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Subsidized housing for seniors: a comparative study of management styles

Thelma Lofquist
Portland State University

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SUBSIDIZED HOUSING FOR SENIORS:
A COMPARATIVE STUDY OF MANAGEMENT STYLES

by

THELMA LOFQUIST

A dissertation submitted in partial fulfillment of the
requirements for the degree of

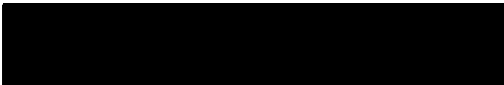
DOCTOR OF PHILOSOPHY
In
URBAN STUDIES

Portland State University

1985

TO THE OFFICE OF GRADUATE STUDIES AND RESEARCH:

The members of the Committee approve the dissertation
of Thelma J. Lofquist presented May 20, 1985.



Morris Weltman, Chairman



Sumner Sharpe




Lyndon Musolf




Douglas Montgomery

APPROVED:



Kenneth Dueker, Acting Dean,
School of Urban and Public Affairs



Jim F. Heath, Dean of Graduate Studies and Research

ACKNOWLEDGEMENTS

I owe a debt of gratitude to the many people who saw this dissertation to completion. I thank my committee members, Dr. Sumner Sharpe, Dr. Lyndon Musolf, and Dr. Douglas Montgomery. Dr. Montgomery so graciously stepped in when a gap in my committee occurred. Special thanks also to Marilyn Peterson, who agreed to consult on the computer programming, and found herself spending more time than she thought possible; and to my friends who spent many an evening preparing questionnaire mailings.

A very special acknowledgement must go to the chairman of this dissertation committee, Dr. Morris Weltman. Dr. Weltman has gone far and above "beyond the call of duty" in seeing this dissertation to completion. He not only pushed, encouraged, and listened, Dr. Weltman oversaw all the questionnaire mailings, received and cataloged the returned questionnaires, and spent an afternoon in each of the four buildings in this study answering tenants' questions. When push came to shove at the end, he was a rock of Gibraltar. Thank you so very much, Morry.

Loving gratitude goes to my husband, Jerry Lofquist, who has been the mainstay of our family for the many years I have been garnering an education.

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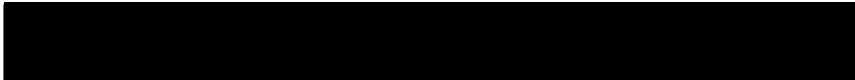
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AN ABSTRACT OF THE DISSERTATION OF Thelma J. Lofquist for the
Doctor of Philosophy in Urban Studies presented May 20, 1985.

Title: Subsidized Housing for Seniors: A Comparative Study
of Management Styles.

APPROVED BY MEMBERS OF THE DISSERTATION COMMITTEE:


Morris Weltman, Chairman


Sumner Sharpe


Lyndon Musolf


Douglas Montgomery

Studies conducted at the Urban Institute in Washington, D.C., during the 1970's, defined a management style already existing for high-performance, assisted housing primarily for families.

Project performance in those studies was based in part on: (a) tenant satisfaction with management, (b) tenant turnover rates, (c) rent delinquency rates, (d) vandalism rates, and (e) operating cost per unit.

For this dissertation an attempt was made to evaluate the use of high-performance management guidelines with a newly opened, assisted-housing project for elderly and handicapped residents.

The guidelines used for this study were (a) authority for the project was based on-site, (b) maintenance responsibilities were based on-site, (c) management was a source of service-referral.

The Building, Building A, was compared to three existing similar projects where management authority differed. Cost comparisons were made from maintenance budgets from the four buildings. Comparisons of tenant satisfaction with management, volunteerism rates, and perceptions of locus of control were made by means of a questionnaire mailed to all tenants in the four buildings.

A locus of control scale was included with the management study because of the special needs of aging residents who face uncontrollable losses in the later years. There is a body of literature that indicates that offering institutionalized seniors some small environmental control has a positive impact on their behavior.

While the residents in this study are not institutionalized, it was thought that the management style of the experimental building, where authority for the project was based on-site, might influence tenant perception of locus of control.

Responses to the questionnaires did not support the hypothesis that residents in Building A would have significantly higher perceptions of (a) internal control, (b) satisfaction with management, (c) volunteerism rates. There was support for the hypothesis that maintenance operating costs for Building A would be significantly lower when comparisons were made among the four buildings.

The study concludes that (a) management research would benefit by developing methods to better define and measure management behaviors, (b) data on the reasons for tenant turnover are important sources of information not presently being utilized in senior-projects experiencing vacancy problems, (c) the results of the operating maintenance costs comparisons in this study reinforce the Urban Institute's management guidelines as a point for serious consideration by developers of assisted-housing for elderly and handicapped tenants.

CHAPTER I

INTRODUCTION

Federally-assisted housing has a long history of operational problems, and many projects over the past 20 years have been faced with operating deficits and defaults (Pollkoff, 1978; Sadacca, Isler, and Carlson, 1976; Stegman, 1980; Struyk, 1980).

Now, during the 1980's, federally assisted housing, whether under the sponsorship of Public Housing Authorities (PHAs), private nonprofit sponsors or private developers, is facing major funding cutbacks (Astorino, 1981; Howell, 1984; Meehan, 1983; Nenno, 1982; Ostrowski, 1984; Struyk, Mayer & Tucillo, 1983).

Joseph Howell (1984), in an article entitled, "Project Syndication--How It Works," states: "In the 1980's housing is not a priority under the present Administration. The Federal Government has sent the message loud and clear, find new and creative solutions to your problems, involve the private sector, be more efficient and businesslike."

These problems, along with growing evidence of a vacancy problem in assisted-housing projects for elderly in some areas of the country (Simmons, 1984; Wolfe, 1984), prompted the design of this present research (Appendix A).

The intent was to use management research guidelines from earlier studies to administer an assisted-housing project for elderly and handicapped residents, and compare these management techniques with more traditional management practices employed in three similar projects.

Management Guidelines

The operating problems of assisted-housing sponsors prompted the U.S. Department of Housing & Urban Development (HUD), the federal agency that administers metropolitan housing programs, to fund a series of studies during the 1970's to investigate the financial problems of assisted housing.

Research conducted during that period by the Urban Institute of Washington, D.C. indicated that on-site, firm, fair, responsive management practices resulted in fewer rent delinquencies, lower tenant turnover, less vandalism, and higher tenant satisfaction when compared with assisted projects overall (Isler, Sadacca & Drury, 1974; Sadacca & Loux, 1978; Sadacca, Carlson & Loux, 1978).

This firm, fair, responsive management style, with authority based at the project level is examined in this present research study in the context of cost benefits and tenant satisfaction in assisted housing designed for elderly and handicapped residents.

Special Needs of Older Residents

As people age, they are faced with a series of losses, be they mental, economic, or personal (Hooker, 1976). For those seniors who must move to assisted housing for economic reasons, the loss of possessions, space, neighbors, and neighborhood can be traumatic (Fitzgerald, 1979; Lawton, 1975).

Some responses to these losses can be depression, alcoholism, chronic complaining, unreasonable demands for services, neglected units, paranoia, confusion, and even suicide (Lawton, 1975). Because of these losses, it seemed appropriate to introduce a second area into this present study and to explore the possibility of a relationship between management practices in assisted housing for seniors and the tenants' perceptions of control of their environment. A small body of research with institutionalized elderly indicates some positive aspects for residents who were given control over seemingly minute facets of their environment (Brandt, 1979; Mercer & Kane, 1979; Reid, Haas & Hawkins, 1977; Wolk, 1976).

With the Urban Institute guidelines for successful housing management, firm management is basically the establishment of necessary regulations, so that tenants are aware of the rules, and firm and fair enforcement of regulations takes place (Sadacca et al., 1976). Awareness of building

regulations and expectations that management will be firm in enforcement creates a climate of predictability, an important element in locus of control theories. Herbert Lefcourt (1976) in Locus of Control, states:

If another person is predictable, then we have a good idea of how one must act with him to cause certain effects . . . predictability allows us some sense of confidence that we can act to create desirable effects.

On-site management allows tenants to know "who to go to" for information or requests. Authority at the project level allows management to respond both appropriately and effectively to tenant requests, giving older tenants "some sense of confidence that they can act to create desirable effects" (Lefcourte, 1976).

Research Objectives

This study brought a "firm, fair, responsive management style" into practice at a newly opened project for elderly and handicapped residents. The results, both tenant perceptions of management and building operations, were compared with three similar projects.

In the light of past operating deficits, present budget cuts in assisted housing, and possible vacancy problems developing in retirement housing, this work takes on a more important picture in light of the need for efficient management practices in the 1980's.

Because of the special needs of elderly residents, tenant perceptions of internal control in relation with the management style of the four buildings were also measured.

CHAPTER II

ASSISTED HOUSING PROGRAMS

This country entered the assisted-housing business in 1937 with the enactment of the United States Housing Act. Spawned by the depression of the 1930's, the Act was intended to alleviate unemployment and provide "decent, safe, sanitary" housing for the unemployed who were expected to use housing assistance on a temporary basis (Zais, Struyk and Thibodean, 1982).

Public Housing Authorities

In the late 1930's Public Housing Authorities (PHAs) were established to develop, operate, and maintain assisted housing in metropolitan areas. In the mid 1950's, the federal government encouraged traditional programs through the Department of Housing and Urban Development (HUD).

During the early years of PHA programs, while the federal government provided the development funds, the PHAs were expected to meet operating expenses from rents and utility charges. Local governments supported PHA developments by not levying taxes against them and by providing service amenities such as police and fire protection. PHAs had the right of "eminent domain" under the sponsorship of

the federal government, giving them powers of a mini-government. However, local governments maintained direct control by appointing boards of commissioners to oversee the management of the Authorities and through the enforcement of local building codes (National Housing Law Project, 1982; Struyk et al., 1983).

PHAs set rental amounts and tenant income limits. However, after early development years, operating costs escalated and older projects began to need rehabilitation.

To compound the problem, the federal policy after the Second World War sought to provide housing for veterans and the working middle class through tax breaks and guaranteed home loans. This created a "flight to the suburbs," so that public housing became the housing source for very low income, unemployed, or welfare recipients who viewed public housing as permanent housing. In the 1960's, tenants in public housing were in the tenth percentile of income distribution overall (Welcher, 1980).

PHAs attempted to raise rents to meet operating costs, putting rental amounts out of the reach of very low income tenants. Because of tenant inability to meet PHA rents and PHAs' inability to meet operating costs, Congress passed the Brooke Amendment in 1969. The Amendment set rent limits for PHA tenants which were not to exceed 25% of their income, and provided operating subsidies to the PHAs. HUD used the subsidy granted by the Brooke Amendment to cover

PHA operating deficits and to help PHAs maintain financial reserves (Cartee, 1981; Liston, 1974; NAHRO Bibliography, 1984; National Housing Law Project, 1982; Struyk et al., 1983).

Since these HUD operating subsidies rewarded inefficient PHAs, federal costs began to balloon to such large proportions that a performance funding system was implemented in 1974. The performance funding system linked the PHA's actual operating costs to a performance standard defined by HUD. Although this system continues today, it has not prevented some PHAs from falling into severe operating deficiencies (Struyk, 1980).

While other variations of housing assistance programs have been initiated over the years, the major programs impact the most a community's assisted housing. These include: the PHA conventional housing program, the Federal Farmers Home Administration program, and HUD's Section 202 and Section 8 programs which give assistance under the sponsorship of nonprofit owners and private developers.

Farmers Home Administration

In 1949 the Farmers Home Administration (FHA) was initiated to provide assisted-housing programs for small communities and rural areas. The FHA differs from HUD in that FHA programs are under the jurisdiction of the

Secretary of Agriculture, and local state and county agencies, rather than PHAs, administer the programs. The state director targets FHA resources to particular areas and persons, and county offices administer both multi-family housing and community development programs (National Law Project, 1982).

Section 202 Program

The Section 202 Program was instituted in 1959 to provide federal loans to private, nonprofit sponsors to develop, operate, and maintain projects for elderly and handicapped residents. The nonprofit sponsors were expected to provide service amenities to their residents and to reserve at least 20% of their units for the very low income elderly (U.S. Department of Housing & Urban Development, 1984; National Housing Law Project, 1982; Zais et al., 1982). It is now thought that since Section 202 projects receive rent subsidies through the Section 8 Program, that a high percentage of their tenants fall into the low income range (Zais et al., 1982).

Section 8 Program

The Section 8 Program, enacted in 1974, falls into four categories: Section 8 Certificate, Moderate Rehabilitation, Substantial Rehabilitation, and New Construction.

The certificate program is administered through local PHAs. Eligible tenants first apply for certificates and then locate units from landlords in the private sector who are willing to participate in the program. Units must meet both the PHA's rental amount limitations and structural guidelines. Tenants pay their portion of the rent, which is dictated by their income. The landlord then collects the rest of the rental amount from the PHA. A unit's condition is monitored by the PHA to ensure that the housing stays structurally sound.

The Rehabilitation/New Construction phase of Section 8 allows a private developer to receive a subsidy on units in projects that were rehabilitated or constructed through loans from private lenders or state-lending agencies. HUD sets a fair market value on the units based on the local market and the developer's loan costs. The owner/developer operates and maintains the project and receives the fair market rent for each unit from a combination of the tenant's share and the Section 8 federal subsidy (U.S. Department of Housing & Urban Development, 1984; National Housing Law Project, 1982; Sloan, 1984; Struyk, Marshall and Ozanne, 1978, Zais et al., 1982).

While Section 8 Rehabilitation/New Construction subsidy funds have been available for both multi-family and elderly and handicapped projects, 54% of the development has

been in the area of elderly housing (Warner, 1983). Owners and developers often prefer the development of elderly housing over multi-family projects, because management of housing for seniors is viewed as less problematic than projects for families (Francescato et al., 1979; National Housing Law Project, 1982).

However, since the 1980 budget cuts, no new funds have been allocated for the Section 8 Rehabilitation/New Construction programs and only a limited amount of funding for Section 202 projects for elderly and handicapped residents remains. There is speculation that HUD's future emphasis will be on housing vouchers exclusively (Meehan, 1983).

Housing vouchers are similar to Section 8 certificates as eligible tenants are able to locate their housing in the open market. The vouchers differ from the Section 8 certificate program because the distributing agency, normally a local PHA, has less involvement. With the Section 8 certificates, the PHA assigns the certificate to the tenant, the tenant locates a suitable unit, and the PHA monitors both the landlord and the unit, often with fairly stringent requirements. The relationship is between agency and tenant, and agency and landlord. With the housing vouchers, the relationship is between tenant and landlord, with the agency's prime role being the distribution of the voucher (Zais, 1984).

With PHA projects, Section 8 Rehabilitation/New Construction, and Section 202 projects, the unit itself is subsidized. With Section 8 certificates and housing vouchers, the tenant is subsidized.

HUD appears to place a strong emphasis on the voucher program in 1985 and has halted further development of new buildings. For existing subsidized housing, operating assistance has been curtailed, and badly deteriorated housing projects are expected to be destroyed rather than rehabilitated (Friedman & Weinberg, 1982; Galner, 1983; Meehan, 1983; Nenno, 1982; Ostrowski, 1984; Sloan, 1984; Struyk et al., 1983; Zais et al., 1982).

CHAPTER III

LITERATURE REVIEW

Management of assisted housing is generally considered to be more difficult than management of housing in the private sector (Conrad, 1970; Fitzgerald, 1977; French, 1977; Matheny, 1976; Murray, 1972a, 1972b; Simmons & Watson, 1973; Stegman, 1980; Wollock, 1977). While location and project construction are sometimes cited as part of managements' problems and are often used as reasons for not improving management practices (Struyk, 1980), "people problems" are considered the major management challenge (Conrad, 1970; French, 1977). Glen French, Director of Management for the Cambridge Housing Authority, finds that "people problems demand more than normal management expertise . . . they are most times given as reasons for a project's failure."

People problems cited include poverty tenants who lack education, motivation, respect for other's property, and who encourage destruction and vandalism (French, 1977).

Joseph Conrad (1970) in "Getting Involved in Low Income Housing," discusses the people problems that confront managers. He finds that the many social problems in assisted housing can be handled by a "well trained mana-

ger . . . who knows that attitudes play a dominant role in management relations." Conrad does not say it is easy: "Managers of subsidized housing must go a step beyond the norm." His criteria are that the "tenant be treated with respect as an adult and that managers themselves be responsive to tenant needs."

In "Reducing the Risks of Subsidized Housing," Glen French (1977) defines management as, "the ever existing condition in which all residents are aware the management assumes its responsibility fully and will insist upon lease compliance firmly, yet fairly."

Robert Fitzgerald (1977) in his article, "The Public Housing Manager, No Place for a Loner," states:

The tenants don't belong to you, or to anything or anyone. Their personal freedom is their most sacred possession in the same sense that all citizens regard it as both a right and a responsibility . . . reacting to tenants as people will be a concern, a constant interest, and a source of many personal satisfactions.

In the "Turnaround Handbook for Problem Properties," Richard Wollock (1977) stresses tenant relations. He says tenants must be told of management goals for a complex and suggests seeking their cooperation. He says, "psychologically everyone wants to believe that he lives in a good environment and made a wise decision when choosing this complex." He claims management firmness creates a positive mental attitude among residents, and when disruptive tenants

create discontentment among good tenants, they must be dealt with firmly, even to the point of eviction.

Evictions are a necessary part of management of assisted housing. J. S. Fuerst (1977) in his article, "Subsidized Housing: Amateurs Need Not Apply," demonstrates how a problem project can be turned around by evicting both non-rent paying families and tenants who disturb others. He says the use of eviction can help keep a project occupied, solvent, and integrated. A more important variable than eviction, however, is careful tenant selection. He feels that with careful screening and credit checks, evictions can become minimal.

Management of a Problem Project

In 1974 during a bitter tenant strike, Carmen Porco (unpublished manuscript, 1980) took over management of a 250-unit, subsidized family housing complex in Madison, Wisconsin. The complex was plagued by vandalism, high vacancy rates, and high tenant turnover. Mr. Porco reversed these problems over a period of one year, reducing the vacancy rate from 45% to 1%, the rent delinquency rate from 22% to 0%, yearly turnover rate from 31% to 6%, and maintenance complaints from 190 to 60 per month (The Oregonian, 1980).

Carmen Porco relied heavily on a lengthy tenant orientation process. Before a lease was signed, "lease and

management policies were explained in detail . . . not only tenant's obligations but management's obligations as well." The manager explained staff working hours and staff duties, how complaints were handled and how problems could be avoided. Porco says:

Explaining everything to the tenants without relying on stone-wall and fear tactics makes them more likely to keep the buildings and grounds in good condition, and they do much of the cleanup and fixup tasks themselves (The Oregonian, 1980).

In 1979 Mr. Porco took over a second large family project accomplishing similar results in less than a year. Since that time, Carmen Porco has become a full-time consultant to the Madison, Wisconsin Public Housing Authority, again successfully implementing his management policies throughout the entire PHA system in Madison, Wisconsin. Basically, Carmen Porco's approach to project management is:

1. A lengthy orientation and introduction process to the complex.
2. Keeping tenants well informed and relating to them on an adult-to-adult basis.

PHA Comparison Study

A study of 15 housing projects in three Canadian cities by Adipoju Onibokun (1974) indicates again how management attitude and performance affect tenant satisfaction and project costs.

Two models of management were identified as a result of the study:

1. The paternal and unresponsive model.
2. The empathetic and unofficial model.

The paternalist model had authoritarian management that was unresponsive to tenants' complaints. The tenants stated they felt "no self worth, dignity, or pride." The paternal management model fostered open conflict in one city, compounding management problems.

Onibokun's empathetic and unofficial model is similar to Porco's (1980) approach with a positive orientation process and positive attitude relating to tenants:

When a new tenant is admitted, the manager takes her to the housing project, shows her her own housing unit, hands her the key and says, "Well, this is your house; regard it as your own personal house, and take care of it as you would your own property." The Authority addresses the tenants politely and even when the tenants do some wrong, the response of the Authority is not harsh and dictatorial. When there is need for repairs within the housing units, the management acts promptly and ensures that the repairs are done to the satisfaction of the tenants. Some of the tenants in the housing projects had repainted their housing units themselves and the paint in such cases was supplied by the Housing Authority and this approach yielded positive results. Tenants' complaints about renovation and housing repair were noted to be very negligible in most of the housing projects under the jurisdiction of this Housing Authority.

In enforcing the rules, the management has actively involved the tenants themselves, and they assume a greater part of the responsibility of identifying which rules are necessary and that the rules are adhered to.

The results have been very gratifying. Complaints about management are found to be relatively few. A great majority of the tenants have a feeling of self-worth, responsibility and self-respect (Onibokun, 1974).

In this three-city study of 15 housing projects, the attitude of the PHAs toward their tenants affected management policies and had a decided effect on the livability of projects. Well-built buildings with spacious apartments had their "livability impaired by management who disregarded tenants' feelings." Tenants had poor relations with what Onibokun calls "authoritarian housing authorities." He found management differs from city to city in public housing and feels that poor management does a great disservice to the cause of assisted housing nationally. He found great contrasts in management, and in those PHAs where "good management" or what he calls "empathetic and unofficious management" prevailed, there were economic benefits (Onibokun, 1974).

Urban Institute Management Performance Studies

HUD-funded studies during the 1970's investigating the financial problems of assisted housing found numerous factors leading to deficits and defaults:

1. The building in the 1950's and 1960's of mammoth housing projects in high crime areas.

2. Construction of projects as spartan as possible without recreational facilities or other amenities needed for the large number of people housed.

3. Projects deteriorating to a point where maintenance and repair costs became overwhelming.

4. Poor management practices.

(Polikoff, 1978; Struyk, 1980; Wye, Pickering & Kaninsk, 1980)

Cost efficient administration of such large, deteriorating projects where tenants are resentful of their environment, management, or both, is extremely difficult at best and impossible at worst. However, Raymond Struyk, Director of the Center for International Activities of the Urban Institute of Washington, D.C., in his analysis of public housing (1980), finds that density, size, and location are often excuses used to prevent implementing better management practices. His analysis is based, in part, on HUD-funded research at the Urban Institute.

Beginning in 1971, the Urban Institute began a 9-year series of research studies into the financial problems of assisted housing. During the course of that research, over 21,000 interviews were conducted and 460 projects were studied. Sixty of the projects were under private developers, nonprofit or cooperative ownership. Four hundred of the projects were owned by PHAs. Two-thirds of the interviews were with tenants and the last third with PHA

and project staff (Isler, Sadacca & Drury, 1974; Sadacca & Loux, 1978; Struyk, 1980).

Four basic categories were developed from the interviews and other data sources, such as vacancy rates and rent delinquencies. The four categories were:

1. Criterion measures which assessed the overall management performance of a PHA.
2. Control measures which described area, neighborhood, project and tenant characteristics over which the PHA had no control.
3. Management measures which described management policies, practices, and the attitudes of tenants and PHA staff.
4. Income and expense measures which were related to operating income and expenses of PHAs.

Measures were developed from the categories and adjusted to take into account operating conditions over which the PHA had no control, such as older buildings in poorer neighborhoods, and used to divide PHAs into high- and low-performance groups. High- and low-performance PHAs had complexes that performed accordingly, and in high-performance complexes, there was low tenant turnover, low vandalism and vacancy rates, high resident satisfaction and fewer complaints. Low-performing complexes had operating

losses, rent delinquencies and rental losses, high vandalism rates, and lower tenant satisfaction.

In high-performance buildings project managers had more authority, were firm in enforcing rules and evicting problem tenants, and were responsive to tenant needs and concerns. Tenants in these complexes were less inclined to participate in formal tenant organizations, but participated on an informal, day-to-day basis. Tenants formed more formal organizations in those complexes where management was felt to be inadequate in some way.

Variables Identified from Urban Institute studies that impacted on building performance were:

Uncontrollable Variables:

1. Neighborhoods
2. Age of building
3. Elderly vs. family buildings

Controllable Variables:

1. Attitude of staff toward their work and toward each other
2. Decentralization of authority to the project level
3. Management firmness
4. Management responsiveness
5. Tenant roles, including cooperativeness, project cohesiveness, and tenant involvement in the building.

A comparison of building performance as defined in the Urban Institute studies is illustrated in Table 1 (Sadacca, Loux & Carlson, 1978).

Management firmness is defined as enforcing rules strictly and fairly. Noise levels are kept at a tolerable level, and tenants keep the grounds clean. Management takes less time to evict tenants for rent delinquency and will evict for poor behavior, i.e., drunkenness, berating of other tenants.

Management is considered responsive when:

1. Tenants feel they are treated well by staff.
2. Tenants feel the manager knows a good deal about the job.
3. Maintenance problems are taken care of promptly.
4. Complaints are responded to promptly.
5. Repairs are made promptly.
6. Managers know tenants by name and by sight.
7. The manager is a source of service information.
8. Tenants know who to contact for emergencies.

(Loux & Sadacca, 1975; Sadacca et al., 1976; Sadacca, Loux & Carlson, 1978)

The Urban Institute study was the first comprehensive management focused research conducted nationwide on assisted housing. The study assumed the relative importance of

TABLE I
BUILDING PERFORMANCE VARIABLES

Higher Performing Buildings	Lower Performing Building
1. Tenants perceive neighborhood as improving.	1. Tenants perceive neighborhood as deteriorating.
2. New buildings.	2. Very old buildings.
3. Elderly population easier to manage.	3. Multi-family buildings more difficult to manage.
4. Positive attitude of staff toward their jobs, tenants and each other.	4. Negative attitude of staff toward their jobs, tenants and each other.
5. Authority centralized to each project.	5. Authority in central office.
6. Management firm in keeping noise down, less time to evict tenants for rent delinquencies or disruptive behavior.	6. Management not quick to stop disruptive behavior, less likely to evict disruptive or delinquent tenants.
7. Management responds quickly to maintenance complaints, treats tenants with respect, knows tenants by name, is available. Tenants know who to contact for problems.	7. Management slow to respond to maintenance requests, unavailable to tenants. Tenants do not know who to contact for problems.
8. Tenants volunteer in and around building, active in building activities. Tenants less likely to want to participate in management.	8. Tenants less likely to volunteer in building or participate in activities. More vandalism in buildings. Tenants try to participate in management by forming formal organizations.

Source: Sadacca, Loux & Carlson, 1978

management with respect to other factors and was specifically aimed at locating high-performance management.

University of Illinois' Resident Satisfaction Study

The University of Illinois' Housing and Research Development Program also found evidence that management is an important aspect of tenant satisfaction. Several management measures of attitudes, policies, and performance were found to be important predictors of overall satisfaction in assisted housing (Francescata et al., 1979).

The Housing Research and Development Program conducted research from 1972 to 1977 on resident satisfaction in low and moderate income assisted-housing complexes. In 1977, with funding from HUD, the Program began research to look at the relationship between tenant satisfaction and design and management of housing projects. One goal of the study was to identify environmental aspects that affected satisfaction. The second goal was to identify management strategies. Management and design in assisted housing had not been evaluated from the tenant's viewpoint "with resulting undesirable social and operational consequences" (Francescata et al., 1978).

Thirty-seven projects were used in the study with one designed for elderly occupancy only. The complexes were all assisted housing from various funding programs. Ten were PHAs, 11 were built through state housing development

agencies, 2 through a municipal housing development corporation and the remaining 14 by private, limited-profit, or nonprofit developers. The sites were located in 10 states, mostly in the East, Southeast, and Midwest.

Sixteen of the sites were in the central city of major metropolitan areas. Another 16 were in metropolitan areas outside the central downtown area and were called urban. Two were in the suburbs, and three were in rural areas.

An Occupant Satisfaction and Perception Survey (OSAPS) was developed from interviews with tenants, management staff, and researchers from the Urban Institute in Washington, D.C.

One-third of the adult population from each of the 37 complexes were chosen, with a return rate of 32% from mailed questionnaires. The OSAPS was then administered through an interview with those tenants who had not responded to the original mailing and resulted in over 1,900 responses.

The basic findings of the Housing and Research Development study were:

1. Most residents were satisfied with HUD-assisted housing.
2. When properly designed and managed, HUD-assisted housing was as satisfactory or more satisfactory than housing in the open market.
3. There were no significant differences in levels of satisfaction that were attributable to differences in assistance programs.
4. Many interrelated aspects influenced residents' satisfaction with a high proportion of the total variance representing satisfaction with other tenants, pleasant appearance, and economic value.

5. As a whole, the sample residents were a non-homogeneous population. Differences in socio-demographic characteristics were perceived more accurately by tenants than by management.

6. The more other residents in a development were perceived to be similar to oneself, the higher the level of satisfaction with other residents.

7. The perception that other residents were friendly and well-behaved was an important component of overall satisfaction.

8. Not feeling stigmatized for living in assisted housing was strongly associated with overall satisfaction.

9. The appearance of the physical environment was an important component of resident satisfaction.

10. Perceptions of spaciousness and privacy were moderately strong predictors of overall satisfaction.

11. Location was found to be associated with satisfaction, but was not a controlling factor.

12. Density was not a predictor of resident satisfaction.

13. Smaller projects tended to be only slightly more successful.

14. The type of site layout was not related to resident satisfaction.

15. There were no significant differences in overall satisfaction between living in high-rise vs. low-rise developments.

16. The type and quality of the facilities and amenities provided were moderately strong predictors of satisfaction.

17. Management aspects were strong predictors of resident satisfaction.

18. A number of management policies and rules were perceived as unsatisfactory by the residents.

19. Management's performance in providing adequate maintenance and in responding quickly and effectively to tenants' complaints was generally not satisfactory.

20. Protection from crime and vandalism was inadequate.

21. Live-in resident managers were not perceived as performing better than managers living off site.

22. HUD management guides received mixed evaluation.

23. Rent policies were a frequent cause of complaints.

(Francescato et al., 1979)

The University of Illinois' Housing Research and Development Program research recommendations are similar to the Urban Institute's. A firm, responsive management style becomes an integral factor contributing to a project's success (Francescato et al., 1979).

Elderly Assisted Housing: Recommendations Versus Regulations

Management of assisted projects for elderly and handicapped tenants is considered to be less difficult than management of multi-family projects (Francescato et al., 1979; Sadacca et al., 1976; Sadacca, Loux & Carlson, 1978; Welcher, 1980). Only recently, however, researchers have noted that the population of very frail elderly is increasing in those projects, and that adequate management resources needed to manage are unavailable (Bernstein, 1982a, 1982b). There can be chronic complaining, alcoholism, confusion over rent payments and recertifications, damaged units due to failing facilities, and suicides (Lawton, 1975). In areas with a large selection of elderly designed projects, there is tenant turnover and vacancies (Simmons, 1984; Wolfe, 1984). In January of 1985, HUD occupancy specialists began a national study to pinpoint exactly where and why those vacancies exist (Schenk, 1984).

The special needs of projects with older tenants have concerned researchers for the past two decades (Andreae,

1978; Carp, 1966; Green, Fedewa, Johnston, Jackson & Deardorff, 1974; Lawton, 1975; Regnier & Byerts, 1983), and federal policies for construction and location of projects for elderly and handicapped have been influenced by research recommendations. Basics such as emergency call systems in units, entry call systems for security, handicapped access, design of units for handicapped, community access and location of sites near amenities such as shopping, have become standard requirements (National Housing Law Project, 1982). Research on management practices of elderly projects has not had a similar impact.

Research Recommendations

M. Powell Lawton, a foremost authority on housing older adults, discusses basic management requirements in his book entitled, Planning and Managing Housing for Elderly, published in 1975. What he said then has been echoed by others and is pertinent in the 1980's.

Managers of elderly projects should have some gerontological training to enable them to recognize signs of depression, drug problems, alcoholism, paranoia, suicidal tendencies, and falling physical abilities (Butler & Oldman, 1983; Heumann & Boldy, 1982; Huttman, 1977; Koldony, Baron & Struyk, 1983; Lawton, 1975; Slavik, 1981; U.S. Department of

Housing & Urban Development, 1979; Woodward & Wakefield, 1982).

Managers should be social activity coordinators (Brauer, 1976; Butler et al., 1983; Heumann et al., 1982; Huttman, 1977; Kolodny et al., 1983; Lawton, 1975; Parker, 1984; Sanzotta, 1979; U.S. Department of Housing & Urban Development, 1979).

Managers need to possess:

1. communication and interviewing skills (Heumann, et al., 1982; IREM, 1970; Lawton, 1975; Rose, 1978; Slavik, 1981; U.S. Department of Housing & Urban Development, 1979);

2. service referral skills (Brauer, 1976; Fuchs, 1977; Heumann, et al., 1982; Hughes, 1976; Huttman, 1977; Lawton, 1975; Parker, 1984; U.S. Department of Housing & Urban Development, 1979);

3. an ability to maintain community relationships (Huttman, 1977; Kolodny et al., 1983; Lawton, 1975; U.S. Department of Housing & Urban Development, 1979); and

4. a personality that works well with older people (Heumann et al., 1982; IREM, 1970; Kolodny et al., 1983; Parker, 1984).

Research with management of elderly assisted housing in Great Britain has reached similar conclusions (National Corporation For Care of Old People, 1973). The on-site managers, "wardens," are discussed in similar terms by Edgar Rose (1978) in Housing For The Aged. He reported:

1. the need for further study of wardens' roles and attitudes;
2. the need for improved warden-tenant contact;
3. the need to help tenants who become disabled to obtain services; and
4. the need to understand the wardens' role in coordination of the total project.

Alan Butler and Dr. Christine Oldman in an article in Housing lament the fact that wardens are undertrained, underpaid, and not selected carefully for the responsibilities they must assume. They are expected to be:

Patient, resourceful, understanding with a sense of humour and sympathy and understanding of old people . . . and be able to serve tenants without favoritism, with discrimination, but at all times respecting their independence and individuality (Butler & Oldman, 1983).

The HUD policies for managers of elderly housing are similar to the cited research recommendations. The following guidelines were addressed in a HUD-published (1983) Instructors' handbook for training managers of assisted elderly projects:

1. Communication

Speak clearly to older residents. Speak loudly only when talking to residents who are hard of hearing.

Listen carefully to older residents and clarify statements that you do not understand.

Be patient with older residents who respond slower.

2. Attitudes

A good manager should examine his or her own motives and attitudes toward aging to overcome misconceptions.

3. Services

A good manager should be sure that older adults are referred to the services they need.

A good manager should insure that new residents obtain the emotional support necessary for adjustment to their living situation. One way of doing this is involving residents in social and activity oriented groups within the development.

A good manager should provide services or activities necessary to support the emotional stability of residents. This can be done by organizing residents into social or activity oriented groups to promote interaction among residents as well as recreation and constructive activity.

A good manager should know when to seek professional advice for severe emotional problems.

4. Social Activities

Managers should provide opportunities for residents to satisfy their needs for status and feelings of self worth. These needs may be filled through group interaction at the housing unit or at an outside senior center.

Managers should allow elderly residents as much independence as possible. They should be encouraged to clean or shop for themselves. Management should provide the necessary support for such activity such as lightweight cleaning equipment and transportation.

Managers should inform older residents of educational opportunities and should motivate them to utilize such opportunities.

Managers should be particularly sensitive to the needs of women who have been dependent on husbands for making important decisions all their lives. Managers should encourage them to become more independent.

Managers should be careful to recognize cultural and racial differences when planning programs and interacting with residents.

5. Economics

Managers should insure that residents utilize services available to them in the community.

Managers should consider the low incomes of the elderly when planning outings and trips.

Managers should inform older residents of the variety of income sources available to them and encourage older residents to utilize such resources.

Managers should assist older residents with budgeting when necessary (HUD Management Guidelines).

All these recommendations are for people:

1. in an underpaid profession (Heumann et al., 1982; Lawton, 1975);
2. on whose shoulders the success of a project rests (Heumann et al., 1982; Kolodny et al., 1983; Ralston & Ralston, 1983); and
3. the bulk of whose duties is record keeping and report writing (Fitzgerald, 1979; Huttman, 1977; Lawton, 1975).

Management Regulations

Regulations are necessary to insure that managers know:

1. How to legally select tenants;
2. How to verify that tenants qualify for assistance;
3. How to obtain the proper certification;
4. Discrimination regulations;
5. How to complete tenant eligibility forms;
6. How and when to recertify;
7. How to keep waiting lists;
8. How to reject unsuitable applicants;
9. How to complete HUD occupancy forms;
10. Penalties for late recertifications; and
11. How to fill out claim worksheets.

(Oregon State, 1984)

Somewhere between the ideal world of research-based policies for management and the mandatory world of federal regulations, there is the world of managing assisted housing for elderly mandated by cost control.

Locus of Control and Management of Elderly Housing

A second research topic considered with this present study was locus of control. It was hypothesized that low-income seniors might perceive more internal control over

their environment if management was firm, fair, and responsive, i.e., where an on-site manager with definite office hours could respond to tenants' requests in as timely a manner as possible, enforce necessary regulations firmly and fairly, and be a source of service referral.

The concept of locus of control arises out of the social learning theories of Julian Rotter (Rotter, 1954, 1966, 1971; Rotter & Liverant, 1962) where reinforcement of behavior developed from one's perceptions.

In behavioral studies, the reinforcement itself is the key to behavior (Skinner, 1974). The reinforcer can be as tangible as food or as intangible as social approval.

In locus of control theories, perception of control is the reinforcer, and if experiences are not seen as the results of one's own actions, they do not alter the way a person sees things and functions (Rotter, 1954, 1966, 1971).

Researchers have used both laboratory animals and human subjects to experimentally manipulate perceived control. Some of the foremost animal studies were done with dogs (Seligman, 1968, 1975a; Seligman & Maier, 1967; Seligman, Maier & Solomon, 1969), who were given shock treatment in escapable or inescapable situations. The dogs who had been in escapable situations in the initial phases attempted to get out in inescapable trials. Dogs in the inescapable situations in the initial phases were unable to perceive they could escape in subsequent phases. They would

cower in the shock box and could only be taught to use the escape route by repeatedly being dragged out. Initially they learned they were unable to control the situation, and when escape was available they behaved helplessly.

Curt Richter (1959) found that wild rats, when constrained by being held tightly before being placed in a bucket of water would swim to the bottom and die. Autopsies demonstrated that the rats did not drown. Unconstrained wild rats could swim up to 80 hours before drowning. It was concluded that restricting the rats' kicking and biting behavior resulted in perceived helplessness. These animal studies and others on locus of control lead to the phrase "learned helplessness" (Lefcourt, 1976; Seligman, 1975a, 1975b).

Locus of Control Studies with Human Subjects

Using either perceived controllable or uncontrollable aversive stimuli on human subjects affects performance on simple tasks such as number comparisons or letter finding (Glass, Singer & Friedman, 1969; Glass, Reim & Singer, 1971). The subjects, distracted by stimuli they could not eliminate or anticipate, did poorly. Subjects performed better if they could anticipate the stimuli (predictability) or think they could stop it (perceived control).

In other studies (Phares, 1971), subjects were given chips to wager on their success in matching shades of gray or lines of varying lengths, and then told that success was due to either "skill" or "luck." After each trial the subjects were given the same feedback of successes or failures, and asked to wager on the expectancy of being correct on the next trial. Reinforcement of "skill" conditions had a great effect on the way in which subjects set their expectations. "Luck" subjects were more likely to stand pat after success or wager more after failure. Changes in number of chips wagered were greater when subjects were given "skill" instructions. These studies indicate that knowledge of the subject's perception of control in a laboratory situation could predict the judgments they would make in response to success and failure.

These studies and many more (Lefcourt, 1976; Rotter, 1966; Seligman, 1975a, 1975b) can be generalized to situations where perceived loss of control of individuals in socio-economic status, institutions, learning situations, or during traumatic experiences affect behavior.

Early in the developing of locus of control, Julian Rotter (1966) developed an Internal-External Control Scale (I-E Scale) as a measure of individual differences in belief of internal versus external control. High internals on Rotter's scale perceive the outcome of life events as contingent upon their own behavior. High externals perceive

the same events as the results of luck, chance, or others (Rotter, 1966).

Results of use of the I-E Scale over the years indicate that internal perceived control beliefs are associated with better psychological adjustment, and external perceived control beliefs are related to indexes of maladjustment (Reid, Haas & Hawkings, 1977; Wolk, 1976).

Learned Helplessness

The theoretical concept of learned helplessness is the outgrowth locus of control studies where subjects, who perceive over time that they have little or no control over environmental outcome, react helplessly.

This is clearly stated in Seligman's book, Learned Helplessness (1975b):

" . . . a person or animal is helpless with respect to some outcome when the outcome occurs independently of all his voluntary responses."

There are individuals who become helpless only after repeatedly experiencing overwhelming traumatic losses, and others who display helpless behaviors all of their lives. Even Seligman's dog trials came up with a small percentage of dogs who were restrained in the initial shock situations but escaped when escape was offered. A similar small per-

centage of dogs were helpless at the outset, even in initial escape situations.

Individuals are different. There are differences in perceptions of experiences and differences in reactions to loss of control in traumatic situations. Aging brings with it a series of losses, albeit at different levels and rates, but losses nonetheless.

As individuals age, a series of unavoidable life events occur. Not all events occur for all individuals, but advancing age will, in some way, affect everyone (Lawton, 1975, 1980; National Center for Social Policy, 1979).

Children leave home. This may be a joyful event for some, but for others it means the end of an important life role.

Retirement produces role changes. Long-awaited, happily anticipated retirement has different effects from forced retirement. A person may be forced to stop working because of employment practices, physical deterioration, or the economy. Along with retirement, income changes create loss. The upper-income retiree who is prepared for retirement will not experience the trauma of reduced income that most older adults face; for some the loss can be staggering.

Lowered income, falling health, or both can facilitate the loss of a home, or make that home extremely difficult to manage. A forced move to a smaller living unit can bring losses in personal possessions, in neighbors, and even con-

tact with friends. A move to a federally-assisted unit brings the living within restricting regulations: no pets, personal income must be disclosed, and a medical report must be provided to assess physical capabilities (Fitzgerald, 1977).

Death brings loss of a spouse, friends, relatives, and possibly all three. Loss of physical or mental capabilities can bring institutionalization and, depending on the institution, a total loss of control over the immediate environment. There is evidence to indicate that when individuals begin to believe that their actions have no influence on the outcome of events, a state of learned helplessness, similar to depression, occurs (Hooker, 1976).

In a study of environmental loss in an institution (Langer & Rodin, 1976), researchers divided nursing home residents into two groups. One group was told they had choices as to when they wanted to have movies and what movies they would see. They were asked if they wished to choose a plant and, if so, were told they would have to care for it. They were told this nursing home was their home and if they wanted changes in their rooms, they could make them or have them made.

The second group was told this was their home, and that the aides would take care of them. They were handed a

plant and told the staff would water it. Movies were shown on Friday nights and everyone was expected to attend.

The "choice" group was compared to the "controlled" group by staff observing their interactions. The "choice" group socialized more, contacted more neighbors, and expressed more residential satisfaction.

Similarly demonstrating how small decisions affect elderly institutionalized residents, Richard Schulz (1976) had four groups visited by volunteers. The assumption was that having a visitor is a pleasant event for aged residents in nursing homes. Subjects in the first group chose when their visitors came and how long the visit lasted. Those in the second group were told when the visit would be and how long it would last. The third group was visited randomly, and the fourth group was visited only to gather data. These were seemingly small decisions allowing one group predictability and control.

The results indicate the first group rated significantly healthier than the three control groups and had significantly less increase in medication. The randomly visited group did not have significantly higher scores than the no-treatment groups in Schulz's research. It was thought that the visits would be a pleasant experience for all. The study concludes that the predictability of visits may have been of more benefit.

Several studies have found that life satisfaction scales of elderly subjects correlate with Rotter's I-E scales. Individuals with higher life satisfaction scores are higher internals on the I-E scales. Brandt (1979), Chang (1978), and Fawcett, Stoner and Zepelin (1980) correlated the scales on institutionalized elderly. Kabat (1980) correlated life satisfaction scales and the I-E scales on what she termed "young old" and "old old" elderly.

Zeigler and Reid (1979), in two separate studies, found a direct relationship between self-concept and locus of control in both institutionalized and noninstitutionalized elderly.

In one study, 77 residents of a nursing home were given an internal-external locus of control scale along with five indices of life satisfaction. The locus of control scale correlated significantly with a life satisfaction index, a self-concept scale, a positive/negative mood measure, and a subjective senescence scale. While there was no correlation on a tranquility scale, the researchers felt the hypothesis of correlation of perception of control to life satisfaction was demonstrated.

In the other study (Zeigler et al., 1979), 88 residents of six nursing homes and 65 elderly living independently were administered the locus of control scale and self-concept measures. Overall results were that internal control over desired outcomes was associated with more con-

tentment and a higher self-rating on a happiness scale. There were little differences between institutionalized and noninstitutionalized groups as a whole, but higher correlations for institutionalized males as in the first study.

In another study it was discovered that training elderly in assertiveness skills raised internal scores on the I-E scales (Reakes, 1980), and it was also found that internal and external locus of control scores can be influenced by positive orientation to the environment (Hunter, Linn, Harris & Pratt, 1980).

Stephen Wolk (1976) found in a study with elderly subjects some relationship between living situation and internal control scores. His thesis was that a given living situation might influence some adjustment of a person's locus of control.

He chose older adults with similar socio-economic standing from two retirement situations and administered a locus of control scale along with other measures. Subjects in the "low constraining" setting demonstrated higher internal control than the subjects from the "high constraining" setting.

In a paper by Nehrke and Reiman (1978) when a group of institutionalized male subjects were compared to a group of male subjects living in the community using Rotter's I-E scale, the institutionalized males had significantly higher

Internal scores. This led the authors to speculate that the Institution provided a secure, sheltered setting with more personal control allowing a sense of mastery and even satisfaction with the institutional situation.

While assisted-housing projects are not institutions, older residents are likely to have faced losses of income and privacy in order to qualify, and will face additional losses as they age. On the basis of past research, where seemingly small choices offered to institutionalized elderly affected their perceptions of inner control, it seemed reasonable to examine the idea that management style would become a factor affecting older tenant's perceptions of internal control.

Summary

The problems of assisted housing are many, with a past history of operating deficits and a more recent history of budget cuts (Polikoff, 1978; Sadacca et al., 1976; Stegman, 1980; Struyk, 1980). Also, additional evidence suggests that assisted-housing projects designed for elderly and handicapped residents are developing vacancy problems in some areas of this country (Schenk, 1984, Simmons, 1984; Wolfe, 1984).

Problems contributing to projects' budgetary troubles can be attributed to many factors; however, the body of research indicates that management style is a major consid-

eration, and that management's attitude toward residents influences how well a project functions (Conrad, 1970; Fitzgerald, 1977; French, 1977; Onibokun, 1974; Porco, 1980; Welcher, 1980; Wollock, 1977).

A series of studies at the Urban Institute of Washington, D.C., reported that an on-site, firm, fair, responsive management style impacts positively both resident satisfaction and building cost performance (Isler, 1974; Sadacca et al., 1976; Struyk, 1980).

While the same style holds true for assisted projects designed for elderly and handicapped tenants, the special needs of aging adults requires the added factors of gerontological training and service referral skills for management (Lawton, 1975). But the deciding factor in the design of management has been economic, and few managers have the recommended skills (Heumann et al., 1982; Huttman, 1977; Lawton, 1975).

With the management of assisted housing for seniors as the focus of this dissertation, an examination of locus of control and learned helplessness theories in relationship to management style was carried out. There is some evidence to indicate that offering aging residents in institutional settings some small control over facets of their environment contributes to perceptions of internal control (Langer & Rodin, 1976; Schulz, 1976).

CHAPTER IV

THE STUDY

Research findings from the Urban Institute management studies (Sadacca et al., 1976) and the University of Illinois' Housing Research and Development Program (Francescato et al., 1979; Weldman et al., 1980), were based on data gathered from assisted-housing projects already in operation.

The objective of this dissertation was to model those management styles in a newly opened assisted-housing project for the elderly and handicapped. The studies cited were largely focused on multi-family projects. Of the 120 PHA projects and 60 privately owned projects in the Urban Institute research, 47% of the tenants were elderly. In the Housing Research and Development Program study, of the 37 projects, 36 were multi-family and one was for elderly. While projects for seniors may not have the management problems of multi-family projects (Francescato et al., 1979; Sadacca, Loux & Carlson, 1978), there are problems: tenants become increasingly frail, become confused about money responsibilities, recertification, or apartment inspection requirements. In addition there are drinking problems, mental problems, and chronic complaining.

In the Urban Institute's management guidelines for high performance projects, authority was based on-site and management was a source of service information (Isler et al., 1974; Loux, & Sadacca, 1975, 1977; Sadacca et al., 1976; Sadacca, Loux, & Carlson, 1978).

In the literature on management of housing for elderly tenants, researchers recommend that managers have gerontology and service-referral training (Heumann, et al., 1982; Lawton, 1975; U.S. Department of Housing and Urban Development, 1979).

This study sought to institute those guidelines in a newly opened assisted-housing project for elderly and handicapped: Building A, in the city center of Portland, Oregon. For comparison three assisted projects for elderly and handicapped tenants with management styles that differed from Building A were selected (see Table II for building descriptions).

The owners and developers of Building A agreed to this research plan early in the rehabilitation of the building. The original plans included a 2-bedroom, live-in manager's apartment. The owner changed some interior construction plans to allow for a 1-bedroom assistant manager's apartment with a separate space for an on-site manager's office. Housing research indicates that "on-site," not "live-in," is crucial to resident satisfaction (Francescato et al., 1979).

TABLE II
BUILDING DESCRIPTIONS

Building A	Building B	Building C	Building D
Privately Dev. Sec. 8. Rehabilitation	Privately Dev. Sec. 8 Rehabilitation	PHA, Conventional New Construction	PHA, Section 8. New Construction
84 Units, 64 1-bdrm. 20 studios, indoor atrium w/skylight. 16 units have no windows to outside. Opened 11/4/85	56 Units, 35 1-bdrm. 21 studios. Opened 9/1/77	85 1-bdrm. Opened 9/8/81	95 1-bdrm. Opened 8/5/80
City center location. One block from super- market. Half-block to bus. Four blocks to city center shopping, theatres, etc. One block from library. Two blocks to medical buildings, pharmacy.	City center location. Two blocks from super- market. Half-block to bus. Three blocks to city center shopping, theatres, restaurants. Three blocks from medical buildings, pharmacy.	N.W. area adjacent to city center. Two blocks from super- market. Small shopping area, restaurants around corner. Variety of secondhand stores, novelty stores. Half- block to bus.	N.E. residential area. Two-and-a-half blocks to two supermarkets. Three blocks to large shopping center, novelty stores, restaurants, skating rink, doctor's office. Two blocks to bus stop.
Entry system. Tenants speak to visitors, see them, buzz them in.	Entry system. Tenants can speak to visitors, buzz them in.	Entry system. Tenants can speak to visitors, buzz them in.	Entry system. Tenants can speak to visitors, buzz them in.

Building A opened in November of 1981 with a full-time, on-site manager and a live-in assistant responsible for building maintenance.

The manager's responsibilities were:

1. Tenant selection, certification and recertification.
2. Setting up social activities.
3. The monthly newsletter.
4. Seeing that maintenance and contract repairs were made.
5. Contracting out necessary repairs and maintenance.
6. Preparation of monthly government reports and correspondence.
7. Preparation of monthly income journal.
8. Collecting rents.
9. Evictions.
10. Handling complaints.
11. Service referral.
12. Seeing that regulations were adhered to.
13. Hiring and supervising the assistant managers.

Care was taken during the interview process to clarify resident expectation of both tenants' and management's responsibilities (Porco, 1980). The project was introduced as the new tenant's "home" (Onibokun, 1974). Definite on-site office hours were set up and tenants knew whom to contact for requests or complaints. A tenant handbook was

given to new residents. Management was a source of service referral (Lawton, 1975). New residents confused as to how to get certification verification were given assistance. Recertifications were handled in the same manner, with help given to those tenants who found it difficult to obtain the information necessary for federal requirements.

The "live-in" assistant manager was responsible for general maintenance, minor repairs, and emergency calls after hours. There was a tenant-aide with an emergency call device in his unit to cover the project for emergencies when the assistant manager was out during an evening or over the weekend.

In Keys to Successful Management (Isler et al., 1974), management authority for higher performing projects is based "on-site." Rules are adhered to, and problem tenants evicted promptly. The manager knows tenants by name, and tenants know who to contact for assistance. Maintenance calls are responded to reasonably promptly. Management is a source of service information.

Independent Variable: Management Style

In Building A, the management style reflected the research recommendations where:

1. Authority for the project was based on-site. Maintenance was based on-site.

2. Management was a source of service information.

3. Management had a background of gerontological and service referral training and experience.

Building B is a privately developed Section 8 project located in the city center of Portland, one block from Building A. Similarity of location was the reason for selecting Building B. The on-site managers are a couple whose responsibilities include general maintenance. They are on-site approximately half-days, five days a week. Along with the maintenance, they select, certify and recertify tenants. The assistant manager is a live-in resident responsible for answering emergency calls when the managers are away from the building (Garver, 1984, 1985).

Building C is a conventionally funded PHA project selected because of the proximity of date of opening to Building A--September of 1981. Building C is located in Northwest Portland near the city center.

Building D, owned and operated by the same PHA, is a Section 8 funded project located in a residential area of Portland near a large shopping center. Management of C and D is the same. Authority for both projects is centralized at the PHA central office. Tenant selection is made at a central office. Maintenance requests are made to a maintenance department. Managers are service coordinators who are on-site only a few hours a week. Service coordinators do the certification and recertification of tenants and have

a caseload of approximately 380 tenants, encompassing three or more buildings and Section 8 certificate holders. There is a resident-aide in each building responsible for answering emergency calls after PHA offices hours (Greenough, 1984; Jackson, 1984, 1985; Otness, 1983, 1984).

Differences in management style between the four buildings were determined by job descriptions, interviews with managers, and questionnaires given to managers (Garver, 1983, 1984; Jackson, 1984, 1985; Otness, 1983, 1984).

The administrator of Building A, on five separate occasions, maintained a daily log in an attempt to identify the nature and frequency of behavior of management to tenants. The managers of B, C, and D also repeatedly were requested to keep logs. However, the constraints of their jobs did not permit them the opportunity to maintain daily logs. See Table III for management differences.

Major differences in management style include:

1. Project-based responsibility for tenant selection.
2. Project-based authority for building responsibilities.
3. Project-based maintenance responsibilities.
4. Management involvement in social activities.
5. Management as a source of service-referral.
6. Management training.

TABLE III
INDEPENDENT VARIABLE: MANAGEMENT STYLES

Building A	Building B	Building C	Building D
Manager = Administrator	Manager = Manager (Couple)	Manager = Service Coordinator	Manager = Service Coordinator
Office Hours: 8 hrs. a day, some evenings for social events, emergencies.	Office Hours: 8 a.m. to 12 p.m. weekdays. Wife on site approximately 12 hours a week. Husband on site approximately 24 hours a week.	No specific office hours. Approximately 2-3 hours a week.	No specific office hours. Approximately 5 hours a week.
Certifies, recertifies tenants.	Certifies, recertifies tenants.	Certifies, recertifies tenants.	Certifies, recertifies tenants.
Selects, interviews all new tenants.	Selects, interviews all new tenants.	Does not select or interview new tenants. (Done by central office staff.)	Does not select or interview new tenants. (Done by central office staff.)
No maintenance required. (Does quick repairs, i.e., stuck garbage disposals, light bulbs). contracts out painting, large repairs.	General maintenance, clean-up required. Maintenance crew from central office for large jobs, painting, etc.	No maintenance required. All maintenance from central office. Service coordinator, resident-aid, or tenants may make maintenance request.	No maintenance required. Maintenance from central office. Same as Building C.
Collects and banks rents.	Collects and banks rents.	No rent collection. Tenants mail to bank.	No rent collection. Tenants mail to bank.
Evicts, writes eviction letter.	Evicts, formal eviction notice from central office.	Evicts, formal eviction notice from central office.	Evicts, formal eviction notice from central office.
Source of service referral almost daily. Tells tenant who to call or makes call for tenant.	Seldom does service referral, approximately four times a year. "Would call Loaves & Fishes" (to locate Meals on Wheels service for incapacitated tenant).	Refers four or five times a month. Tells tenants who to call.	No service referral.
Attends social events. Potluck once a month. Coffee hours once a week.	Attends two times: at Christmas and Halloween dinners.	Doesn't attend social events.	Doesn't attend social events.
Considers bulk of duties as tenant relations, tenant selection, plant management.	Considers bulk of duties as interviewing prospective tenants, maintenance.	Considers bulk of duties as "Probably just recertification."	Considers bulk of duties as rent recertification, evictions.
Assistant Manager = Assistant Manager Duties: Salaried, responsible for general maintenance, lives on-site, covers emergencies.	Assistant Manager = Tenant Assistant Manager Duties: Receives partial rent. Covers emergency calls when managers not on site.	Assistant Manager = Resident-aid Duties: Receives \$150/month to cover emergency calls after PHA office hours. (Actual amount is less; income is increased, so rent is increased.)	Assistant Manager = Resident-aid Duties: Receives \$150/month to cover emergency calls after PHA office hours. (Actual amount is less; income is increased, so rent is increased.)
Resident-aid: Tenant who receives rent for covering for emergencies when Manager and Assistant Manager are not on site.			

7. Management contacts with tenants by administrative attendance at weekly coffee hours, monthly potlucks, holiday parties, and distribution of a monthly newsletter.

Hypotheses

This study sought to identify differences in building performance between Building A and Buildings B, C, and D. It was hypothesized that:

1. Tenants from Building A would have higher internal scores than tenants from Buildings B, C, and D on the Nowicki-Strickland Internal-External Control Scale (ANS-IE).

2. Tenants' satisfaction with building management would be higher for Building A when compared to Buildings B, C, and D on the Occupant Satisfaction and Perception Survey (OSAPS) from the University of Illinois' Housing Research and Development Program.

3. Tenants from Building A would participate in volunteer activities at a higher rate than tenants from B, C, and D as measured on the OSAPS.

4. Building A would have a lower tenant turnover rate than Buildings B, C and D. Data would be taken from project records.

5. Building A would be more cost efficient per unit than Buildings B, C, and D using data gathered from operating costs.

First Hypothesis: Internal Control
and Housing Management

With this present study it was thought that by offering older residents in assisted housing seemingly small factors of predictability by informing them of management responsibilities, responding to maintenance requests efficiently, seeing that regulations were fairly well adhered to, and having management as a source of service referral, a slightly higher measure of internal control perception would be significant for the residents of Building A.

Second Hypothesis: Resident Satisfaction

The Urban Institute management studies find some relationship of higher resident satisfaction in those assisted housing projects where there are on-site, firm, fair, and responsive management practices (Isler et al., 1974; Loux et al., 1975; Sadacca et al., 1976).

Similarly, the University of Illinois' Housing Research and Development Program finds that:

Management aspects are strong predictors of resident satisfaction, where tenants perceive management as respectful, friendly, cooperative, policies and rules were appropriate and fairly and equally enforced, repairs were made promptly and maintenance was adequate (Francescata et al., 1979; Anderson et al., 1979).

Third Hypothesis: Tenant Volunteerism

The Urban Institute management studies found a relationship between tenant activity to higher performing projects. Where "tenants volunteer in and around a building, are active in building activities . . . [they are] less likely to want to participate in management" (Isler et al., 1974).

It seemed a natural outgrowth of this present study to attempt to measure tenant activity. Tenant volunteerism in an assisted-housing project for older adults could prove to be valuable for frail residents if the other tenants helped them out. With a greater frail tenant population (Bernstein, 1982a, 1982b), volunteerism by the more able bodied should be a positive factor.

Fourth and Fifth Hypotheses: Tenant Turnover and Cost Per Unit

Tenant turnover rates and cost per unit were two factors used in the Urban Institute research to measure building performance (Isler et al., 1974; Loux et al., 1977, 1980; Sadacca & Loux, 1978; Sadacca, Loux & Carlson, 1978). The most vital factor in building performance is costs. The body of research demonstrates higher resident satisfaction in higher performing buildings with firm, fair, responsive management, but resident satisfaction is not the variable to influence instituting that management style.

The hypotheses of cost per unit and tenant turnover sought to demonstrate that management with authority at the project level costs less. Cost is a factor which owners and operators are sensitive to in hiring and training professional managers. If the professional manager's duties correspond with the needs of the projects, the resulting benefits should produce a "well-maintained and financially sound" project.

Dependent Variables

The dependent variables are:

1. Tenant internal control scores from the Adult Nowicki-Strickland Internal-External Control Scale (ANS-IE) (Nowicki & Duke, 1973). The ANS-IE was chosen for this study because it is considered more readable than Rotter's I-E Scale (Nowicki et al., 1973).

2. Tenant satisfaction with building management as measured by questions taken from the Occupant Satisfaction & Perception Survey (OSAPS) (Anderson & Weidmann, 1979). The OSAPS was used with this study because of demonstrated reliability measures made of the scales (Anderson & Weidmann, 1979). No reliability measures were made on questionnaires used during the Urban Institute studies (Sadacca, 1981).

3. Tenant participation in building activities, also measured by questions from OSAPS.

4. Tenant turnover rates taken from vacancy records of the three management organizations responsible for the four buildings.

5. Operating costs per unit for one year, also from project records.

CHAPTER V

METHODS

Building A opened in November of 1981 with a full-time, on-site manager and a live-in assistant manager responsible for building maintenance.

The research designer for this study served as the project manager of Building A. Conscious effort was made to adhere to management characteristics cited earlier.

1. Tenants were introduced to the project as their home.

2. Tenants were treated courteously.

3. Every effort was made to clarify the certification process and rule expectations.

4. Tenants were kept informed of management duties and responsibilities.

5. Maintenance requests were responded to as soon as feasible with an explanation given for any delays.

6. Communication in the form of newsletters or announcements was designed to explain announcements and regulations without being authoritarian.

7. Management learned the names of all tenants and greeted them accordingly.

8. Management provided service referral as needed.

Research Buildings

Three assisted-housing projects for elderly and handicapped residents were selected to compare building performance (see Table II in Chapter IV).

Major differences in management style included the more frequent contact of Building A's management with tenants, the project-based responsibility for tenant selection and maintenance, and management involvement with social activities and service referral (see Table III in Chapter IV).

Thirteen months after the opening of Building A, a questionnaire was mailed to all units in the four buildings. The questionnaire contained scales taken from the Occupant Satisfaction and Perception Survey (Anderson et al., 1979) and the Nowicki-Strickland Internal-External Control Scale for Adults (Nowicki & Duke, 1973).

Instruments

Occupant Satisfaction and Perception Survey

The University of Illinois' Department of Housing Research and Development Program received funding from HUD during the late 1970s to research measures of residential satisfaction with the intent of finding ways to improve housing satisfaction.

The Occupant Satisfaction and Perception Survey (OSAPS) was developed through research on previously used instruments, discussions with residents and management personnel from subsidized projects and discussions with researchers from the Urban Institute's management studies.

Three preliminary versions of OSAPS were developed by the Housing Research Program at the University of Illinois, and the final version was tested for clarity with residents in a housing complex not included in the final research study. Comments were sought so questions would be clear to all tenants (Anderson et al., 1979).

Test-retest data was gathered from 27 respondents with the satisfaction index from the first test correlating with the satisfaction index in the retest with $r = .87$.

The OSAPS was then given to another 32 residents three times at one-week intervals. Week two correlated with week one at $r = .849$, week three with week one at $r = .835$, and week two with week three at $r = .947$ (Anderson et al., 1979).

Because OSAPS measures so many components not necessary for this study, only those questions relevant to tenant satisfaction in an elderly project were used in this research. Examples of components omitted include: (a) future expectations (will have a better job someday), (b) organizational structure (babysitting pool present), (c) recreation (suitable recreation for toddlers),

(d) refuse concern (not much trash around garbage cans), and (e) parking (satisfied with parking). The very size of OSAPS would have been unwieldy, especially since the resident satisfaction survey was coupled with a locus of control scale.

The components used were:

1. Management (Questions 6, 8, 9, 10, 18, 19, 20, 21, 22 and 23)
2. Safety (Questions 5 and 26)
3. Volunteerism (Questions 12, 13, 14, 15 and 16)
4. Satisfaction (Questions 1, 2, 7, 11, 17, 24 and 25)

(See Appendix C for a copy of the questionnaire.)

The questions were five-point scale items, e.g., "How safe are you from accidents in this building due to such things as abandoned junk, broken glass, poor maintenance?"
 1. Very Safe; 2. Safe; 3. Neither Safe Nor Unsafe;
 4. Unsafe; 5. Very Unsafe.

Nowicki-Strickland Internal-External Control Scale for Adults

The second half of the mailed questionnaire was the Nowicki-Strickland Internal-External Control Scale (ANS-IE) (Nowicki, 1974). The ANS-IE was developed because of criticism of Rotter's original Internal-External Scale on the grounds that Rotter's scale had a high relationship with

social desirability and was difficult to read (Nowicki et al., 1973). The ANS-IE was administered along with the Marlow-Crowne Social Desirability Scale to two samples of college students ($n = 48$ and $n = 68$). The ANS-IE scores were found not to be related to scores from the social desirability measures ($r = .10$ and $r = .06$). The ANS-IE was intended to be written so children could understand it, while at the same time being appropriate for adults. The authors felt that the difficult reading level of Rotter's I-E Scale was not appropriate for noncollege populations and was not appropriate for a large segment of the adult population.

Because of the empirical support for Rotter's I-E Scale, the ANS-IE was administered along with the I-E Scale to two college and one community adult samples in an attempt to establish validity by showing the two scales to be significantly related. The correlations between the two measures were significant with $r = .68$ and $r = .48$, supporting the theory that the I-E Scale and ANS-IE assess the same constructs.

The ANS-IE was included along with the questions from OSAPS that were mailed to all apartment numbers in Buildings A, B, C, and D (see Appendix C).

Subjects

Since 1984, HUD regulations--income limits, income definitions, certifications and recertifications--for all programs, whether PHAs or private developers, are the same. Newly constructed or rehabilitated projects for elderly and handicapped are intended for:

1. Two-person households headed by an elderly person.
2. Single persons who are elderly.
3. Single persons who are handicapped or disabled.

Elderly is defined as "anyone 62 years of age or older." To qualify as handicapped:

A person must have an impairment which is expected to be of long continued and indefinite duration, substantially impedes his/her ability to live independently, and is of such a nature that such ability could be improved by more suitable housing conditions" (National Housing Law Project, 1982).

Income limits are:

1. Very low - \$6,550 (single) and \$7,550 (couple)
2. Lower - \$12,000 (single) and \$17,000 (couple)

The "lower" income range was set by HUD to attract middle income residents to offset federal rent subsidies in Section 8 projects. Regulations require that such projects house at least 30% of the units to very low income residents. In the four research buildings in this study, nearly all of the tenants fall into the very low income range. Samples taken from PHA and Section 8 New Construction/Rehabilitation programs in 1979 indicate the bulk of tenants

In those projects have their major source of income from Social Security (SS) or Supplemental Security Income (SSI), with the greatest percentage of the tenants to be elderly (Soldo & Brotman, 1981; Warner, 1983; Zais et al., 1982).

Income for subsidized tenants includes all sources of income: SS, SSI, private pensions, veterans pensions, interest, money received from properties, stock and bonds, welfare, alimony, etc.

Tenants pay 30% of their total adjusted income. Income is adjusted for out-of-pocket medical expenses over and above 3% of their income. Costs included in the adjustment include prescriptions, glasses, payments to medical doctors over and above Medicare and insurance coverage, payments to dentists, and payments for medical insurance.

In those projects where tenants pay their own utilities, rent is adjusted so that the combined rent and utility costs stay within the 30% of income range for the year.

For example, in Building A, tenants receive a utility deduction of \$25.00 for a one-bedroom unit. A tenant in a one-bedroom with an income of \$400.00 per month would pay \$95.00 per month rent and his own utility bill (30% of \$400, less \$25.00). In Building B, where utilities are included in the rent, the same tenant would pay \$120 per month rent and no other utility bills (Oregon State Housing Division, 1984).

Procedures

In December of 1982, the questionnaire was mailed to all 320 units in the four buildings. A cover letter explained the project as a research study of management of assisted housing, and it guaranteed confidentiality (see Appendix B). A dollar bill and a self-addressed, stamped return envelope also were included. A token of payment in a mailed questionnaire usually generates a larger response percentage (Dillman, 1978).

The return envelopes were coded with the unit number and building code to allow for follow-up mailings. The code for Building A was changed to E on the return envelopes. A second mailing with a cover letter and stamped, self-addressed return envelope was mailed to non-respondents approximately two months after the initial mailing. A third mailing was sent to non-respondents approximately two months after the second (see Appendices C and D for cover letters). Between the second and third mailings, a large poster was posted in each building giving a time when someone would be in the community room to talk to anyone who wished to discuss the questionnaire. The chairman of the dissertation committee for this research met with the tenants at the prescribed times.

Human Subjects

At the outset of this study, there was some concern by

the Human Subjects Committee at Portland State University about the vulnerability of subjects. The researcher managed Building A and knew the managers of Buildings B, C, and D.

After the initial mailing to all unit numbers in the four projects, the researcher did not assist with any subsequent mailing to avoid knowing which tenants had returned questionnaires. All returned questionnaires were sent to the Urban Affairs Department at PSU in care of the Chairman of the dissertation committee for this research.

Questionnaires were given to an outside research consultant to code and program for analysis.

Rate of Questionnaire Return

Over the four mailings, 237 questionnaires were returned.

One respondent put the dollar in the return envelope, scratched out the unit number and sent it back. Another tore the bottom off the cover letter and sent back an analysis of the signature. Refusals were accompanied with notes explaining why (e.g., poor English, plans of moving, dislike of the questionnaire).

Questionnaire Analysis

An outside researcher coded the returned questionnaires and key-punched the computer cards. The coding and

keypunching were double checked by the consultant, who had designed the program for the SPSS University of Kansas Honeywell conversion on Portland State University's Honeywell 60-10.

Analysis of variance was used with the management, volunteerism, and locus scales from the questionnaire returns. Analysis of variance is designed for use with both experimental and nonexperimental data gathered for more than two groups (Kerlinger, 1973; Thorndike, 1982).

Both the Scheffe and the Student-Newman-Keuls procedures were used on the SPSS package to test for significance at the .05 level. The Scheffe and the Student-Newman-Keuls procedures are appropriate for multiple comparisons. The Scheffe procedure makes use of E tables, while the Student-Newman-Keuls uses student range tables. Both tests are considered stringent for the methods they use (Bruning & Kintz, 1972).

Analysis of the Locus of Control Scale for this study included those respondents who answered 32 of the 37-item scale, and on the 10-item management scale, respondents who answered at least 9 of the items were included. On the volunteerism scale, those respondents who answered all five items on the scale were included in the analysis. Questions left unanswered on any scale were coded with a 9 (see Relative Frequencies, Appendix F).

CHAPTER VI

RESULTS

Locus of Control

The SPSS analysis of variance program used with this study on the ANS-IE's two-point response scale indicated no significant differences between groups at the .05 level with Student-Newman-Keuls procedure and the Scheffe procedure (see Table IV).

TABLE IV

ANALYSIS OF VARIANCE OF RESPONDENTS WHO COMPLETED 32
OF THE 37 QUESTIONS ON THE TWO-POINT ANS-IE SCALE

Source	Degrees of Freedom	Sum of Squares	Mean Square	F Ratio	F Prob.
Between Groups	3	0.0685	0.0228	1.102	0.34
Within Groups	179	3.7117	0.0207		
Total	182	3.7802			

Group	Responses	Mean	Standard Deviation
Building A	40	1.747	0.158
Building B	28	1.695	0.157
Building C	54	1.715	0.137
Building D	61	1.698	0.132

The reliability for the entire scale is coefficient
 $\alpha = 0.68$. Reliability on the internal control questions

is coefficient alpha = 0.37, and for the external control questions, coefficient alpha = 0.74.

Satisfaction With Management

Analysis of variance on the ten-question, five-point satisfaction with management scale, using the Student-Newman-Keuls and the Scheffe procedures indicates that satisfaction with management in Buildings A, B, and D is not significantly different from each other, but that Building C's satisfaction is significantly lower from the three other buildings at the .05 level (see Table V).

TABLE V

ANALYSIS OF VARIANCE OF RESPONDENTS WHO COMPLETED AT
LEAST NINE OF THE TEN-QUESTION MANAGEMENT SCALE

Source	Degrees of Freedom	Sum of Squares	Mean Square	F Ratio	F Prob.
Between Groups	3	7.9223	2.64	7.324	0.000
Within Groups	178	64.1801	0.36		
Total	181	72.1024			

Group	Responses	Mean	Standard Deviation
Building A	45	4.1788	0.5850
Building B	30	4.3622	0.3740
Building C	47	3.7596	0.7853
Building D	60	4.1496	0.5320

Using the SPSS correlation matrix list-wise deletion procedure, the standardized item coefficient alpha for reliability on the management scale is .884. The Kuder-Richardson-21, calculated by hand, indicates a coefficient alpha of .824 (Bruning & Kintz, 1972).

Volunteerism

Both the Student-Newman-Keuls and the Scheffe procedures on the SPSS analysis of variance programs indicate no significant difference between Buildings at the 0.05 level (see Table VI).

TABLE VI

ANALYSIS OF VARIANCE USING RESPONDENTS WHO COMPLETED ALL ITEMS ON THE FIVE-SCALE, FIVE-POINT VOLUNTEERISM SCALE

Source	Degrees of Freedom	Sum of Squares	Mean Square	F Ratio	F Prob.
Between Groups	3	5.1151	1.70	2.825	0.0407
Within Groups	151	91.1213	0.60		
Total	154	96.2364			

Group	Responses	Mean	Standard Deviation
Building A	33	3.2485	1.0572
Building B	25	3.5920	0.6867
Building C	51	3.6510	0.6857
Building D	46	3.7435	0.0996

Tenant Turnover Between Buildings

Comparable turnover data from project to project was unavailable. Record keeping varies, and locating precise information was not possible. The only comparable data was occupancy data on the 31st of March, 1984. The last day this researcher was administrator of Building A, occupancy was as follows:

1. Building A - No vacancies (Oregon State Occupancy request)
2. Building B - No vacancies (Rent collection statement from management firm)
3. Building C - Two vacancies (R. Otness, 1984)
4. Building D - Two vacancies (J. Greenough, 1984)

Cost Per Unit

The operating budgets from the PHA were by year, and the fiscal year ends March 31. The budget used was for March of 1984.

The privately developed projects had operating budgets available by the month, so those months comparable to the PHA's were used to compare costs per unit from April 1, 1983, to March 31, 1984.

The problems encountered with three very different operating budgets were a factor in the decision to use operating maintenance costs only.

Costs omitted were:

1. Administration expenses, e.g., office salaries, office supplies, management fees, telephone advertising, license, postage, tenant activities, legal fees, auditing and accounting fees.

2. Operating expense, e.g., electricity, gas, sewer, and water.

3. Debt service.

4. Taxes and insurance.

5. Non-recurring repairs.

These costs were omitted because of agency differences in recording budgets. The PHA in this study allocates some administration costs over all projects under their jurisdiction. The PHA's maintenance department, however, charges its work orders by project, allowing for a reasonable breakdown of maintenance cost per project.

Costs included in the cost per unit were:

1. Maintenance payroll.

2. Repair materials/supplies.

3. Maintenance equipment.

4. Contract labor.

5. Elevator contract.

6. Alarm monitor.

7. Pest control.

8. Decorating contract (on-going).

Total yearly maintenance cost per unit from April 1, 1983, through March 31, 1984, is represented in Table VII where cost represents the sum of total yearly maintenance cost divided by twelve then divided by the number of units.

Calculating cost per unit for the 12-month period between Building A and Building B using the Mann-Whitney \underline{U} Test for differences between independent samples (Bruning et al., 1972) indicates a significant difference between the two at the .02 level. The independent samples used in the Mann-Whitney \underline{U} Test were operating maintenance costs, divided by the number of units, for each month from April 1, 1983 to March 31, 1984.

With the significant differences between per-unit maintenance costs between Buildings A and B, it is safe to assume Building A's maintenance costs to be significantly different from C and D, also.

TABLE VII
TOTAL YEARLY MAINTENANCE COST PER UNIT PER MONTH
(APRIL 1, 1983 to MARCH 31, 1984)

Building	Cost
A	\$126.09
B	192.63
C	251.83
D	244.21

Discussion of Results

First Hypothesis: Internal

Versus External Control

There is no support in this study for the first hypothesis that respondents from Building A would have significantly higher perceptions of internal control when compared with respondents from Buildings B, C, and D.

The use of the locus of control scale in this study presented problems for the respondents, indicated by the comments written in the margins of the returned questionnaire. Also the SPSS correlation matrix revealed many negative correlations, another indication of problems with the scale.

This hypothesis might have been better served if considered on its own merit with the locus of control scale administered by interviewers.

Second Hypothesis: Satisfaction

With Management

There is also no support for the second hypothesis that respondents from Building A would perceive a significantly higher perception of satisfaction with management when compared to respondents from the three other buildings.

This result was unexpected in light of the concentrated effort to provide responsive management in Building

A. The questionnaire results did indicate some significant differences that required further investigation.

There were significant differences in length of residency between buildings, explainable by the different amounts of time each building had been opened. There was also a significant difference in the higher education level of respondents from Building A, when compared to those in the other three buildings.

An analysis of covariance with length of residency time and educational differences was made. The E tables did not indicate that those differences significantly impacted on questionnaire results (see Appendix G for covariance analysis).

Third Hypothesis: Volunteerism

Analysis of the questionnaires from the four buildings indicated no support for the hypothesis that volunteerism would be higher in Building A.

During this research project, some confusion emerged over the definition of volunteerism as used in the questionnaire. The hypothesis on volunteerism was included in this study because of earlier cited research indicating that with a firm, fair, responsive management style in assisted housing, there was a higher level of volunteerism in maintaining the project, a measure this study was attempting to examine.

The questionnaire, however, examined volunteerism as helping others--tenants assisting tenants, e.g.

I assist in helping with my neighbors, (errands, cooking, escorting, etc.)

Some of the residents assist me when I require some help.

I spend some time volunteering in recreation programs in this building.

The personal observation of this researcher suggests a high level of volunteerism among tenants in elderly housing overall. It has been reported by others that in an estimated proportion of in-home care for seniors in this country, 80% comes from informal support systems (Weeden, 1985). Some of that informal support is highly visible in assisted-housing projects for elderly. Whether management style influences that volunteerism was not answered with this study.

Fourth Hypothesis: Tenant Turnover

Comparable data for verifying tenant turnover was unavailable. Private owners and operators do not compute turnover percentages, nor does their funding agency, the State Housing Division.

The public housing projects also do not keep percentages, and data would have to have been gathered by hand from back records. Information from the local HUD area office shows an increase in Building C's turnover, with a loss of 12 tenants in 1982 versus 15 tenants in 1984 (Wolfe,

1984). Building D was not included in that comparison report.

Tenant records for March 31, 1984, indicate zero vacancies on that day for Buildings A and B. Data provided by service coordinators show two vacancies on that day for both C and D (Greenough, 1984; Otness, 1984).

Some argument for partial support of this hypothesis might be garnered from the comparison of operating maintenance costs in the analysis of the fifth hypothesis. Tenant turnover is a factor that affects operating maintenance costs, and those costs were significantly lower for Building A.

Fifth Hypothesis: Cost Per Unit

The fifth hypothesis is supported when using operating maintenance figures for the four projects. The cost differences between the private projects, A and B, and the public projects, C and D, is large in terms of monthly cost per unit. An intervening variable included in that difference is union labor which causes the PHA projects to sustain higher maintenance costs. When the role of union labor was examined in the Urban Institute studies it was found that those PHAs with higher percentages of union employees tended to have higher maintenance and operating costs, but conversely, had lower response time to maintenance requests (Sadacca et al., 1976).

There is evidence that some PHAs nationally have reduced labor costs by contracting out maintenance of assisted projects or monitoring it closely. One PHA in Lorain, Ohio, offered their union employees the contracts resulting in continued employment for those employees plus labor and cost efficiencies for the PHA (Ashley, 1983).

So even with the union labor costs of Buildings C and D, the statistical differences in operating maintenance costs between Buildings A and B indicates support for the fifth hypothesis that Building A's monthly cost-per-unit would be lower than the three other buildings included in this study.

CHAPTER VII

CONCLUSIONS AND POLICY RECOMMENDATIONS

On the basis of previous studies, it was anticipated that the five hypotheses tested in this present study would be supported. But the data provided support for only one of the hypotheses. Why did this occur? A number of considerations seem relevant. One of the hypotheses could not be tested because vacancy records were not available. The measures of tenant satisfaction with management may not have been appropriate for use with elderly tenants since they were developed on and used with an entirely different population, families with children. The questionnaire may have been too lengthy and the different scales appeared to confuse many of the elderly. Thus it would appear that these hypotheses were not given a good test--further studies are needed. Nevertheless, based on the review of the literature, interviews with the other building managers, and personal experiences and observations it is possible to draw some conclusions and make some recommendations.

Illustrations of Cited Research Recommendations

1. Managers of Senior Housing Projects Should Have Gerontological Training

The administrator of Building A had training in

gerontology classes, had worked in a social service program for seniors, and had practicums in a mental hospital. Those experiences were helpful when tenants talked about their "voices." The training helped keep elderly residents calm when another tenant was disruptive. Training provided the ability for the manager to recognize the problem when mentally handicapped tenants were off their medications. This training knowledge saved dollars by preventing vandalism in a trashed unit by an upset tenant. Gerontological training allowed the administrator to recognize changes in older residents' behavior and to intervene before minor problems became serious. The training provided an understanding of the older residents' need for conversation and when that need was merely social or of vital importance in preventing a serious situation.

2. Managers of Senior Housing Should Have Service-Referral Skills

Referral skills helped locate available housekeeping services for Building A when tenants needed help maintaining units. Service-referral skills, by knowing who to contact and how, saved time in locating appropriate services. Being cognizant of tenants' amount and sources of income, friends, family members, and other networks, also facilitated the identification and linkage of appropriate services with tenants.

Service referral obtained the help required to keep tenants in their apartments longer, helped them keep their units in shape, and created a more comfortable and hospitable living environment for everyone.

3. Managers Should Know How to Relate Properly to and Communicate With Their Older Tenants

Utilization of the administrator's training in human relations kept complaints at a minimum in Building A through careful explanations of the reasoning behind regulations, all apartment inspections, and other complex requirements for certification.

The administrator maintained friendly relations with the four tenants who had been evicted over the course of two and a half years from Building A.

This, perhaps, proved to be cost efficient as one of these tenants was subsequently evicted from another building and returned to set a fire there. Knowing how to evict the problem, not the person, is a cost efficient management practice.

4. On-site Management Authority Works Well in Improving Communication and Reducing Turnover.

The administrator kept regular working hours, five days a week. If emergencies arose during the working day, they were handled at once. If emergencies arose during the manager's off hours, the live-in assistant had the authority

to handle all maintenance problems. If people problems were beyond his capability, he called the manager in.

Being on-site facilitated the solution to maintenance emergencies, prevented more serious maintenance problems, and enabled tenants to go to someone on a regular basis to solve problems.

Limitations to the Recommendations

The recommendations from the above were based less on evidence from the statistical data collected and analyzed in the study and more on the observations and partial data collected from interviews with other managers.

The observations of all the managers indicated that turnover information is critical to the success of a project. Less turnover means greater tenant satisfaction and contributes to the cost-effectiveness in each building. The study, however, was unable to collect turnover data which weakened the analysis of the hypotheses.

Also, the focus of the study was too wide. While questions of locus of control and management style are valid, coupling these two theories in one questionnaire weakened the research. The theories would have been better served had they been developed separately.

The double questionnaire was long, and changed in both style and mode in its format, creating confusion on the issues for some older respondents. This confusion was

evident from statements written on the instrument and also by conflicting responses to questions which measured similar components but were scaled in different directions.

The mail-out was an appropriate vehicle and produced a return rate of nearly 75%. That older population surveyed by mail, however, might have understood the study better if personal interviews of a random sample of tenants from each of the buildings were used.

Merits of the Study

This study was significant because it collected data from a newly opened project. Past research on management style was developed from projects already in operation.

While the questionnaire results did not parallel the high rates of tenant satisfaction and volunteerism found in earlier studies, there is some evidence that cost benefits are associated with management style.

Policy Recommendations

1. Implementation of Senior Housing

Management Guidelines

Management firms vary in how they operate their buildings. Nearly all require that their managers spend a great deal of time on paper work. This study recommends that managers be allowed the time to communicate more with

tenants and paper work be relegated to an administrative back-up process.

2. Comparable Salaries

Another common problem in assisted-housing nationally, is the low paid status of on-site management. There is some movement to improve the status of managers by requiring certification. Locally, a community college is offering housing management training through its gerontological certificate program. Certification and training will not attract competent management without comparable salaries.

3. Tenant Turnover Data

Examining the reasons for tenant turnover is a vital source of information and that data is not presently being utilized. In senior housing there always is attrition through death and frailty. When tenants leave for other reasons, an effort should be made to find out why and how to correct the problem.

An emerging vacancy rate in assisted-housing for seniors nationwide indicates the seriousness of the problem. Knowing why tenants are moving from a building could be very useful to any owner/operator who is having difficulty keeping tenants.

4. Future Research With Housing Management

Researchers in the field should consider finding ways to measure differences in management styles and behaviors. Collecting data is difficult and proved to be a problem in this study. Finding ways to measure management style would be of benefit, not only for the emerging profession of managers, but for owners and operators who wish to implement those management style's guidelines into their projects.

For many housing agencies, management style is a pre-conceived plan developed from the top down. In the view of this researcher, it costs less to develop management around the needs of the older tenants as overall costs become lower through reduced turnover and vacancies.

A Final Conclusion

The final conclusion is based on the personal observations of the researcher in this field study. In retrospect, while the focus of the study would be narrowed and a smaller questionnaire would be used with personal interviews of a random sample of tenants from the four buildings, the management style of Building A would remain the same (see Appendix H).

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APPENDIX A

Subsidy housing 'going begging'

By STEVE JENNING
of The Oregonian staff

If Jordan Schnitzer seemed a little confused, one could understand why.

In 1980, Schnitzer's Clay Tower apartment building in downtown Portland opened to almost instant success. The federally rent-subsidized, one-bedroom units were soaked up by space-hungry tenants in a matter of days, with managers choosing mainly from the top of a waiting list that had begun forming even before the building was completed.

Now, almost three years later, Schnitzer is trying to rent two other rent-subsidized apartment houses, and

time for the buildings.

Developers of rent-subsidized housing under the federal Department of Housing and Urban Development's Section 8 program cannot afford to wait much longer than 90 days to achieve full occupancy in their buildings. For the first three months HUD will guarantee revenue equal to what would be earned if 80 percent of the building were occupied. After that, rent subsidies are received only on the basis of units rented.

HUD officials set the rental rate for each project, using local market rents as a yardstick. Qualified low-income elderly or physically disabled tenants pay no more than 30 percent of their monthly income in rents, with Section 8 picking up the remainder. The Lexington's per-unit rents, which have been fixed by federal officials using local market rates as a yardstick, are \$462. A typical pensioner, however, might end up paying no more than \$100 per month for a modern, well-equipped apartment.

There are at least five other Portland Section 8 renovation projects in various stages of development, and potentially face the same problems plaguing Park Tower and the Lexington.

"If I were them," Schnitzer said of the developers, "I'd be plenty concerned about the vacancy factor."

Although the program is growing no larger, Section 8 developers like Schnitzer are being hurt by a general increase in all residential vacancy levels brought on by economic recession and unemployment, according to Ko Shih, an economist at HUD regional offices in Seattle.

"The high vacancy in the non-subsidized market has had a softening effect on Section 8 program occupancy," Shih said.

And this problem is occurring even with recently liberalized income-level restrictions.

"The people who go into these buildings make about \$200 to \$400 per month," Schnitzer said. "But you could be making as much as \$1,000 a month and qualify for Section 8."

Thelma Johnson, rental director for the Portland Housing Authority, said recently that there were more than 1,300 city residents on the agency's subsidized housing waiting list.

He is offering \$100 cash bonuses in search of tenants for the Lexington

the story he tells is substantially different. Both new projects have been available for occupancy since late last year. Both have large vacancy factors.

And Schnitzer is wondering why, as may be the developers of other rent-subsidized Portland apartment buildings geared for low-income residents.

"There's been no waiting list this time," said Schnitzer, probably the state's major private developer of subsidized rental housing, in a recent interview. "And that's surprised us."

With the building open fully three months, there are about 20 vacancies in Schnitzer's 34-unit Lexington apartment house at 1125 S.W. 12th Ave.

The Park Tower, formerly the Park Haviland Hotel before Schnitzer purchased it and invested \$8.5 million in renovation, had only 30 percent of its 162 units rented or reserved at last report. Managers of the 711 S.W. Salmon St. building have been seeking tenants since mid-December.

Schnitzer has commissioned newspaper advertising proclaiming the amenities of expensively refurbished buildings. He is offering \$100 cash bonuses in search of tenants for the Lexington.

"We think it may take 90 days," Schnitzer said of the forecast lease-up



Staff photo by MICHAEL LEVY

VACANT SPACE — Advertising banners wave from the Park Tower apartment house in downtown Portland. Developer Jordan Schnitzer, inset, said tenant interest in the rent-subsidized project in which he invested \$8.5 million, has been surprisingly soft.

"This time of year it's harder for elderly people to get around," Johnson said. "We expect more movement around March. We have the units available, but people don't want to move this time of year."

With Portland area vacancy rates up a full percentage point in the last year, lower rents and more concessions to tenants may be encouraging some low-income persons to remain in non-subsidized rental housing.

"There are no statistics or data indicating that there is a bottomless well of low-income, elderly people," Schnitzer said. The problems at his two buildings causes Schnitzer to question "whether the need for these projects actually exists."

However, Johnson said the high-vacancy dilemma may only be temporary.

"There's still a great need for rent-subsidized housing," she said.

APPENDIX B



DEAR TENANT,

YOUR BUILDING IS BEING INCLUDED IN A RESEARCH STUDY OF ASSISTED HOUSING MANAGEMENT. WE ARE SENDING YOU THIS QUESTIONNAIRE IN THE HOPE YOU WILL BE INTERESTED IN SHARING YOUR VIEWS WITH THE RESEARCH TEAM.

DATA COMPILED FROM THIS STUDY WILL BE GIVEN TO HOUSING DEVELOPERS IN ORDER TO ENABLE THEM TO IMPROVE THEIR SERVICES TO TENANTS. NO INDIVIDUAL RESPONSES WILL EVER BE REVEALED; ONLY STATISTICAL SUMMARIES OF GROUP RESPONSES WILL BE PROVIDED. DATA WILL BE PROCESSED BY COMPUTER.

CONFIDENTIALITY IS GUARANTEED. TO INSURE THAT CONFIDENTIALITY WE ARE ASKING YOU NOT TO DISCUSS THIS SURVEY WITH YOUR BUILDING MANAGER OR THE OTHER TENANTS IN YOUR BUILDING. IF YOU NEED HELP IN FILLING OUT THE QUESTIONS, FEEL FREE TO ASK A FRIEND OR RELATIVE FROM OUTSIDE OF THE BUILDING.

IN ORDER FOR THE INFORMATION TO BE USEFUL WE NEED A HIGH RATE OF RETURN. THE CODE ON THE SELF-ADDRESSED RETURN ENVELOPE WILL HELP US IN SENDING REMINDERS TO THOSE WHO FORGET TO RETURN THE SURVEYS. APARTMENT NUMBERS WILL NOT BE USED WITH SURVEY DATA.

A DOLLAR IS INCLUDED AS A SMALL TOKEN OF OUR APPRECIATION. IF YOU ARE INTERESTED IN THE RESULTS OF THIS STUDY, CHECK THE LINE ON THE LAST PAGE OF THE QUESTIONNAIRE. WE WILL MAIL YOU THE COMPLETED RESULTS IN APPROXIMATELY SIX TO EIGHT MONTHS.

SINCERELY,

MORRIS WEITMAN, Ph.D.
SCHOOL OF URBAN AFFAIRS

APPENDIX C

1

THIS SURVEY IS CONSIDERING TWO TYPES OF INFORMATION. FIRST, HOW TENANTS FEEL ABOUT THEIR BUILDING AND ITS MANAGEMENT. SECOND, THE OVERALL VIEWS OF ADULTS IN ASSISTED HOUSING PROGRAMS.

PLACE A CHECK ON THE LINE THAT BEST DESCRIBES HOW YOU FEEL ABOUT THE FOLLOWING QUESTIONS.

IF YOU MOVE WOULD YOU LIKE TO LIVE IN ANOTHER PLACE LIKE THIS?

1. WOULD BE VERY HAPPY TO _____
2. SOMEWHAT HAPPY TO _____
3. DOESN'T REALLY MATTER _____
4. SOMEWHAT UNHAPPY TO _____
5. WOULD BE VERY UNHAPPY TO _____

WOULD YOU RECOMMEND THIS PLACE TO ONE OF YOUR FRIENDS IF THEY WERE LOOKING FOR A PLACE TO LIVE?

1. I DEFINITELY WOULD _____
2. I PROBABLY WOULD _____
3. I DON'T KNOW _____
4. I PROBABLY WOULD NOT _____
5. I DEFINITELY WOULD NOT _____

ABOUT HOW MANY TIMES PER MONTH DO YOU TALK TO THE MANAGER OR HIS ASSISTANT? WRITE THE NUMBER OF TIMES IN THE SPACES FOR BOTH BUSINESS AND PERSONAL CONVERSATIONS WITH MANAGEMENT.

	<u>BUSINESS</u>	<u>PERSONAL</u>
1. BY TELEPHONE	_____ PER MONTH	_____ PER MONTH
2. IN THE OFFICE	_____ PER MONTH	_____ PER MONTH
3. IN YOUR HOME	_____ PER MONTH	_____ PER MONTH
4. BY LETTER	_____ PER MONTH	_____ PER MONTH

CIRCLE THE NUMBER THAT BEST DESCRIBES HOW YOU FEEL ABOUT THE FOLLOWING QUESTIONS.

HOW SAFE ARE YOU FROM ACCIDENTS IN THIS BUILDING DUE TO SUCH THINGS AS ABANDONED JUNK, BROKEN GLASS, POOR MAINTENANCE?

1	2	3	4	5
VERY SAFE	SAFE	NEITHER SAFE NOR UNSAFE	UNSAFE	VERY UNSAFE

HOW SAFE ARE YOU FROM BEING THE VICTIM OF A CRIME IN THIS BUILDING? (SUCH AS ROBBERY, VANDALISM, FIGHTING, HUSTLING.)

1	2	3	4	5
VERY SAFE	SAFE	NEITHER SAFE NOR UNSAFE	UNSAFE	VERY UNSAFE

2

CIRCLE THE NUMBER THAT BEST DESCRIBES HOW MUCH YOU AGREE OR DISAGREE WITH EACH OF THE FOLLOWING STATEMENTS.

	1 STRONGLY DISAGREE	2 DISAGREE	3 NEITHER AGREE NOR DISAGREE	4 AGREE	5 STRONGLY AGREE
THE RULES ARE ENFORCED FAIRLY AND EQUALLY FOR EVERYBODY IN THIS BUILDING	1	2	3	4	5
I WOULD RATHER HAVE NO NEIGHBORS THAN THE NEIGHBORS I HAVE NOW	1	2	3	4	5
I GET ALONG WELL WITH THE MANAGEMENT	1	2	3	4	4
MANAGEMENT RESPONDS QUICKLY TO EMERGENCIES IN THE BUILDING.	1	2	3	4	5
MANAGEMENT RESPONDS IN A REASONABLE TIME TO A MAINTENANCE PROBLEM.	1	2	3	4	5
THE RULES ABOUT WHAT I CAN AND CANNOT DO IN MY APARTMENT ARE TOO STRICT	1	2	3	4	5
I SPEND TIME EACH DAY TALKING WITH OTHER RESIDENTS IN THIS BUILDING	1	2	3	4	5
I SPEND TIME EACH WEEK TALKING WITH OTHER RESIDENTS IN THIS BUILDING	1	2	3	4	5
I ASSIST IN HELPING WITH MY NEIGHBORS. (ERRANDS, COOKING, ESCORTING, ETC.)	1	2	3	4	5
SOME OF THE RESIDENTS ASSIST ME WHEN I REQUIRE SOME HELP.	1	2	3	4	5
I SPEND SOME TIME VOLUNTEERING IN RECREATION PROGRAMS IN THE BUILDING.	1	2	3	4	5
FOR THE AMOUNT OF MONEY I AM PAYING I WOULD SAY THIS PLACE IS VERY DESIRABLE	1	2	3	4	5

CIRCLE THE NUMBER ON EACH LINE THAT BEST SUPPORTS YOUR VIEWS ON THE FOLLOWING STATEMENT.

"WHEN FACED WITH TENANTS' PROBLEMS, THE MANAGEMENT IS"

1 VERY INEFFICIENT	2 INEFFICIENT	3 NEITHER EFFICIENT NOR IN- EFFICIENT	4 EFFICIENT	5 VERY EFFICIENT
1 VERY COOPERATIVE	2 COOPERATIVE	3 NEITHER COOPERATIVE NOR UNCOOP- ERATIVE	4 UNCOOPERATIVE	5 VERY UNCOOPERATIVE
1 VERY FRIENDLY	2 FRIENDLY	3 NEITHER FRIENDLY NOR UN- FRIENDLY	4 UNFRIENDLY	5 VERY UNFRIENDLY
1 VERY UNAVAILABLE TO TALK TO	2 UNAVAILABLE TO TALK TO	3 NEITHER AVAILABLE NOR UN- AVAILABLE	4 AVAILABLE TO TALK TO	5 VERY AVAILABLE TO TALK TO
1 REACTS VERY QUICKLY TO COMPLAINTS	2 REACTS QUICKLY TO COMPLAINTS	3 REACTS NEITHER QUICKLY NOR SLOWLY TO COMPLAINTS	4 REACTS SLOWLY TO COMPLAINTS	5 REACTS VERY SLOWLY TO COMPLAINTS

PLACE A CHECK ON EACH LINE THAT INDICATES HOW YOU FEEL ABOUT THINGS IN THIS BUILDING.

	VERY DISSATISFIED	DISSATISFIED	NEITHER SATISFIED NOR DIS- SATISFIED	SATISFIED	VERY SATISFIED
THE MANAGEMENT	_____	_____	_____	_____	_____
OTHER RESIDENTS IN THIS BUILDING	_____	_____	_____	_____	_____
THE APPEARANCE OF THIS BUILDING	_____	_____	_____	_____	_____
THE PROTECTION FROM CRIME & VANDALS YOU HAVE HERE	_____	_____	_____	_____	_____

4

IS THERE ANYTHING YOU ESPECIALLY LIKE ABOUT LIVING HERE?

IS THERE ANYTHINGS YOU ESPECIALLY DISLIKE ABOUT LIVING HERE?

THE FOLLOWING QUESTIONS TELL A LITTLE MORE ABOUT RESIDENT ATTITUDES IN ASSISTED HOUSING BUILDINGS. FOUR DIFFERENT BUILDINGS ARE BEING CONSIDERED AND THE RESEARCH WISEES TO SEE IF ATTITUDES DIFFER FROM BUILDING TO BUILDING.

PUT A CHECK ON THE APPROPRIATE ANSWER

ARE YOU OFTEN BLAMED FOR THINGS THAT JUST AREN'T YOUR FAULT? _____ YES() NO()

DO YOU BELIEVE THAT IF SOMEBODY STUDIES HARD ENOUGH HE OR SHE CAN PASS ANY SUBJECT? _____ YES() NO()

MOST OF THE TIME, WHEN YOU WERE YOUNGER, DID YOU FEEL THAT GETTING GOOD GRADES MEANT A GREAT DEAL TO YOU? _____ YES () NO()

DO YOU FEEL THAT MOST OF THE TIME IT DOESN'T PAY TO TRY HARD BECAUSE THINGS NEVER TURN OUT RIGHT ANYWAY? _____ YES() NO()

DO YOU FEEL THAT IF THINGS START OUT WELL IN THE MORNING THAT IT'S GOING TO BE A GOOD DAY NO MATTER WHAT YOU DO? _____ YES() NO()

DO YOU FEEL THAT MOST OF THE TIME PARENTS LISTEN TO WHAT THEIR CHILDREN HAVE TO SAY? _____ YES() NO()

DO YOU BELIEVE THAT WISHING CAN MAKE GOOD THINGS HAPPEN? _____ YES() NO()

WHEN YOU WERE PUNISHED DID IT USUALLY SEEM IT WAS FOR NO REASON AT ALL? _____ YES() NO()

MOST OF THE TIME DO YOU FIND IT HARD TO CHANGE A FRIEND'S MIND? (OPINION)? _____ YES() NO()

5

DO YOU THINK THAT CHEERING MORE THAN LUCK HELPS A TEAM TO WIN? _____ YES() NO()

DID YOU FEEL THAT IT WAS NEARLY IMPOSSIBLE TO CHANGE YOUR PARENTS MIND ABOUT ANYTHING? _____ YES() NO()

DO YOU BELIEVE THAT PARENTS SHOULD ALLOW CHILDREN TO MAKE MOST OF THEIR OWN DECISIONS? _____ YES () NO()

DO YOU FEEL THAT WHEN YOU DO SOMETHING WRONG THERE'S VERY LITTLE YOU CAN DO TO MAKE IT RIGHT? _____ YES() NO()

DO YOU BELIEVE THAT MOST PEOPLE ARE JUST BORN GOOD AT SPORTS? _____ YES() NO()

ARE MOST OTHER PEOPLE YOUR AGE STRONGER THAN YOU ARE? _____ YES() NO()

DO YOU FEEL THAT ONE OF THE BEST WAYS TO HANDLE MOST PROBLEMS IS JUST NOT TO THINK ABOUT THEM? _____ YES() NO()

DO YOU FEEL THAT YOU HAVE A LOT OF CHOICE IN DECIDING WHO YOUR FRIENDS ARE? _____ YES() NO()

IF YOU FIND A FOUR LEAF CLOVER, DO YOU BELIEVE THAT IT MIGHT BRING YOU LUCK? _____ YES() NO()

DID YOU OFTEN FEEL THAT WHETHER OR NOT YOU DID YOUR HOMEWORK HAD MUCH TO DO WITH WHAT KINDS OF GRADES YOU GOT? _____ YES() NO()

DO YOU FEEL THAT WHEN A PERSON YOUR AGE IS ANGRY AT YOU THERE'S LITTLE YOU CAN DO TO STOP HIM OR HER? _____ YES() NO()

HAVE YOU EVER HAD A GOOD LUCK CHARM? _____ YES() NO()

DO YOU BELIEVE THAT WHETHER OR NOT PEOPLE LIKE YOU DEPENDS ON HOW YOU ACT? _____ YES() NO()

DID YOUR PARENTS USUALLY HELP YOU IF YOU ASKED THEM TO? _____ YES() NO()

HAVE YOU FELT THAT WHEN PEOPLE WERE ANGRY WITH YOU IT WAS USUALLY FOR NO REASON AT ALL? _____ YES() NO()

MOST OF THE TIME DO YOU FEEL THAT YOU CAN CHANGE WHAT MIGHT HAPPEN TOMORROW BY WHAT YOU DO TODAY? _____ YES() NO()

DO YOU BELIEVE THAT WHEN BAD THINGS ARE GOING TO HAPPEN THEY JUST ARE GOING TO HAPPEN NO MATTER WHAT YOU TRY TO DO TO STOP THEM? _____ YES() NO()

DO YOU THINK THAT PEOPLE CAN GET THEIR OWN WAY IF THEY JUST KEEP TRYING? _____ YES() NO()

MOST OF THE TIME DO YOU FIND IT USELESS TO TRY TO GET YOUR OWN WAY? YES() NO()

DO YOU FEEL THAT WHEN GOOD THINGS HAPPEN THEY HAPPEN BECAUSE OF HARD WORK? _____ YES() NO()

DO YOU FEEL THAT WHEN SOMEBODY YOUR AGE WANTS TO BE YOUR ENEMY THERE'S LITTLE YOU CAN DO TO CHANGE MATTERS? _____ YES() NO()

DO YOU FEEL THAT IT'S EASY TO GET FRIENDS TO DO WHAT YOU WANT THEM TO? _____ YES() NO()

6

DID YOU USUALLY FEEL THAT YOU HAD LITTLE TO SAY ABOUT WHAT YOU
ATE AT HOME? _____ YES() NO()

DO YOU FEEL WHEN SOMEONE DOESN'T LIKE YOU THERE'S LITTLE YOU
CAN DO ABOUT IT? _____ YES() NO()

DID YOU USUALLY FEEL THAT IT WAS ALMOST USELESS TO TRY IN SCHOOL
BECAUSE MOST OTHER CHILDREN WERE JUST PLAIN SMARTER THAN YOU WERE? _____ YES() NO()

ARE YOU THE KIND OF PERSON WHO BELIEVES THAT PLANNING AHEAD
MAKES THINGS TURN OUT BETTER? _____ YES() NO()

MOST OF THE TIME DO YOU FEEL THAT YOU HAVE LITTLE TO SAY ABOUT WHAT
YOUR FAMILY DECIDES TO DO? _____ YES() NO()

DO YOU THINK IT'S BETTER TO BE SMART THAN TO BE LUCKY? _____ YES() NO()

AGE: _____ FEMALE _____ MALE _____

HOW MANY YEARS OF SCHOOL HAVE YOU HAD?

1. GRADE SCHOOL (1-8) _____
2. SOME HIGH SCHOOL _____
3. HIGH SCHOOL GRADUATE _____
4. SOME COLLEGE OR TECHNICAL SCHOOL _____
5. JUNIOR COLLEGE OR TECHNICAL SCHOOL GRADUATE _____
6. COLLEGE GRADUATE _____
7. OTHER _____

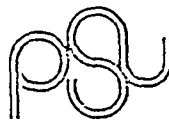
HOW LONG HAVE YOU LIVED IN THIS BUILDING? YEARS _____ MONTHS _____

YES, I WOULD LIKE THE RESULTS OF THIS STUDY _____

NO, I WOULD NOT LIKE THE RESULTS OF THIS STUDY _____

THANK YOU AGAIN FOR YOUR ASSISTANCE WITH OUR STUDY OF ASSISTED HOUSING
MANAGEMENT AND ATTITUDES OF TENANTS IN SUBSIDIZED BUILDINGS.

APPENDIX D



DEAR TENANT,

THIS IS A FOLLOW UP ON THE QUESTIONNAIRE WE MAILED TO YOU IN DECEMBER OF LAST YEAR. WE ARE HOPING YOU WILL BE INTERESTED IN SHARING YOUR VIEWS WITH OUR RESEARCH TEAM. FOR THE INFORMATION TO BE USEFUL IN A HOUSING MANAGEMENT STUDY WE NEED A HIGH RATE OF RETURN. THE CODE ON THE SELF-ADDRESSED RETURN ENVELOPE HELPS US IN SENDING THESE REMINDERS TO THOSE WHO HAVE FORGOTTEN TO RETURN THE SURVEY.

IN THOSE APARTMENTS WHERE THERE ARE COUPLES, THE OLDEST PERSON IS THE ONE WHO SHOULD FILL IN THE QUESTIONNAIRE. ALL THE INFORMATION GATHERED WILL BE PUT INTO THE COMPUTER AND ONLY GROUP DATA WILL BE ANALYZED. NO INDIVIDUAL RESPONSE WILL EVER BE REVEALED. THE INFORMATION WILL BE USED BY HOUSING DEVELOPERS TO IMPROVE THEIR OWN MANAGEMENT STYLES.

CONFIDENTIALITY IS GUARANTEED, AND AGAIN, TO INSURE THAT CONFIDENTIALITY, WE ARE ASKING YOU NOT TO DISCUSS THIS SURVEY WITH YOUR BUILDING MANAGER OR THE OTHER TENANTS IN YOUR BUILDING. IF YOU NEED HELP IN FILLING OUT THE QUESTIONS FEEL FREE TO ASK A FRIEND WHO DOES NOT LIVE IN YOUR BUILDING.

THANK YOU FOR YOUR PATIENCE IN HAVING TO RECEIVE THESE QUESTIONNAIRES. IF YOU CHECK THE LINE ON THE LAST PAGE OF THE SURVEY WE WILL MAIL YOU THE RESULTS OF THIS STUDY IN APPROXIMATELY SIX TO EIGHT MONTHS.

SINCERELY,

MORRIS WEITMAN, PH.D.
SCHOOL OF URBAN AFFAIRS
PORTLAND STATE UNIVERSITY

PORTLAND
STATE
UNIVERSITY
525 SW 5TH
PORTLAND, OREGON
97207
503/425-4043

SCHOOL OF
URBAN AFFAIRS

HOUSING PROGRAM
IN
URBAN STUDIES

APPENDIX E

PORTLAND
STATE
UNIVERSITY
200 COMM. BLD.
PORTLAND, OREGON
97207
503 223-4243

School of
Urban Affairs

Graduate Program
in
Urban Studies

DEAR TENANTS:

WE WISH TO THANK YOU FOR YOUR HELP AND COOPERATION IN OUR
STUDY OF TENANT ATTITUDES.

AS YOU KNOW, FOUR BUILDINGS PARTICIPATED IN THE STUDY. THIS
BUILDING HAD REPRESENTATION AT THE RATE OF 80 %.

ONE BUILDING HAD 63 %.
ANOTHER AT 82 %.

THE LAST AT 71 %.

AT PRESENT WE ARE PREPARING THE DATA FOR COMPUTER PROGRAMMING.
IF BY ANY CHANCE ANYONE WISHES TO HAVE THEIR OPINIONS COUNTED,
THE QUESTIONNAIRES CAN STILL BE SENT IN TO BE INCLUDED IN THE
ANALYSIS OF THE DATA.

THANK YOU.

SINCERELY,

MORRIS WEITMAN, PH.D.
SCHOOL OF URSAN AFFAIRS
PORTLAND STATE UNIVERSITY

APPENDIX F

FREQUENCIES OF NUMBER OF VALID RESPONSES ON LOCUS SCALE

Code	Frequency	Adjusted Pct	Cumulative Pct
0	2	1	1
1	2	1	2
2	1	0	2
3	1	0	3
4	1	0	3
5	2	1	4
6	3	1	5
7	2	1	6
8	1	0	6
9	3	1	8
11	1	0	8
12	1	0	8
14	2	1	9
15	6	3	12
16	1	0	12
17	3	1	14
18	1	0	14
19	1	0	14
20	2	1	15
21	3	1	16
24	1	0	17
25	1	0	17
26	2	1	18
27	1	0	19
28	6	3	21
29	5	2	23
30	4	2	25
31	5	2	27
32	6	3	30
33	6	3	32
34	16	7	39
35	19	8	47
36	33	14	61
37	93	39	100

FREQUENCIES OF NUMBER OF VALID ANSWERS ON MANAGEMENT SCALE

Number	Absolute Frequency	Relative Frequency	Adjusted Frequency	Cumulative
0	2	0.8	0.8	0.8
1	3	1.3	1.3	2.1
2	6	2.6	2.5	4.6
3	6	2.5	2.5	7.2
4	6	2.5	2.5	9.7
5	8	3.4	3.4	13.1
6	12	5.1	5.1	18.1
7	4	1.7	1.7	19.8
8	8	3.4	3.4	23.2
9	30	12.7	12.7	35.9
10	152	64.1	64.1	100.0
TOTAL	237	100.0	100.0	100.0

FREQUENCIES OF NUMBER OF VALID RESPONSES ON VOLUNTEERS SCALE

Number	Absolute Frequency	Relative Frequency	Adjusted Frequency	Cumulative
0	26	11.0	11.0	11.0
1	7	3.0	3.0	13.9
2	10	4.2	4.2	18.1
3	14	5.9	5.9	24.1
4	25	10.5	10.5	34.6
5	155	65.4	65.4	100.0
TOTAL	237	100.0	100.0	

APPENDIX G

TABLE 1

Analysis of Variance - Variable Education - By Variable Building

Source	D.F.	SS	MS	F Ratio	F Prob.
Between Groups	3	20.21	6.73	3.262	0.0224
Within Groups	212	438.00	2.0660		
Total	215	458.21			

Group	Number	Mean	St. Dev.	Minimum	Maximum
Bldg. A	50	3.5800	1.5791	1.000	6.0000
Bldg. B	34	2.9412	1.4342	1.000	6.0000
Bldg. C	58	3.0517	1.3432	1.000	6.0000
Bldg. D	74	2.7703	1.4098	1.000	6.0000

Analysis of Covariance - Sat. W/Mng. - By Building - With Education

Source	D.F.	SS	MS	F Ratio	Signif. of F
Covariate Education	1	0.807	.807	2.288	0.133

Analysis of Covariance - Volunteerism - By Building - With Education

Source	D.F.	SS	MS	F Ratio	Signif. of F
Covariate Education	1	0.164	.164	0.287	0.593

TABLE 2

Analysis of Variance - Variable How Long (Months) - By Variable Building

Source	D.F.	SS	MS	F Ratio	F Prob.
Between Groups	3	20907.98	6969.3278	47.695	0.
Within Groups	223	32585.69	146.1242		
Total	226	53493.6748			

Group	Number	Mean	St. Dev.	Minimum	Maximum
Bldg. A	54	12.5556	3.8835	2.0000	24.0000
Bldg. B	34	41.0203	25.2483	0.2300	84.0000
Bldg. C	64	15.3556	8.7561	1.3800	43.0000
Bldg. D	75	25.5556	8.9439	1.0000	45.0000

Analysis of Covariance - Sat. W/Mng. - By Building - With How Long

Source	D.F.	SS	MS	F Ratio	Signif. of F
Covariate How Long	1	0.906	0.906	2.449	0.120

Analysis of Covariance - Volunteerism - By Building - With How Long

Source	D.F.	SS	MS	F Ratio	Signif. of F
Covariate How Long	1	0.796	0.796	1.386	0.241

Analysis of Covariance - Manage - Education - How Long - Building

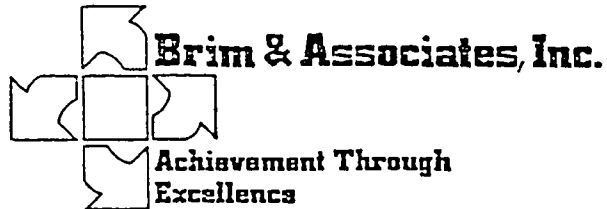
Source of Variation	D.F.	SS	MS	F Ratio	Signif. of F
2-way Interactions	15	4.600	0.307	0.913	0.55

Analysis of Covariance - Volunteerism - Education - How Long - Building

Source of Variation	D.F.	SS	MS	F Ratio	Signif. of F
2-way Interactions	15	9.718	0.648	1.235	0.259

APPENDIX H

The owners and developers of Building A were unusual in their concern for their upcoming older tenants. They were willing to change their original management plan to accommodate this study's cited guidelines, even to the point of allowing interior structural changes. In the final analysis, the owners and operators were satisfied with the results.



October 22, 1982

Thelma Lofquist

1019 S. W. 10th Avenue
Portland, OR 97205-2406

RE: The First 365 Days

Dear Thelma:

Congratulations on living through a new project rent-up period completing the first 365 days. The evaluation report which you and Linda have discussed reflects all of the positive assets that you have brought to . You have done an outstanding job of developing a "sense of community" among the residents at Chaucer Court and you have been especially successful in attracting high-quality tenants. I am positive that even though we will face increased competition in the years to come, . will prosper due to the positive attitude which has developed in our residents as a result of your leadership.

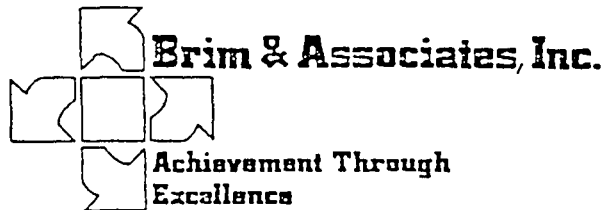
Linda has commented that your growing understanding of plant design and function could be of assistance in our other developments. I believe this is true and I look forward to having you work with our architects and project managers on new projects.

Thelma, congratulations again. You have done a very good job at . and I hope you have benefited from the experience as much as we have.

Sincerely,

Jim Williams
Senior Vice President

JW/lmd



June 27, 1983

Thelma Lofquist
2429 N.E. Thompson
Portland, OR 97212

Dear Thelma:

It is no secret to anyone involved that [redacted] is a very special housing project. It is special in terms of history, design, and most recently in terms of the special group of people residing there.

For this last item, the owners of [redacted] and myself, on Brim and Associates' behalf, are very aware of your efforts in creating the unique atmosphere which exists among residents, and between yourselves as managers and the residents. Your ideas and the resulting hard work have given [redacted] an outstanding reputation as a well managed project. This is, of course, secondary to your contributions in creating the fine environment our residents enjoy there.

One hitch in our plans for [redacted] has just recently come to reality - that being the competition for Section 8 residents within our neighborhood. Your energetic work to locate residents to keep the building at full occupancy has paid off. We are almost past the critical point for seeing moves from our rehab units to new luxury projects. Your contacts and creativity have kept the impact of this competition to a minimum.

In recognition of your special skills, and of course persistence, we enclose a gift for you, Thelma. Thank you again for your hard work!

Sincerely,

Linda K. Emery
Director of Housing Management

LKE/lb
cc: Jim Williams, Craig Rhea

Dear Thelma:

I wanted to take this opportunity to express my gratitude for the courtesies you have extended to my sister, Charlene, since she moved to your facility on September 24, 1983.

In particular, I wanted to tell you how well pleased I was to find an apartment complex that was managed as well as and, as time goes on, I am sure it will continue. Three things have impressed me; the first was the cleanliness of the entire building and the general maintenance. If anything needs attention, it gets taken care of soon.

The second thing that really impressed me was the quiet atmosphere which always prevails. In an apartment house with so many tenants, it is really amazing that the main lobby is always so quiet and peaceful.

The third and most important impression I have is the caliber of people in both the management and tenants. Yourself and Grant and Lynn Stephens have extended yourselves in order to make my sister feel comfortable in her new home. To make her feel welcome, you have done things which you did not really have to do -- but things for which I am thankful and will not forget.

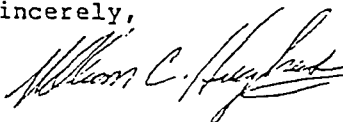
The tenants also have been instrumental in helping Charlene adjust more readily to her new surroundings. She now feels more secure than she has in many years, and says she likes "her new home".

The bottom line is that Charlene can live and is adjusting more readily than I could have ever believed possible to a better quality of life. Before she moved to she was close to being a recluse. Now her social life is expanding little by little, and for that I am particularly thankful. It takes "special" people to make all that improvement come about and, as manager, you set the tone -- you have done an excellent job!

I am confident that if I was trying to learn how to be an apartment manager, I would want you as my teacher -- and I would want Mr. and Mrs. Stephens right there to help me too! You are all great.

From both of us, thank you again, and keep up the excellent job.

Sincerely,



William C. Hughes