential that an owner considering a rehab project be familiar with his/her responsibilities as well as the duties and responsibilities of an architect and a contractor. There are two important construction documents that should be reviewed by an owner: the Abbreviated Owner-Architect Agreement Form, A.I.A. B151, or Standard Form of Agreement Between Owner and Architect for Housing Services, and the Abbreviated Owner-Contractor Agreement

Form, A.I.A. A171. Copies of these construction documents can be obtained at the Chicago Chapter, American Institute of Architects, 53 W. Jackson Blvd., Suite 346, Chicago, IL 60604, 663-4113.

The Owner-Architect Agreement defines the role of the architect, such as being the owner's agent when dealing with the contractor, how construction costs are arrived at, how the architect is to be paid, how disputes are arbitrated, and other conditions or services to be

provided by the architect.

The architect prepares an "as-built" drawing of an existing building, prepares preliminary sketches that reflect the wishes of the owner—taking into consideration the construction budget—arrives at a project cost, then prepares a set of construction documents that can be used by a contractor to ascertain an estimate of construction costs. Should the situation call for it, he or she can provide a "work write-up," a narrative that

explains the scope of work for the entire project.

The Owner-Contractor Agreement defines the work to be done by the contractor based upon a set of construction documents, plans and specifications prepared by an architect on behalf of an owner. These construction documents define the commencement and substantial completion of a project, the sum paid to the contractor, a schedule for progress payments, and a provision for the final payment.

Included with this document are general conditions which define the rights, responsibilities and relationships of the owner, architect, and contractor, including:

Subcontracting procedures, performance and payment bonds, termination of the contract, arbitration of claims and disputes, changes in work, contract time delays and extensions, payments to the contractor, safety precautions and insurance.

Things to Remember

About the Role of an Architect

Based on the laws of agency, the architect acts as a limited agent of the owner, with the authority limited to that defined in the contract with the owner. The architect, in effect, manages a project for an owner, represents the owner to the contractor by interpreting and enforcing the intent of the contract documents so that the work is performed according to the drawings and specifications.

Things to Remember

About the Contractor

The contractor is the person hired by the owner, who is skilled in methods and techniques of construction and in the management of construction operations. The contractor is solely responsible for the sequence of operations, construction methods and techniques, and coordination of all work under the contract. The contractor shall provide and pay for all materials, labor, equipment, water, heat, utilities, tools, construction equipment, transportation, and other facilities necessary to carry out the work, except with respect to any owner-furnished materials or services. All materials and equipment incorporated in the project must be new.



IN THIS ISSUE

This installment of the newsletter focuses on the "people" side of housing development rather than on hard development issues.

We hear from the residents who live in non-profit housing, the property managers who deal with the buildings on a day-to-day level, the organizers, the tenant councils, the block clubs. In particular we examine the process of empowering people through community control of their housing situation.

We also branch out to look at what's happening with city-wide tenant organizing, and focus in on an exciting endeavor to bring resident management to a CHA housing project on the city's southwest side.

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53 West Jackson
Chicago, Illinois 60604

ANNUAL MEETING SET

The Chicago Rehab Network annual meeting will be held in early October. We will set goals and directions for the coming year. Workshops on financing, tenant management, and housing abandonment will evaluate current programs and come up with new initiatives for housing development for 1986 and beyond.

CONTEST WINNER!

Our "name the newsletter" contest was won by Juan Rivera, of LUCHA. Thanks to everyone who submitted entries—it was really tough making the final decision!

So look for the Chicago Rehab Network newsletter under a new name in November: the *Network Builder*. Coming to your newsstand soon!

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