

Chapter 20

Wings, KaFanm, Re-Vision House: Case Studies of Transitional Housing for Women

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The Women's Institute for Housing and Economic Development is based in Boston, Massachusetts. Its role is to support grassroots groups and social service agencies with hands-on technical assistance that can help make their vision a reality. Our approach is flexible, depending on the client's needs. We can act as project manager for an entire development project or offer shorter-term consultation on specific areas. Either way, we build the internal capacity of organizations to own and manage real estate. Our clients range from large, well-established social service agencies to newly formed, grassroots groups working with the homeless, single mothers, battered women, older women, teen parents, refugees and immigrants, women recovering from substance abuse, people with AIDS, and women in prison. In the last year, 70% of our projects were created and run by women; 70% were managed by people of color. All our projects benefit low-income women and their families.

The Development Process of Women's Grassroots Groups

Many of the organizations that the Women's Institute works with are formed by low-income women with a vision of creating housing for a specific population. Some of the women are driven by their own life experiences and others by the problems that plague their environment. For example, a personal history of substance abuse, physical or sexual abuse, teen pregnancy, or immigration motivates some women to help others with similar needs. Either they want to emulate and improve upon a program they benefited from or they wish to create a program that will fill a gap they identify in services or housing. They often create organizations specifically to achieve the kind of housing they desire. These organizations may have ancillary activities, but initially development is their prime focus. In essence, each of these projects is an economic development project. Women without incomes or with low incomes come together, and by creating a non-profit organization, employ themselves and others. They are learning business development and management skills. They are taking their leadership abilities to new heights—initially as advocates and activists and eventually as board members, executive directors, or program coordinators. The creation of the program and its success validate their advocacy work.

With new groups, the housing development process occurs simultaneously with organizational development. The group may be filing for incorporation at the same time it is creating its program. The process is very often

slow, at least slower than private development, due to a number of factors:

- management issues
- internal conflict
- complicated lives as low-income women—frequent health and family issues
- trust of “outsiders” who want to help has to be developed
- the group must be marketed to funders, city agencies, etc., and confidence in their ability to develop and operate the program has to be cultivated
- the internal capacity of the group has to grow so that it can manage the program successfully

A typical development process by a grassroots organization begins with a leader, or visionary. The leader may recruit others who share a common goal. Although a small core group will coalesce, the leader will be driving the project. A group may take its idea directly to the Women’s Institute because it is aware of our involvement in other community projects, or it may go to the city or a bank, who in turn refer it to us. We meet with the group and learn about its vision, current activities, organizational structure, strengths, and weaknesses. We explain the development process and different options. If there is a mutual consent that we will work together, a contract and statement of and scope of services are drawn up. Very often a group has no funds to pay us. We decide if it will become an “early stage assistance project” where we provide free up-front services, and then help to raise funds to cover our services.

Our services include all aspects of real estate development, such as site selection, feasibility analysis, financial packaging, and project coordination, and program development services, such as developing the service component, negotiating contracts, incorporation, and personnel and management issues. We assist groups with developing written materials about their organization, with marketing their program to sponsors, and with negotiations. Depending on their interest in understanding the technical aspects of real estate development, we train groups in this area. We provide information such as where to find funding and how to put a proposal together, which is critical to their ongoing success, and we make referrals to other organizations that offer complementary forms of assistance. In this paper, three case studies are described to illustrate the issues faced by women’s groups seeking to shelter themselves and the services needed to facilitate their attaining this objective.

Re-Vision House, Inc.

In December, 1989, Yvonne Miller-Booker, a woman active in her community, approached the Women’s Institute for Housing and Economic Development with the idea to develop Re-Vision House, a transitional program for homeless, teenage mothers and their infants because of the lack of housing and support services available to this population. With seed money from the Clipper Ship Foundation, Ms. Miller-Booker hired the Women’s Institute to secure funds for both the acquisition of the site and the supportive services. A proposal was developed in response to a Request for Proposals for state-assisted shelters. Since Re-Vision House was not yet its own organization, Ms. Miller-Booker convinced a tenant activist organization to take the project under its wings, with the intention that the program would eventually become an independent agency. The rigorous RFP process forced the founder to think about the minute details of the program. Although the State of Massachusetts did not fund the program, subsequent proposals were developed and sent to the federal government.

In October, 1990, the Re-Vision House, Inc., program was awarded \$200,000 from the Department of Health and Human Services in Washington, D.C. An additional grant from the Boston *Globe* Foundation was also awarded. The federal and private grants became an impetus for local support. Media publicity and an attentive city government also contributed to the realization of the program.

About the time of the awards, newspapers were reporting alarming rates of infant mortality in Boston, particularly among minority families. St. Margaret’s Hospital in Dorchester, a neighborhood with a large poor and minority population, was proposing to move to Brighton to merge with St. Elizabeth’s Hospital. This outraged the residents of Dorchester, who claimed that the health care resources in the inner city were already limited, although Boston has seven teaching hospitals. Mayor Flynn, responding to the recent reports of high rates of infant mortality and homelessness among minority families in Boston’s neighborhoods, initiated a hospital linkage program requiring hospitals to contribute funds and services to the local health centers and transitional programs. Re-Vision House, Inc. became the first recipient of the Hospital Linkage program, with Boston City Hospital as the linked institution. Boston City Hospital contributed \$40,000 toward the operating costs

as well as pre-natal and pediatric services to the residents.

The Public Facilities Department assisted the organization with locating the current site, a newly renovated triple-decker that was previously a city-owned vacant building. The Home Builders Institute, a construction training program sponsored by the National Association of Home Builders, renovated the building and then leased it to Re-Vision House, Inc. A low-interest loan from the city and a grant from the Neighborhood Housing Trust Fund enabled Re-Vision House, Inc., to purchase the building in November, 1991. Re-Vision House, Inc., became its own non-profit organization in June, 1991, at which time it opened its doors to its first residents.

Documentation of Need

Re-Vision House serves very poor young women, many of them from poor families and broken homes. A recent report by the Boston Foundation, *In the Midst of Plenty: A Profile of Boston and Its Poor*, provided the following statistics: the poverty rate among Hispanics in Boston is 46% and 23% among Blacks. The percentage of single-parent families below the poverty line is higher: 79% of Hispanic and 35% of Black single-parent families live on or below the poverty line. Young mothers (under the age of 25) earn, on the average, \$6,000 per year. This reflects mostly AFDC payments, which provide only 73% of the poverty level.

According to a joint report by the Citizen's Housing and Planning Association and the Alliance for Young Families, there are 7,000 teenage households in Massachusetts, and 2,100 are in need of housing. In a survey of shelter providers across the state, 75% of them said they were unable to serve homeless pregnant and parenting teens. In 1988, 630 pregnant and parenting teens were turned away from shelters due to lack of space. The sixteen transitional shelters across the state have been overwhelmed with requests for assistance and turn away 2-3 teen households weekly. Only 5% of the teen households requiring transitional housing are served. The report stressed that more transitional housing programs are needed urgently. Teen parents have an especially difficult time obtaining access to permanent housing for two main reasons. First, they have such low incomes, depending largely on government payments (AFDC), that they cannot afford most rents. Waiting lists for subsidized housing in the greater Boston area span five years. Second, teenage-headed

families face discrimination when trying to obtain permanent housing.

Client recruitment for Re-Vision House is through the Department of Social Services, the Department of Public Welfare, social service providers, and emergency shelters who have teen families not ready to move into permanent housing. At this writing 147 Boston families are in shelters and over 100 in hotels and motels each night. The Re-Vision House program is a substantially better alternative to emergency housing since it provides comprehensive services and allows young mothers and their children to remain in the residence for a minimum of nine months and up to two years. Families can stay in emergency shelters only for up to 90 days, which is not sufficient time for young mothers to get adequate pre-natal care, and comprehensive services before and after the birth of their children.

Teen mothers are selected for the program on the basis of objective criteria developed by Re-Vision House staff and Advisory Board. Criteria include homeless status, pregnancy or parenting status, and age (17-21). Since Re-Vision House is a voluntary program, the residents must acknowledge their need for assistance, be motivated, and interested in participating in the program. The teen mothers are interviewed by the Director and Assistant Director at which time the house rules and expectations are reviewed. The young women must agree to abide by the rules and to follow the program.

Program Design

This program is designed for ten pregnant and parenting teens who are homeless and in need of shelter as well as counseling, drug and alcohol treatment—prevention services, parenting training, job training, and education. Re-Vision House is an innovative and critical program in a community plagued with interrelated social and economic problems such as high unemployment, a growing number of teenage parents, drug abuse, violence, poverty, infant mortality, and homelessness.

Re-Vision House takes a preventative approach to ensure healthy deliveries by offering on-site substance abuse treatment and training in parenting, child development, and nutrition. The young mothers also learn life skills such as budgeting, meal preparation, and stress management. Each resident works individually with a counselor who assists her in developing a plan for her activities while at the residence. This plan includes phased goals and strategies to meet those goals. Resi-

dents are referred to services in the community. Residents must commit themselves to sobriety, develop goal-oriented contracts, participate in education and employment training, and uphold the rules of the house as a condition of their stay. Linkages with community social services, hospitals, and specialized health care programs enhance the program services. This helps increase the possibility for success after families are placed in their own apartments.

The model that has been created is a tiered system. The program is divided into three phases, each lasting a minimum of three months. The completion of Phase III will signal a resident's readiness to leave Re-Vision House. It is recognized that completion of each phase will vary in time for each resident due to individual needs. Each phase is constructed to meet general levels of responsibility, emotional growth, and technical skills. An Individual Development Plan is devised by the staff with each resident. The goals for Phase I are developed and the counselor helps the resident in locating assistance to meet those goals. A set of activities will be outlined to reach the stated goals. The initial phase is focused on a healthy delivery and includes health care, drug treatment, and parenting skills. The second phase may focus on education and job readiness training, and the final phase will involve securing permanent housing and employment.

Success

Re-Vision House, Inc., has been open for almost one year now and has already proven to be a success. All the babies were born healthy and are doing well. The mothers are all in school or working and one is in college. Two more young women will be attending community college in the fall. Re-Vision House will be holding a graduation this month for the two young mothers who have completed the program and will be moving into their own subsidized apartments. They will continue to participate in the support groups and staff will follow them up for at least one year. Re-Vision House staff have learned that in order for teens and their babies to thrive and become independent members of society and good parents, they need a tremendous amount of support, guidance, and instruction. Staff have also observed that many teenage parents do not have an immediate or extended family that has the capacity to assist them in this process, either financially or emotionally. Many of the young parents referred to this program will have received inadequate parenting themselves and therefore need positive role modeling.

Re-Vision House is now planning its second development—a twelve-unit permanent housing complex for families leaving the transitional program. Here, families will reside in individual apartments and receive case management services.

Women's Institute for New Growth and Support, Inc.

Incorporated in 1989, The Women's Institute for New Growth and Support (WINGS) is a dynamic organization led by women of color recovering from addiction. It was founded by a group of women of color frustrated with a social service system that was failing to meet their needs as women, as homeless individuals, and as people in recovery. Meeting on a daily basis in a Roxbury apartment, five recovering women began discussing ways to address the needs of other recovering women for affordable housing, assistance with re-entry into the workplace, and family reunification. After reaching out to the Roxbury community and gaining its support, they formed WINGS. Its mission is to empower recovering women by developing their leadership and life skills, advocating changes in the current legal and service delivery systems, and building a drug-free community.

The organization operates a Resource and Referral Center at 22 Elm Hill Avenue, Roxbury, a newly renovated building owned by the Action for Boston Community Development. The Center's staff advocate and the Director of WINGS provide information and referral concerning education, employment, housing, and legal services for women in recovery. Board members, staff, and volunteers reach out to individuals in recovery by attending Narcotics Anonymous and Alcoholics Anonymous meetings throughout Roxbury and Dorchester. At this writing, WINGS is developing lodging for an underserved and often ignored population—women in recovery whose children are in the care of others.

In 1987, several founding members of WINGS organized a sit-in at 9 Valentine Street, a vacant city-owned building in Roxbury, to demonstrate the need for housing for homeless individuals in recovery. Three years later, the City of Boston granted WINGS the same building to develop a "Living and Learning Center" for recovering women. WINGS' goal is to create an environment conducive to maintaining the residents' sobriety and building their capacities as parents, wage earners, and peer supports to other women in recovery.

Savina Martin, the vibrant and articulate founder of WINGS, was once homeless herself. Her own experience, as well as her compelling vision of the relationship between homelessness, drug abuse, racism, and sexism has made her a powerful and recognized spokesperson for adequate services and systemic change.

The Living and Learning Center will provide a drug- and alcohol-free residence for seven women who are moving from a therapeutic community or transitional housing program and need a safe, affordable place to live while stabilizing their lives. Women will work toward reuniting with their children in foster care. An advocate will assist residents in obtaining education, employment and training, and health services. In addition, residents will meet weekly to facilitate peer support. WINGS' long-term vision is to convert the abandoned building and vacant lots around the Valentine Street site into affordable housing and build a community of recovering people and their families. The Women's Institute is providing WINGS with technical assistance and has assisted WINGS with obtaining funding from CEDAC, the Boston *Globe* Foundation and the Public Facilities Department and Section 8 certificates from HUD. Additional funds are still required for the development of the Living and Learning Center, and to support the on-going and critical work of WINGS, Inc.

Activities

WINGS is engaged in a number of activities to assist women in recovery, support family reunification, and achieve its long-term goal of creating a drug-free community.

1. *Providing direct advocacy and outreach to women in recovery.* WINGS began operating a Resource and Referral Center in the Dudley Square area of Roxbury in August, 1990. Recovering women receive information and referral regarding education, health, employment and training, housing, and legal services available. In addition, the Center's advocate, Director, and Board conduct vigorous outreach at AA/NA meetings held daily in Roxbury, Dorchester, and Mattapan.
2. *Initiating and facilitating support groups in collaboration with other community groups.* WINGS, in collaboration with Peaceful Movement, facilitates a support group of women in recovery living in Orchard Park public housing development. Recently, WINGS has launched a second support group which will meet weekly at Dudley Square Library and which it hopes will draw participation from a more diverse group of women in the Roxbury area.

3. *Conducting empowerment sessions for youths, women in prison, and other groups.* In cooperation with People to People, WINGS recently gave a presentation for women at the Massachusetts Correctional Institute at Framingham. The presentation focused on ways recovering women in prison can organize themselves to improve the quality of their lives and increase their options upon release.
4. *Educating the public and the social service community about the needs of women in recovery and homeless women through legislative advocacy and public speaking engagements.* In the spring of 1992, WINGS actively lobbied to amend legislative bills H.3417 and H.3045, which involve expanding access to treatment services. WINGS has advocated that resources currently spent on incarceration could be better utilized to create an open system of "treatment on demand" for women in need of services.
5. *Developing a lodging house in the Highland Park area in Roxbury for homeless women completing detox treatment and/or transitional housing programs and who need an affordable, sober residence and access to services.*

Documentation of Need

Every night in the Roxbury, Dorchester, and Mattapan communities, about 500 recovering men and women gather in church basements and community centers to attend support groups. Approximately 300 of these recovering individuals are women. Before WINGS' efforts at outreach and "street advocacy," AA/NA meetings sometimes provided the only support for recovering women's continued sobriety. While detox centers and short-term transitional programs are critical as a first step for recovering women, these programs do not address other central issues in a recovering individual's life—the need for affordable housing, economic support, employment and training services, and a living environment supportive of continued sobriety. Without programs which address these issues, recovering women have little hope of staying "clean."

Homeless Women in Recovery

The number of homeless women in Boston who need safe, drug-free housing is great. According to the 1990 Census of the homeless published by the City of Boston, there were approximately 3,500 homeless individuals in the city. Of the 3,500, 50% were reportedly substance abusers. Fourteen percent of the 3,500 individuals are single women, which means that 490 homeless single women were counted in the survey. Homeless single women, who are not elderly or disabled and do not have children or custody of their children, are ineligible for

public assistance and public housing. Homeless women in recovery, therefore, have almost no affordable housing options. At this writing there are two transitional residence and two half-way houses open to recovering women in Roxbury and Dorchester. However, these programs cannot accommodate the number of recovering women referred to them. Women denied access to such programs are faced with the choice of entering homeless shelters or returning to the streets. Without affordable, drug-free housing they are completely at risk of abusing alcohol or other drugs again.

WINGS' experience in outreach to homeless women in recovery has shown that, for many, a place to sleep and access to local AA/NA meetings may not be enough. Many women need information to obtain access to adult literacy and GED programs, job training, and peer support. Of the 21,074 women treated for substance abuse statewide in FY 1989, two-thirds were unemployed and 40% had no health insurance. According to a 1990 report (A Profile of Women Admitted to Substance Abuse Treatment in FY 89, Health and Addictions Research, Inc.), one-third of the women treated state-wide in publicly supported in-patient and out-patient programs did not have a high school diploma.

Mothers in Recovery

Although there are a number of grassroots organizations in the Roxbury area working on behalf of recovering individuals, WINGS is the only organization that represents recovering mothers whose children are in the custody of the state. A large percentage of women in recovery are parents. According to a study conducted by Nardon and Steriti (1990), 60% of the 21,074 women admitted to publicly funded treatment programs in Massachusetts have children. Of the mothers who were patients in these programs (12,644), approximately 55% of these women (7,143) did not have their children living with them at the time of admittance. Some of these children are living with relatives. Some women lose custody of their children to the state Department of Social Services (DSS) due to their substance abuse. Others voluntarily relinquish custody to enter treatment programs. According to DPH statistics, approximately 1,500 women in publicly funded treatment programs stated that they had been involved with DSS at some time.

Women who have lost their children to the custody of the state are particularly vulnerable when they leave treatment programs, both economically and emotionally. Ineligible to obtain housing subsidies and AFDC

benefits, many women find it difficult to regain the custody of their children and to re-establish control over their lives. DSS requires that recovering parents remain drug-free for a specified period, and have permanent housing and a means to support themselves before their children can be returned to them. A supportive, drug-free environment is vital for women to achieve the emotional and economic stability necessary to reunite with their children. WINGS decided to develop its "Living and Learning Center" for such women because of their service needs as well as their potential for recovery with adequate support systems.

Some Process Issues

When WINGS, Inc., came to the Women's Institute, its staff and board had very strong feelings about community control and wished to be developers of not only 9 Valentine Street, but of the block itself. They did recognize that they needed assistance with real estate development and requested assistance from the Women's Institute. Originally, they felt they could do some of the project management and would eventually own and operate the building. As time progressed and the development had its ups and downs, interest on the part of the one paid staff person and the volunteer board waned. Many of the tasks and decisions became mundane. While the project manager has strengths in public speaking and advocacy, managing details was not her strength. The Women's Institute then took on more of the project manager's role.

As WINGS began to grow and develop its resources as an agency, the project received less and less attention. Soon, the Women's Institute was in an uncomfortable position of trying to balance empowerment and control of the organization with moving the project forward. The illness of the project manager brought the whole project to a halt. The founder/Executive Director/project manager was performing several roles simultaneously which resulted in strain on the heart. Her decision to pull back from her workload created a crisis in the organization because the agency was being run as a one-woman show. The board consulted with the Women's Institute, and together we made several suggestions for restructuring the agency and regaining control of the building development.

First, several new board members were recruited, including an architect and a non-profit real estate developer. Second, an advisory committee of the board was established including these two women, a WINGS founder, and another board member. This committee

would meet at least once a month in the beginning and then almost weekly, to address all the building concerns. This would "free up" the regular board meetings for other business. WINGS has goals other than real estate development which need addressing and which were competing with the Living and Learning Center for time and human resources. Third, WINGS began to re-examine its various functions and to prioritize what should be done. In the past, the women had overextended themselves, which in the long run was unproductive.

Several issues, such as who will manage the property, still need to be addressed. Originally, WINGS assumed that this function would be its responsibility, but later considered hiring an outside firm. WINGS members are learning that control does not necessarily mean doing it all yourself. That approach has served only to frustrate and burn out board members. As the board members recognize where their strengths are and what tasks they choose to perform, there is a new openness to inviting "outsiders" to participate in the project.

WINGS is in a transition period and is learning how to operate as an agency. At the same time it is providing direct services at the Resource and Referral Center and is developing the Living and Learning Center. In the meantime, the Resource and Referral Center recently received two large grants and services there will continue. A new support group is being planned. There is still much to do by the way of program planning, management, and ongoing fundraising.

Ka Fanm, Inc.

Ka Fanm, Inc., is an organization of Haitian women dedicated to the support and the empowerment of women living in the Boston area with primary focus on the development of housing and services for Haitian families. Ka Fanm's English translation is Home for Haitian Women in Massachusetts, Inc., but its name is a Creole expression for "the condition of women's lives." The Board of Directors of this non-profit corporation is represented by core members of the Association of Haitian Women in Boston, AFAB, a Creole expression for "welcoming." Besides their anger at and their frustration with the system, the five women who form Ka Fanm's board have a lot in common. They all have gone through the process of empowering themselves. They are all professional women who already have, or are working toward, an advanced degree. They also share an impressive record of constant and consistent service of the Haitian communities where they have

been living since their arrival in this country. Viewed in the context of the structurally male-oriented and male-dominated Haitian society, Ka Fanm's dynamic and driven organizing is more than just a beneficial grassroots organization's initiative; it represents a significant breakthrough for Haitian women living in the Boston area. It brings the missing female leadership to an immigrant community whose predominantly male leadership has too often failed to recognize women's basic rights or to address women's issues.

According to the *Boston Globe*, there are about 50,000 Haitians living in the Boston area. However, Haitians living in this area report that the number is even greater. As an immigrant group, Haitians have a unique cultural heritage which intensifies the difficulty of adjustment to and integration into the American system. The Haitian community relies on very traditional values to structure its society. Sacredness of family, the love of children, and respect for the wisdom of the elderly prevails across the spectrum of a historically rigid class system. Their culture is African and French with a most recent American influence. It is overall a very paternalistic society designed by and for men.

Half of the Haitians living in the Boston area are women who do not have anywhere to go for support and understanding. They need decent affordable housing, ESL classes, child care, basic health care and orientation to the system, domestic violence counseling, job training, and other basic services and commodities. Most of all, they need organizations which can understand their needs and address them. Since 1988, AFAB/Ka Fanm members have been providing a broad range of volunteer services to the Haitian community. These services include a support group for women, ESL classes for adults, a cultural and recreational program for adolescents, as well as other much needed educational and support services.

Ka Fanm, Inc., envisions a joint venture with the Women's Institute to develop a housing program to meet the growing need of homeless Haitians and their families. Ka Fanm has identified a site which is central to the Haitian community. It is a building located at 580 Blue Hill with six 2- and 3-bedroom apartments and a large basement. The initial concept of the project combines permanent and rental units with project space in the basement. Two of the six apartments would be rented to Section 8 certificate holders, while two others would be marketed to working Haitian families in need of affordable housing. The remaining two units would be shared by homeless families with subsidy from the

Department of Public Welfare. If necessary, the project could be supported by the income generated by six Section 8 apartments.

This project is in the early stages of development. With the assistance of the Women's Institute, the organization has recently filed for incorporation. A site has been identified and the Women's Institute is in the initial stages of site evaluation.

Some Reflections

Many grassroots organizations face common dilemmas:

1. Founders syndrome—where the visionary wants full control of the project.
2. Leadership issues—internal conflict due to control and decision-making issues.
3. Organizational management—groups are learning the mechanics of running a non-profit organization, which includes board process and development, financial systems, personnel issues, etc. For many of our clients this is the first formal structure they have participated in and all the systems were new.
4. Advocate position vs. working within the system—most of our client groups are activists used to an adversarial role with the city and other major institutions. It is sometimes a conflicting role to obtain support from a former adversary and then have to follow its lead.
5. Institutionalizing systems—moving from an informal to a formal structure, becoming business-like, and following procedures can also feel counter to how a group wants to operate. However, when funds are received, and audits are required, it becomes necessary to follow systems.
6. Tendency to employ themselves—the programs tend to be economic development projects as well, because the founders very often are low-income, un- or underemployed people who need work. They tend to create programs to employ themselves. There are positive and negative aspects to it. Board members vying for staff positions and a narrow look at the potential hiring pool are two problems.

These tensions have to be dealt with for the organization and the project to succeed. Discussing these issues in a direct manner with the client groups has proved to work best. The Women's Institute refers the groups to other technical assistance providers that offer training in organizational development, which can be very helpful if a trusted trainer can be found.

The Women's Institute has tried to balance the client group's need for control with their need for assistance.

Our definition of empowerment is a flexible one, determined by the organization itself. Originally, we placed a great deal of the responsibility on the organizations themselves to follow through in a number of areas. We painstakingly taught them the fundamentals of real estate development. Some groups wanted this responsibility and information and others did not. In many cases this need for information sharing has slowed the process and it has had positive and negative results. With Re-Vision House, the founder wanted to learn real estate development and had plans for future projects. She absorbed what she learned and is applying it to a second project. In the case of WINGS, the founders originally wanted to learn real estate development and control all aspects of it. They soon learned that it was in conflict with their other goals and that there are many areas that could be shared. On the other hand, the women of Ka Fanm from the beginning decided that they do not want to be real estate developers. The Women's Institute will be a co-developer of the project to share the risk and it will eventually be turned over to Ka Fanm. Unlike Re-Vision House, Ka Fanm sees development only as a means to an end. The women are more concerned with the final product than with controlling the steps along the way. We have decided that empowerment can be achieved in many different ways depending on a group's capacity and interest in becoming housing developers.