

# **A Process and Implementation Evaluation of Naatamooskakowin: Winnipeg's Coordinated Access System**



January 2025

## **Land Acknowledgement**

We acknowledge that we live and do our work in Treaty One Territory, at the crossroads of the Anishinaabe, Métis, Cree, Dakota, and Oji-Cree Nations, and on the traditional lands of the Anishinaabe peoples and the homeland of the Métis Nation. We also acknowledge that the water we drink in Winnipeg comes from Shoal Lake 40 First Nation, an Ojibway or Ontario Sauteaux First Nation.

## **Acknowledgement**


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## **List of Acronyms**

<b>Acronym</b>	<b>Meaning</b>
2SLGBTQIA+	Two-Spirit, Lesbian, Gay, Bisexual, Transgender, Queer and/or Questioning, Intersex, Asexual, and the Plus
CMHB	Canada Manitoba Housing Benefit
EIA	Employment and Income Assistance
HIFIS	Homeless Individuals and Families Information System
MANSO	Manitoba Association of Newcomer Serving Organisations

## **Executive Summary**

The most recent Winnipeg Street Census, as reported by Brandon (2022), enumerated 1,256 unhoused individuals. However, Brandon (2022) estimates that the true magnitude of homelessness in Winnipeg surpasses this figure, primarily due to the phenomenon of hidden homelessness, which poses significant challenges to the enumeration accuracy. As part of efforts to address homelessness in Winnipeg, End Homelessness Winnipeg launched a Coordinated Access system, also known as Naatamooskadowin, on March 31, 2022, to match those at risk of or experiencing homelessness with available supports using a consistent triage and assessment process.

After one year of implementing the system, End Homelessness Winnipeg opted to undertake a process and implementation evaluation of the system. The process evaluation aimed to examine the efficacy of the community consultations held prior to the development of Coordinated Access, along with the challenges encountered in formulating Coordinated Access. Additionally, an implementation evaluation was conducted to gauge the execution of Coordinated Access and identify the opportunities for improvement.

In pursuit of the evaluation objectives, the evaluators recruited Coordinated Access partners, including an Elder, Knowledge Keeper, referral partners, sharing team members, and landlord partners, to elicit their insights concerning the development and execution of Coordinated Access. Data were gathered using a mixed methods methodology, incorporating in-depth interviews, sharing circles, and surveys. In total, three distinct surveys were disseminated to a cumulative cohort of 150 referral partners, sharing team members, and landlord partners, resulting in a total response rate of 48 participants. Additionally, the evaluators gathered qualitative data from 11 participants to supplement the survey data.

Overall, the findings indicate that Winnipeg's Coordinated Access has been successful. The sharing teams and referral partners found the community of practice and leadership meetings beneficial as they promoted mutual learning. The Naatamooskadowin Team kept participants' data private and confidential in line with the Manitoba Personal Health Information Act. The monthly newsletter helped to increase awareness about Naatamooskadowin and inform partners about the activities of Coordinated Access. While acknowledging the commendable achievements of Naatamooskadowin, the report highlights opportunities for further enhancing its ongoing implementation:

- The Naatamooskadowin Team should ensure that future community consultations are more inclusive.
- In order to bolster participation in the monthly leadership and community of practice meetings, the Naatamooskadowin Team should annually reassess the scheduling of these meetings in consultation with community partners to ensure their appropriateness. The Naatamooskadowin Team must also ensure the effective implementation of decisions made during these sessions, adhere to the meeting agenda, and change the venue for enhanced engagement.
- The Naatamooskadowin Team must provide more training on confidentiality and proper data collection practices to better manage program participants' data and ensure confidentiality limits are shared with program participants.

- To improve communication and facilitate information sharing between the Coordinated Access Team and its partners, the partners must promptly notify the Naatamooskadowin Team of any new hires to ensure timely updates to the email distribution list. In addition, the Coordinated Access Team, in conjunction with the sharing teams and referral partners, should designate an administrator within each organisation to oversee and coordinate information dissemination.
- The study participants recommended that the Naatamooskadowin Team should provide training on trauma and how to build rapport with program participants during the sharing experience, as well as examine ways to shorten the sharing experience.
- To improve matching and referrals, the study participants recommended that the Naatamooskadowin Team inform them about predatory landlords and that the referral partners provide the sharing teams with quarterly updates on the outcomes of matches.

It is worth mentioning that some recommendations emanated from the study that fall outside the scope of Naatamooskadowin:

- Employers with support from funders should enhance the retention of sector workers by increasing their remuneration, particularly for direct service workers, indexing it to inflation, and offering wellness provisions such as counselling services to aid staff in navigating the emotional demands inherent to their roles.
- The Province of Manitoba, in collaboration with the City of Winnipeg, should investigate the feasibility of licensing landlords to streamline their operations.



## **1.0 Introduction**

### **1.1 Overview of Coordinated Access**

Winnipeg’s Coordinated Access is called Naatamooskakowin, a Cree word meaning “a place to come to for help, shelter, or resources” (End Homelessness Winnipeg, n.d.). Note that Naatamooskakowin has been used interchangeably with Coordinated Access in this report. As Winnipeg’s Community Entity for Reaching Home: Canada’s Homelessness Strategy, End Homelessness Winnipeg was responsible for co-creating a Coordinated Access system by March 31, 2022<sup>1</sup>. Reaching Home defines Coordinated Access as a process which directs individuals and families experiencing or at risk of houselessness to community-level access points, where they can access housing and related supports through a consistent triage and assessment process, that is trauma-informed and culturally appropriate. At the triage stage, people can be supported through diversion or prevention by connecting them with other services and housing resources. Following assessment, the system prioritises people for housing resources and supports based on the system’s identified outcomes and goals, as defined by the community. Finally, people are matched and referred, through consistent processes, to appropriate housing resources.

Winnipeg’s Coordinated Access journey began in late 2019 with three community engagement sessions welcoming diverse participation. The feedback from these sessions was that, the core values guiding the Coordinated Access system should be The Seven Teachings — Love, Respect, Courage, Honesty, Wisdom, Humility, and Truth. The community also wanted cultural safety to be central to the process and the services offered, as well as harm reduction and a trauma-informed approach. The community wanted a diversity of lived experts to participate in the design and implementation of Coordinated Access. In the fall of 2020, an Advisory Committee was established and structured to reflect the partners<sup>2</sup> identified by the earlier engagement sessions: people with lived experience, service providers, landlords, funders, all levels of government, etc. The Advisory Committee’s main goal was to establish a governance structure for co-creating Coordinated Access. The governance structure recommended by the Advisory Committee included the creation of a Coordinated Access Council to guide planning the engagement and co-creation strategies, and to provide oversight and feedback on the implementation and monitoring of Coordinated Access. This Council was formed in January 2021. In June 2021, a community engagement session was held to identify the vision and outcomes for Winnipeg’s Coordinated Access system.

Coordinated Access creates lasting solutions with our community to provide a seamless and rapid exit from houselessness through system collaboration and coordination that is person-centred, anti-oppressive, trauma-informed, strength-based, and grounded in harm reduction principles.

The community expected the following outcomes from Naatamooskakowin:

- People are housed and do not return to houselessness.
- Length of time experiencing houselessness is reduced.

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<sup>1</sup> The information provided in this section is a summary of Coordinated Access presented on End Homelessness Winnipeg [website](#).

<sup>2</sup> The Coordinated Access partners are the people and organisations who participated in the development and/or implementation of Coordinated Access, including the sharing team members, referral partners, elders and knowledge keepers, landlord partners, government, lived experts, etc.

- Outcomes determined and measured by lived experts, for example:
  - Intake and assessment are rapid, consistent, low-barrier, and culturally safe.
  - People use and value the services; they feel respected and have their needs met.
  - People have meaningful choices for where and how to live.
  - People have access to all needed supports after being housed.
- Number of services included within Coordinated Access is comprehensive: Information on services is kept current and communication is timely.
- Staff training: Providers have a community of practice, sharing person-centred, culturally safe, anti-oppressive, trauma-informed, strength-based, and harm-reduction strategies through an Indigenous lens reflecting the diversity of Indigenous peoples.
- All partners communicate, collaborate, and share information and resources: Accessing data in a shared, real-time system to support people to exit houselessness. Services and benefits are coordinated across systems.

## **1.2 Evaluation Questions**

The evaluation attempted to answer the following questions:

1. How effective were the community consultations in eliciting feedback for the development of Naatamooskakowin?
2. What challenges were encountered in developing Coordinated Access, and what are the lessons to be learnt?
3. What progress has been made toward the implementation of Coordinated Access?
4. What are the opportunities for improvement?

The evaluators conducted two types of evaluation: a process and an implementation evaluation. The first two evaluation questions, tied to the process evaluation, were meant to understand how Naatamooskakowin was established. The last two evaluation questions, related to the implementation evaluation, were intended to examine how Naatamooskakowin is being implemented and how it can be improved. The evaluation findings will help identify what is working and what needs to be improved. In addition, the lessons learnt will inform community entities intending to develop a coordinated access system.

## **1.3 Evaluation Methodology**

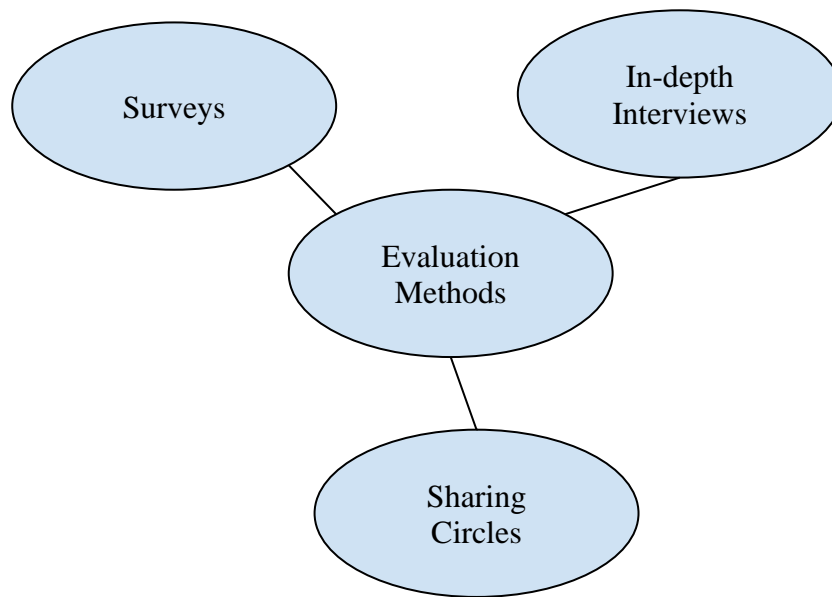
### **1.3.1 Evaluation Design/Plan**

The evaluators developed an evaluation plan based on the Coordinated Access logic model developed by End Homelessness Winnipeg and the Canadian Observatory on Homelessness (2022) and revised the plan based on feedback received from the Coordinated Access Team and an Evaluation Committee comprising staff of End Homelessness Winnipeg and community partners (see Appendix 1). The plan is in five sections. The first section provides a summary of Coordinated Access and the purpose of the evaluation. The second section presents the Coordinated Access logic model. Note that the evaluation of the outputs, outcomes, and impacts of Coordinated Access – as shown in the logic model – is beyond the scope of this report. The following two sections outline questions which guided the preparation of the final data collection instruments and the indicators for measuring success. The last section is a schedule for executing the plan.

### 1.3.2 Evaluation Methods

The evaluators utilised a mixed methods approach for evaluating Naatamooskakowin, allowing for data triangulation — using multiple data sources to understand an issue comprehensively (Carter et al., 2014). We gathered data from the Naatamooskakowin partners – the Coordinated Access Team at End Homelessness Winnipeg, landlord partners, sharing members, referral partners, and knowledge keepers through a survey, sharing circles, and interviews (see Figure 1). The evaluators completed the surveys and interviews in summer 2023 and the sharing circles in December 2023.

Figure 1: Evaluation Methods



Source: Evaluators’ Construct, 2024

#### 1.3.2.1 Survey

Using surveys for the evaluation provided valuable quantitative insights into the process and implementation of Coordinated Access. The survey questions in the evaluation plan were revised based on feedback from the Coordinated Access Team and pre-testing. Initially, the evaluators sent the survey to 33/51 sharing team members and 39/96 referral partners using SurveyMonkey. Later, the evaluators sent out the survey to all the remaining sharing team members and referral partners due to a low response rate. Overall, the sharing team members’ survey response rate was 33.33% (17/51), and the rate for the referral partners’ survey was 27.08% (26/96). All the three landlord partners responded to the survey that was sent out. We shared the findings with the Coordinated Access Team for input and clarification.

#### 1.3.2.2 In-depth Interviews

The evaluators supplemented the survey data with in-depth interviews featuring an Elder and a Knowledge Keeper who participated in the developmental phase of Naatamooskakowin. They were asked questions about their roles in the community engagements and the development of Coordinated Access. The interviews were conducted online via Zoom, each lasting 30 to 40 minutes. We recorded both interviews with their permission and compensated each person for

their time with a \$100 cash honorarium. Note that only the Elder and Knowledge Keeper received an honorarium. The other evaluation participants' contributions were considered as part of their work. In addition, End Homelessness Winnipeg funds some of the agencies through Reaching Home: Canada's Homelessness Strategy.

### **1.3.2.3 Sharing Circles**

After analysing the survey and interview data, the evaluators identified gaps that required further exploration. We conducted two sharing circles: one with the sharing teams and another with the referral partners. The evaluators engaged a Knowledge Keeper as a facilitator to ensure that the sharing circles aligned with Indigenous culture and protocols. The sharing circle participants were engaged in questions related to communication between the Coordinated Access Team and the partners, monthly meetings, and the partners' assessment of the various components of Naatamooskakowin. The sharing circles were conducted in person, lasting 60 to 120 minutes. With the study participants' permission, the evaluators recorded the sharing circles.

### **1.3.2.4 Data Analysis**

The survey responses were analysed using descriptive analysis and presented in tables and figures. The sharing circles and in-depth interviews were transcribed, and themes were generated using the evaluation's objectives. Ethical considerations such as informed consent, confidentiality, and anonymity were considered throughout the evaluation. For instance, to ensure anonymity, we used pseudonyms (e.g., Qualitative Study Participant 1) instead of the participants' actual names.

### **1.3.2.5 Limitations**

The evaluators intended to gather the perspectives of all the Naatamooskakowin partners (including the Naatamooskakowin Team at End Homelessness Winnipeg, referral partners, sharing teams, elders and knowledge keepers, the unhoused, government representatives, and landlord partners) on the design of Naatamooskakowin and how it is being implemented. However, two key partners of Naatamooskakowin did not participate in the evaluation: the provincial and city governments and the unhoused. There was no reliable record of government representatives who participated in the community engagements. Multiple attempts by the Naatamooskakowin Team to recruit the unhoused for the evaluation proved futile due to their transient nature and time constraints. The evaluators strongly recommend recruiting the unhoused for future evaluations. Even though the government representatives and the unhoused did not participate in the evaluation, the evaluators believe that the other partners' feedback offer invaluable insights into Naatamooskakowin's design and how to improve its current implementation.

## **1.4 Report Organisation**

The report is organised into three main sections. Following the first chapter, which is the introduction, is a presentation of the evaluation findings. The last section offers recommendations for improving Coordinated Access' implementation.

## 2.0 Evaluation Findings

This section sheds light on the qualitative and quantitative findings. The findings have been organised by the two types of evaluation: process and implementation.

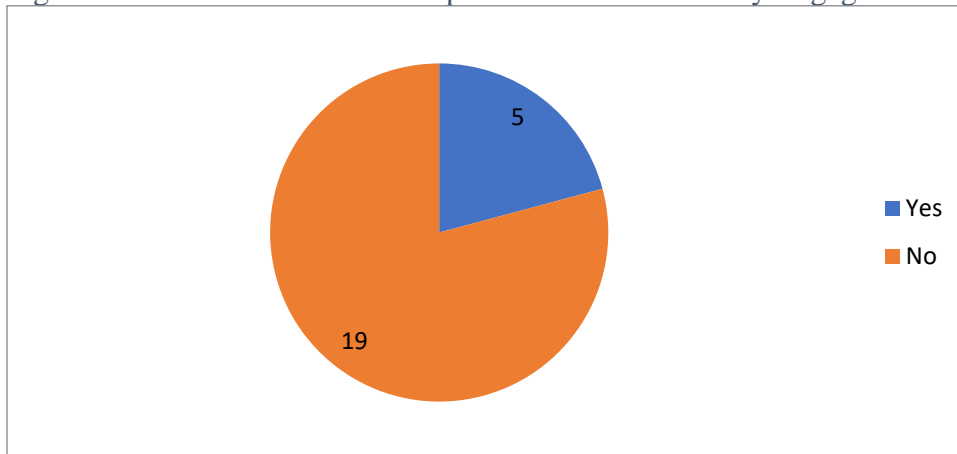
### 2.1 Process Evaluation

#### 2.1.1 Community Consultations Prior to the Development of Coordinated Access

Before the formulation of Coordinated Access, End Homelessness endeavoured to solicit input from numerous community partners.<sup>3</sup> Among the 24 referral partner respondents, only five had participated in the community consultations (see Figure 2). Similarly, only four of the 17 sharing team member respondents had engaged in these community endeavours, as illustrated in Figure 3. In addition, two out of the three landlord partners participated in the community consultations. Predominantly, the study participants from the sharing teams, referral partners, and landlords who had participated in the community engagements attended 1-3 sessions. The respondents who were not involved in the community engagements predominantly cited occupational roles either within or outside their respective organisations unrelated to Coordinated Access, alongside a lack of awareness, as contributing factors. Several individuals expressed that the scheduled meeting times were incompatible with their availability. Despite the limited participation of survey respondents in the community engagements, the aggregate attendance for these sessions was notably robust, with the Coordinated Access Team estimating a total turnout of approximately 700 individuals across all sessions. One of the two evaluators attended two online community engagements with a cumulative attendance of over 200 people. A participant in the community consultations said:

*“Oh God! A lot of them. At the onset, we were having them on a regular basis, and it was because we were in the planning stages of all this. And so, we had to meet, you know, on a regular basis, so that we could bring together the people that needed to be there. And to me, you know, the majority of people showed up for meetings. There were some that didn’t participate ……”* (Qualitative Research Participant 10).

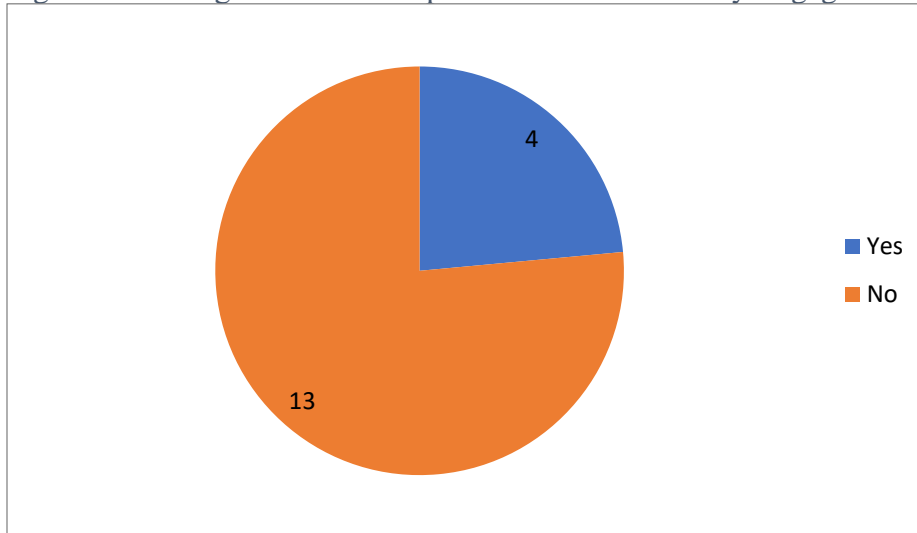
Figure 2: Referral Partners' Participation in the Community Engagement



Source: 2023 Coordinated Access Evaluation Survey

<sup>3</sup> In analysing the responses to a question, respondents who skipped it were excluded.

Figure 3: Sharing Teams' Participation in the Community Engagement



Source: 2023 Coordinated Access Evaluation Survey

### 2.1.2 Effectiveness of the Community Engagement Sessions

Seven referral partners and sharing team members shared their thoughts on the effectiveness of the community engagement process. Most indicated that it effectively elicited community inputs for developing Coordinated Access. The low involvement of the survey respondents in the engagement sessions could explain why many respondents skipped the question on the effectiveness of the community consultations.

## 2.2 Implementation Evaluation

### 2.2.1 Participation in Naatamooskakowin Leadership or Community of Practice Meetings

The monthly leadership or community of practice meetings provide the partners with Coordinated Access updates and allow the partners to learn from each other. While the leadership meetings are for team leads, the community of practice meetings target direct service workers. Attendance at the monthly Naatamooskakowin leadership and community of practice meetings was high. Of the 23 referral partner respondents, 16 had attended at least one meeting before (see Figure 4). Among the sharing team members, 15 out of the 17 respondents had attended at least one meeting in the past (see Figure 5). The high level of interest could reflect the importance the referral partners and sharing team members attach to the meetings. Evidence from the qualitative research indicates that the monthly meeting has been effective as it promotes learning and networking.

*The meeting is a good thing, but (it) doesn't always fit my schedule. There is an opportunity to see people from different programs to know how things are going with referrals and others. The speakers and presenters help me to learn something new. I feel I still don't know much. It makes us knowledgeable to help other people. Monthly meetings are fine in my opinion, and people attend remotely..... (monthly meetings) helps with discussions with landlords and Employment and Income Assistance (EIA) workers (Qualitative Research Participant 1).*

*I enjoy the meeting because I learn from other people. There are a lot of meetings for me but for this meeting, everyone feels welcomed and hopes to share and is not scared to ask questions (Qualitative Research Participant 3).*

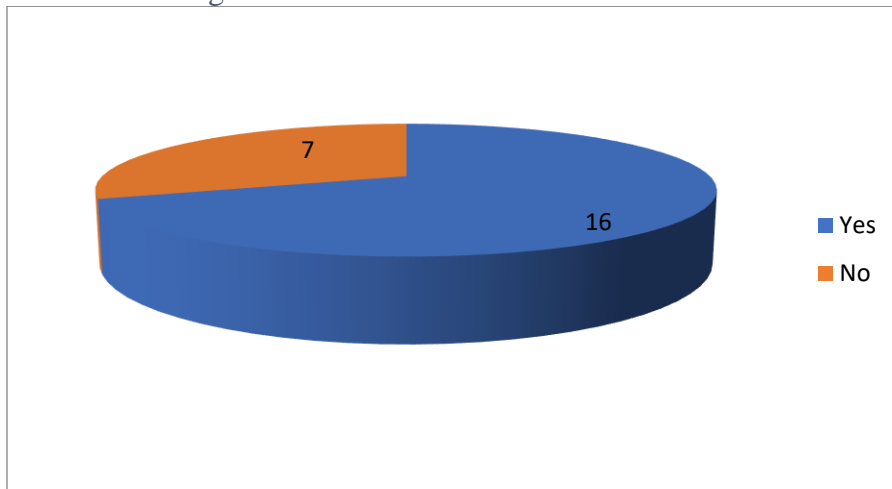
*Personally, I find the meetings to be informative and a great way to connect with others working in the field. However, I wasn't able to attend the last one due to other obligations with participants (Qualitative Research Participant 8).*

Despite the importance of the monthly meetings, a sharing team member was unaware and did not receive any email from the Coordinated Access Team.

*I am not aware of the monthly meetings, but I am still learning. I don't have much to say on this question. I only heard about this monthly meeting at this sharing circle. I have not been informed. They can add me to the mailing list. I don't receive monthly newsletters and others. I don't know about the meeting. I don't get the information. I don't receive anything (Qualitative Research Participant 2).*

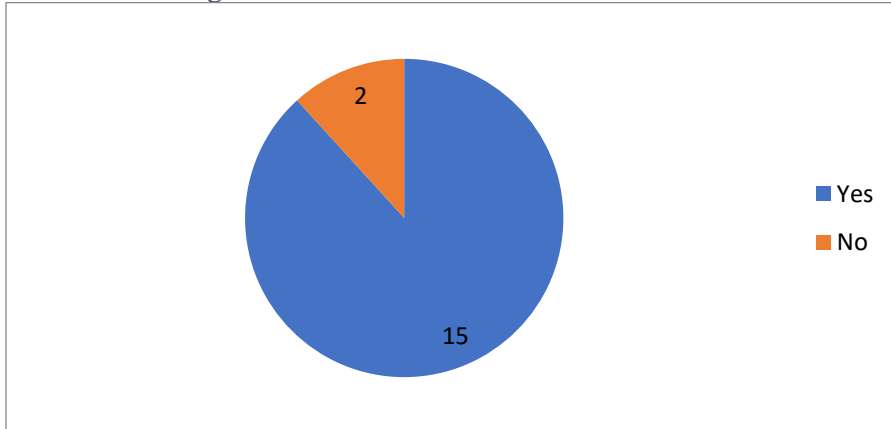
From the narratives above, some participants were oblivious to the monthly meetings, and others had not attended due to schedule conflict. Given the high turnover in the sector, the Naatamooskakowin Team must review the meeting dates and times to ensure they work for most people. In addition, the team leads and managers at the agencies should inform new hires of the meeting dates and times during their orientation and inform the Naatamooskakowin Team of staff changes, so they can update the Naatamooskakowin email list accordingly.

Figure 4: Referral Partners' Attendance of Naatamooskakowin Leadership or Community of Practice Meetings



Source: 2023 Coordinated Access Evaluation Survey

Figure 5: Sharing Team’s Attendance of Naatamooskakowin Leadership or Community of Practice Meetings



Source: 2023 Coordinated Access Evaluation Survey

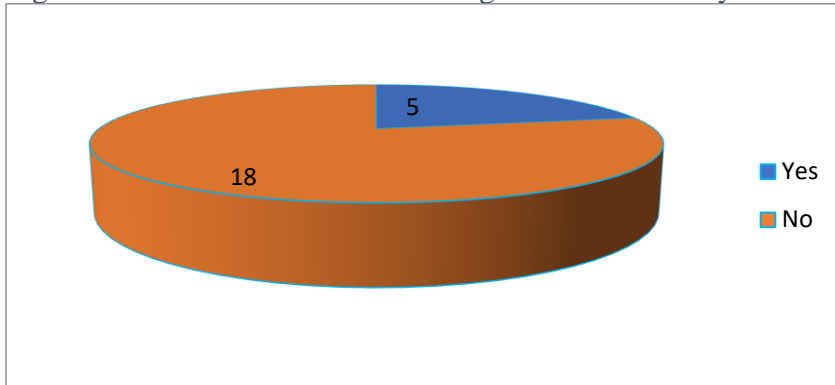
Generally, the referral partners and sharing teams were content with the monthly meetings, but a few made recommendations for improvement, including changing venues, staying on topic, and following through with decisions made.

### 2.2.2 Data Management and Privacy Procedures

It is imperative to manage program participants’ data properly and ensure that personal information shared through Coordinated Access is kept private and confidential. Of the 23 referral partner respondents, 18 had no concern with data management and privacy (see Figure 6). Consistent with the responses from the sharing team, 12 of the 15 respondents were satisfied with data management and privacy (see Figure 7). The few referral partners and sharing team who had concerns shared that the consent form should mention circumstances under which confidentiality cannot be guaranteed, the use of numerical codes for people seemed impersonal and dehumanizing, and there should be more training on confidentiality and proper data collection practices, especially for new staff. The Coordinated Access Team explained the numerical codes are used to anonymize the data, which aligns with the Personal Health Information Act (Province of Manitoba, 2023). An opportunity to humanise the legal requirements for abiding with the Act, is for agency and Naatamooskakowin staff to add a personal touch when referring to Naatamooskakowin participants. For example, instead of saying HIFIS (Homeless Individuals and Families Information System) ID 12333, staff should rather say an individual or participant with HIFIS ID 12333.

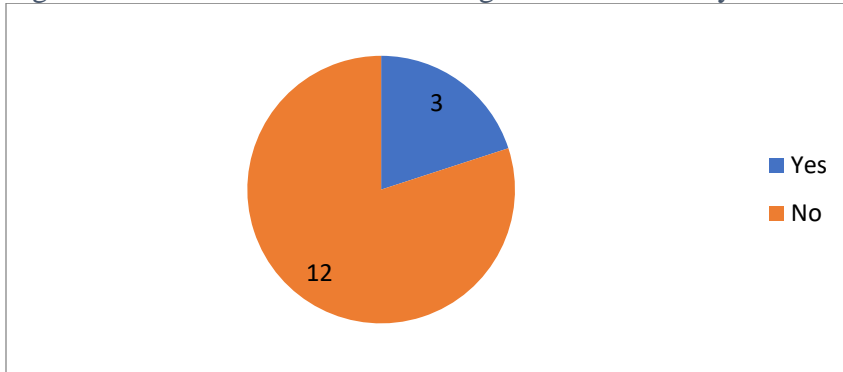


Figure 6: Concerns about Data Management and Privacy - Referral Partners



Source: 2023 Coordinated Access Evaluation Survey

Figure 7: Concerns about Data Management and Privacy - Sharing Team

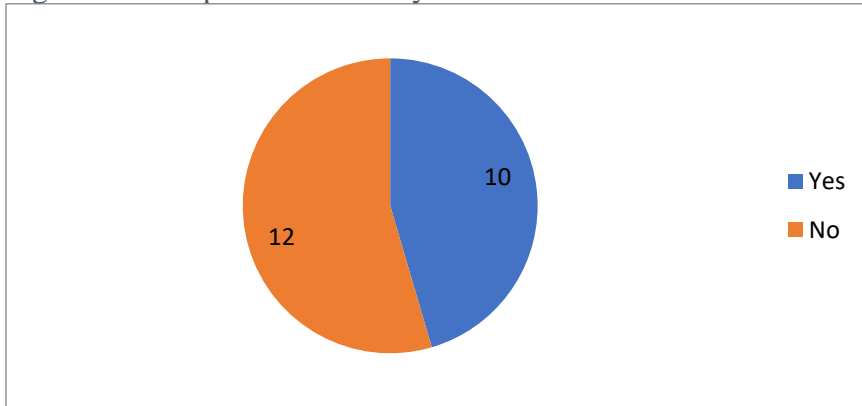


### 2.2.3 Receipt of the Monthly Coordinated Access Newsletter

The Coordinated Access Team circulates a monthly newsletter to create awareness and increase understanding of the system. Out of the 22 referral partner respondents, only 10 were receiving the newsletter (see Figure 8). Eight (8) of the 15 sharing team member respondents had received it (see Figure 9). This finding reiterates the importance of partner agencies informing the Naatamooskakowin Team of new staff hires, so they can update the email list.

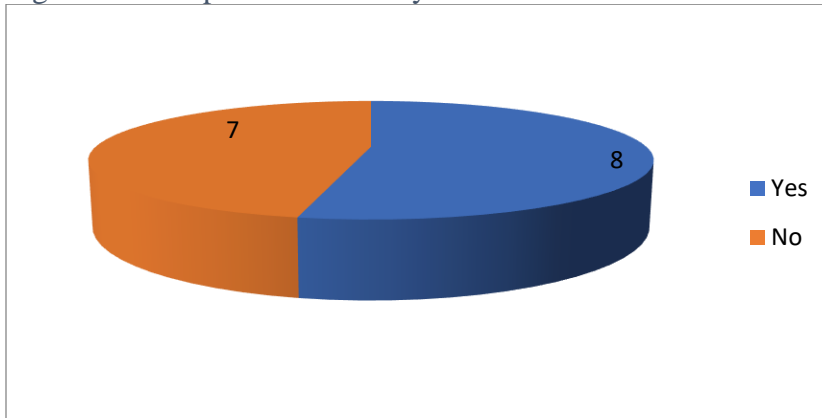
The referral partners and sharing team found the monthly newsletter helpful. The survey asked about suggestions for improving the newsletter. While most of the sharing team members had no comment, a few suggested including more statistical information, success stories, relevant community events, accounts of those who were matched on the outcomes (were they placed into housing, did they maintain their housing, did they like their housing, etc.), and releasing the newsletter more frequently. The evaluators recommend anonymising the stories on the matching outcomes to protect the identity of the program participants. The Naatamooskakowin Team mentioned that their newsletter will soon be amalgamated with the End Homelessness Winnipeg monthly newsletter.

Figure 8: Receipt of the Monthly Coordinated Access Newsletter by the Referral Partners



Source: 2023 Coordinated Access Evaluation Survey

Figure 9: Receipt of the Monthly Coordinated Access Newsletter by the Sharing Partner

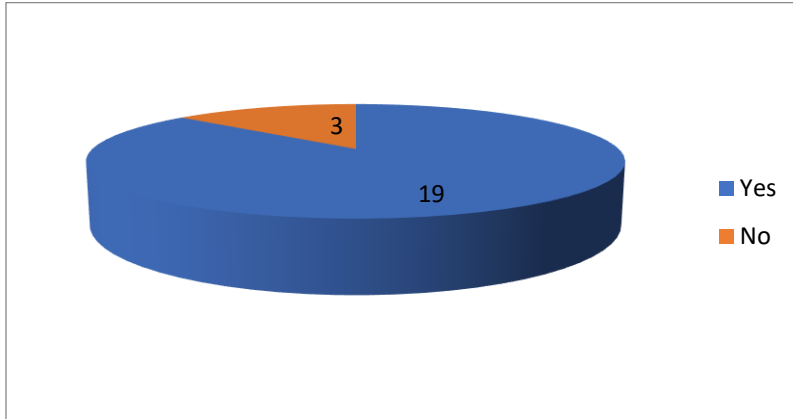


Source: 2023 Coordinated Access Evaluation Survey

#### 2.2.4 Policies and Procedures of Naatamooskakowin

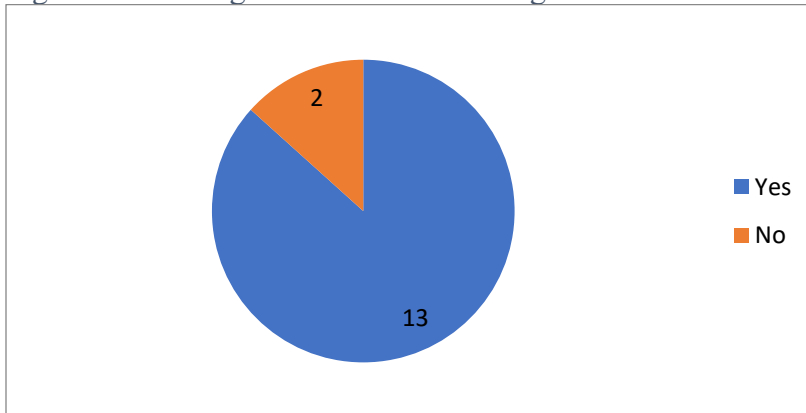
A higher proportion of the referral partners and sharing team members understood the policies and procedures of Naatamooskakowin (see Figures 10 and 11; End Homelessness Winnipeg, 2022a). Out of the 15 sharing team respondents, 13 reported understanding the policies and procedures. Two respondents reported having not received the policies and procedures, reflecting again, the importance of cross-organisational communication to ensure new staff are added to the Naatamooskakowin email list.

Figure 10: Referral Partner’s Understanding of the Policies and Procedures of Naatamooskakowin



Source: 2023 Coordinated Access Evaluation Survey

Figure 11: Sharing Teams’ Understanding of the Policies and Procedures of Naatamooskakowin



Source: 2023 Coordinated Access Evaluation Survey

The survey asked if the referral partners and sharing teams knew who to contact if they had questions about Coordinated Access. Almost all the referral partner and sharing team respondents said they knew who to contact if they had questions.

### 2.2.5 Naatamooskakowin Resource Guide

The resource guide was developed collaboratively with assistance from the University of Winnipeg. The Naatamooskakowin Team delegated the University of Winnipeg with the responsibility of conducting a comprehensive survey of all resources pertaining to houselessness and housing in Winnipeg. Subsequently, an agreement was reached among the Coordinated Access Team and its partners, stipulating that exclusive access to the resource guide would be granted solely to the partnering entities. The resource guide serves as a directive tool for the partners, facilitating linking individuals with the requisite services and supports tailored to their needs. Of the referral partner respondents, 12 utilised the guide, while 11 did not (see Figure 12). Conversely, 10 out of 15 sharing team members indicated usage of the guide (see Figure 13). The referral partners and sharing teams who had not utilised the resource guide cited lack of access or familiarity with its contents as the primary reasons. It is plausible that individuals who had not engaged with the guide were relatively new to their roles. Such findings are consistent

with anecdotal observations indicating a notable turnover rate within the housing and homelessness sector.

The qualitative research participants shared how low salary and poor treatment of staff contribute to the high turnover rate in the housing and homelessness sector.

*Some of the staff in the drop-in centre experience verbal abuse. For sure, those in the drop-in are traumatised, and they tend to traumatise people around them (Qualitative Research Participant 1).*

*There are a lot of people sticking around for a long time. We give a lot of training, and we treat our staff well, so they stay. Other agencies that I have worked with don't treat their people well (Qualitative Research Participant 3).*

*People are leaving because they are not happy and are not paid well in social service organisations. There are others who stay for five years, but they leave for other positions such as probation social workers, EIA, and other places (Qualitative Research Participant 4).*

There was a near consensus between the referral partners and sharing teams who had used the resource guide that it was helpful (see Figures 14 and 15). Nonetheless, the two teams offered suggestions for improving the guide, including updating it more often, handing out a hard copy to program participants, offering different categories of resources, uploading the most recent version to End Homelessness Winnipeg's website, and notifying partners about updates. The Naatamooskakowin Team clarified that the intention of the resource is to direct service provider staff to existing support services, rather than being a tool intended to be used by program participants. They have given the resource guide to 211 to be shared with the community, and 211 will ensure the guide is updated regularly.

The qualitative study participants offered several suggestions to streamline information sharing between the Coordinated Access Team and community partners. One suggestion was uploading all relevant information to one section of End Homelessness Winnipeg's website, which is now current practice. All information about Coordinated Access can be found [here](#).

A second suggestion was appointing a Coordinated Access representative for each organisation to coordinate information sharing. The local representative will receive important information and updates from the Coordinated Access team and share them with their respective teams.

The last suggestion was creating an interactive portal to host relevant information and restrict its access to only the referral partners, sharing team members, and the Coordinated Access Team. The local representatives can inform their agencies when new information is uploaded to the portal.

*It is a good process, and it supports information sharing. For instance, there is a HIFIS Specialist in every organisation ..... There should be a specialist on site with*

*knowledge on Naatamooskakowin to share the knowledge. There should be a local Coordinated Access Administrator (Qualitative Research Participant 1).*

*I would love to see a website where we can download forms and be updated. There should be someone who will take over. There is high turnover in this sector (Qualitative Research Participant 2).*

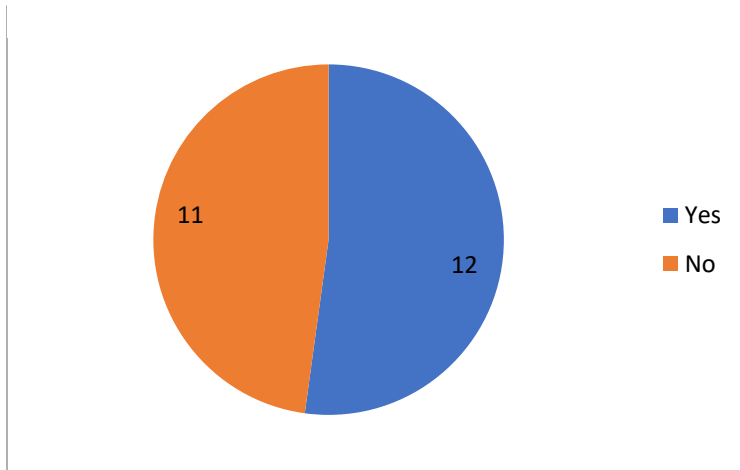
*I agree with the forms that can be downloaded. There should be a lot of information on the website. I do like the emails, but the forms if uploaded on the website will help (Qualitative Research Participant 3).*

*Having the information in a shared space is great. Would be good to always keep the most updated version of the forms on the website. I think it would still be good to send an email that there is an update with a link to go to the website (Qualitative Research Participant 6).*

*One section on the website sounds good, I still like information to be sent out to the administrators so we can share within our organisations (Qualitative Research Participant 7).*

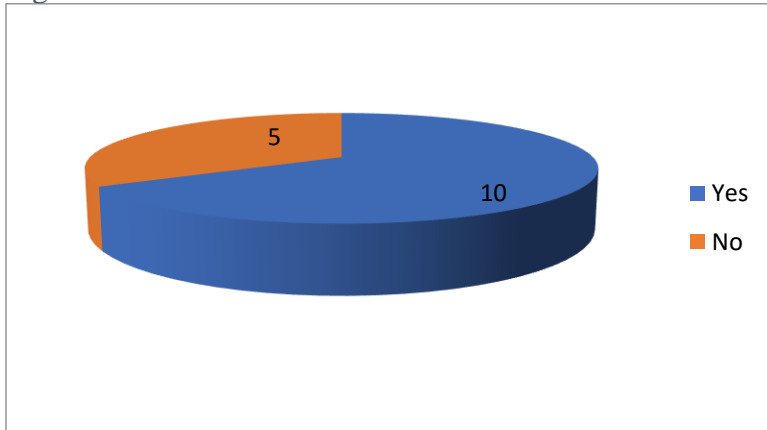
*Another suggestion is a member agency portal within the website. MANSO (Manitoba Association of Newcomer Serving Organisations) does this and partner agencies can log in to get information, participate in forum discussions, and post resources they want to share. A little more interactive than the above suggestion. This may also allow for online learning links, registrations for training, and a support/staff wellbeing section (Qualitative Research Participant 9).*

Figure 12: Use of the Naatamooskakowin Resource Guide by the Referral Partners



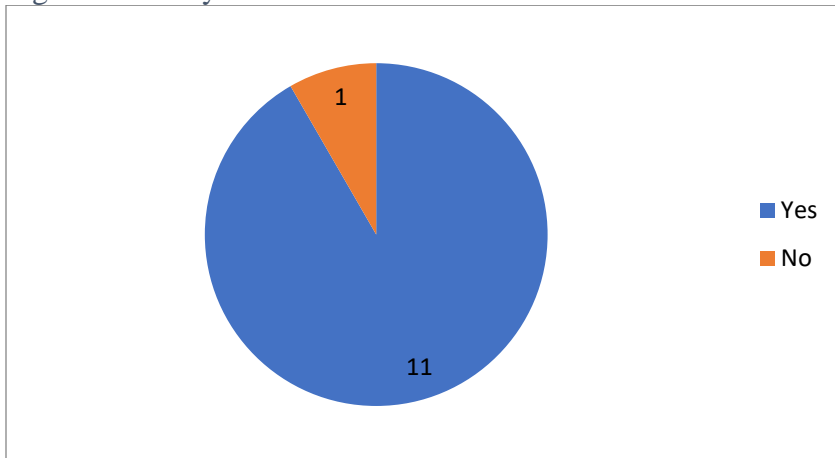
Source: 2023 Coordinated Access Evaluation Survey

Figure 13: Use of the Naatamooskakowin Resource Guide by the Sharing Team



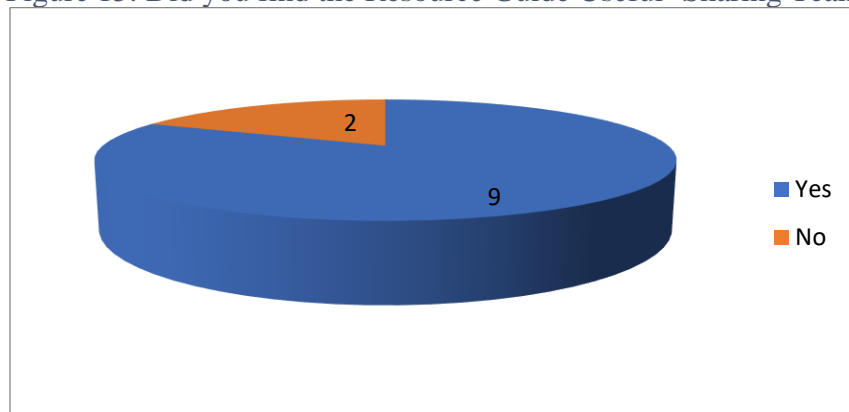
Source: 2023 Coordinated Access Evaluation Survey

Figure 14: Did you find the Resource Guide Useful - Referral Partners?



Source: 2023 Coordinated Access Evaluation Survey

Figure 15: Did you find the Resource Guide Useful- Sharing Team?



Source: 2023 Coordinated Access Evaluation Survey

### 2.2.6 Training

The Coordinated Access Team trains the sharing teams to ensure they conduct sharing

experiences<sup>4</sup> appropriately. Typically, training is held monthly with a maximum of eight attendees to spur participation and group interactions. The Coordinated Access sharing experience is intended to avoid traumatisation by asking people to complete only one sharing (End Homelessness Winnipeg and the Canadian Observatory on Homelessness, 2022).

The survey examined the effectiveness of the training. Eleven (11) out of the 14 sharing team members who responded to the question said they were comfortable engaging in a sharing experience upon training completion. The survey respondents made the following recommendations for improving the training: providing training on trauma and building rapport with program participants during the sharing experience, as well as exploring ways to reduce the length of the sharing experience.

The sharing experience is designed to be trauma-informed, and additional resources should be dedicated to ensuring staff are trained in a manner that reflects this commitment.

*Some programs feel like they are doing a summary of the sharing experience, and many people feel traumatised by re-asking them questions. The clients do not have a choice because they are seeking support. Doing a summary, (we) retraumatise them because we are discussing what we had already talked about. Providing a summary of the sharing experience is traumatic (Qualitative Research Participant 1).*

*My concern is with doing a summary. They have already shared their story and is traumatising sharing their story at one time. I don't know why a summary is necessary. They don't need to be reminded of where they went wrong (Qualitative Research Participant 2).*

### **2.2.7 Matching and Referral**

The matching and referral process connects program participants to local agencies and landlords that can meet their housing needs (End Homelessness Winnipeg and the Canadian Observatory on Homelessness, 2022). The survey elicited feedback from the referral partners on the appropriateness of the matching and referrals. Most of the referral partner survey respondents (20 out of 22) felt participants matched to their programs were a good fit.

The survey obtained responses from the landlord partners on whether they could get support from the Naatamooskakowin staff if there were issues with the tenant. Two out of three landlord partners felt they could get support from the Naatamooskakowin staff, and the people matched to their units met the criteria they developed with the Naatamooskakowin staff.

The qualitative study participants discussed their relationship with the landlords, a critical part of housing people. Here are some examples of successful landlord relationships.

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<sup>4</sup> Sharing experience means in-take. The sharing experience supports an in-depth collection of relevant information about a person or family to support connecting them with the most appropriate service or supports to resolve their housing challenges (End Homelessness Winnipeg, 2022a, p8). After program participants have shared their stories, the sharing teams present summaries to them for confirmation.

*We have some good relationships with them where they understand the populations. They come to us when they have issues. Some don't understand the challenges young people face and how young people behave. We go to those we have a good relationship with first. An important goal is to build this relationship. People come to us with challenges that we need people who are understanding and not write the client off. The goal of this program is to build this relationship (Qualitative Research Participant 3).*

*They call us first if they have issues with one of our participants. If there is eviction, they call us first, and we make alternative arrangements for the clients. We have been able to build relationships with new landlords (Qualitative Research Participant 4).*

However, some study participants shared the challenges they face when housing people, including a shortage of deeply affordable housing, poor rental history, and finding the appropriate landlord.

*There is a lack of affordable, safe housing. If I don't put my children (tenants) there, I will not put other children (tenants) there. There is also a poor rental history of people. We should have a list of landlords published on a website ..... who to avoid, and those to reach out to. Sometimes you don't know until you get there. Some of the landlords are taking advantage of the program because they know when there are damages by the kids, we will pay for it. So, some of the kids move into facilities which are already in poor conditions, and they expect us to pay for it. If we have recommended landlords, all these situations could be avoided (Qualitative Research Participant 3).*

*Getting safe housing is a challenge. Finding landlords to easily work with ..... is a problem. Also, getting ..... housing within their budget is challenging (Qualitative Research Participant 4).*

*If partner landlords didn't disqualify people based on credit checks, and Residential Tenancies Branch reports, that would be helpful (Qualitative Research Participant 6).*

The scope of these challenges is largely outside the ability of Naatamooskakowin to address. However, internal communication related to systemic advocacy efforts aimed at addressing housing supply continues to occur as Naatamooskakowin operates within End Homelessness Winnipeg.

While it is essential for the referral partners to know the recommended and predatory landlords, some study participants raised concerns about the legal implications of publishing such a list on End Homelessness Winnipeg's website. Therefore, it was suggested that only the referral partners should be given access to the list.

The Coordinated Access Team explained that the issue of predatory and recommended landlords is discussed at the monthly leadership and community of practice meetings. However, the list could complement the meeting discussion. The Naatamooskakowin Team has prepared a list of buildings with concerns, and there are plans to add the building address, type of building, number of units, property manager, website, positive reviews, etc.



The sharing circles revealed that it takes considerable time to connect people to a referral partner after sharing their stories due to the transient nature of the unhoused. A sharing circle participant highlighted:

*There is a 24-hour window from when the letter of offer is received and follow-up with the community member. It can take more than two weeks to track one community member. A 24-hour window is not realistic. It takes two weeks to track people down. That is not realistic at all. Some community members don't have a home and phone, and they don't come for meals everyday, so we cannot track them. They may come for meals, and you can track them, but they are not consistent (Qualitative Research Participant 4).*

Recognizing that there may be confusion over this policy, the Naatamooskakowin Team clarified that the 24-hour window is for the referral agency to review the sharing experience and assign the Naatamooskakowin participant to a case worker. Afterwards, an offer for an agency to support a participant can be made. If the participant accepts the offer, the agency should then schedule and complete a warm handoff within two weeks of the offer date. The Naatamooskakowin Team will review the language surrounding the warm handoff timeframe and adjust for clarity. A warm handoff means, “The person, an access point staff, and someone from the program the person chose, meet to make sure the connection happens (End Homelessness Winnipeg, 2022b, p1). The Naatamooskakowin Team can extend the warm handoff on a case-by-case basis.

### **2.2.8 Rating of Naatamooskakowin**

To assess the overall success of Coordinated Access, the survey asked the respondents to rate the different components of the system. Most of the respondents rated all the components as successful or very successful. These ratings were especially true for awareness about Coordinated Access and training as more than three-quarters of the referral partner and sharing team respondents said they had been at least successful (see Tables 1 and 2). Interestingly, some of the referral partners and sharing teams were unsure of the success of some of the components of Naatamooskakowin. At least, one in every four referral partner respondents and almost two out of every five sharing team members, did not know whether Coordinated Access had effectively promoted collaboration. These respondents likely were not conversant with the different components of Naatamooskakowin or were new hires, suggesting the need for continuous awareness creation and partner engagement.

The qualitative study also assessed the effectiveness of the different aspects of Naatamooskakowin. Evidence from the qualitative findings indicates that although most of the components have been successfully implemented, there is room for improvement. For instance, a study participant thought some referrals were unsuitable, and another expressed the need for improvements over time.

*Overall, the sharing process has been successful as it is supposed to be. I am not happy about some of the referrals but overall, it is a good process. Things can be improved. (Qualitative Research Participant 1).*

*Overall, the program is great, and I am happy about it. It is essential to have some tweaks as we move along. (Qualitative Research Participant 2).*

Table 1: Referral Partners’ Rating of the Different Aspects of Naatamooskakowin

Component	Very Unsuccessful	Unsuccessful	Successful	Very successful	Don’t know	Total
Awareness	0	2	10	7	3	22
Stakeholder collaboration	1	2	6	7	6	22
Training	0	1	11	8	2	22
Matching and referral	0	3	15	3	1	22
Data management	0	2	12	4	4	22
Prioritisation	1	4	10	5	2	22

Source: 2023 Coordinated Access Evaluation Survey

Table 2: Sharing Teams’ Rating of the Different Aspects of Naatamooskakowin

Component	Very Unsuccessful	Unsuccessful	Successful	Very successful	Don’t know	Total
Awareness	0	0	7	3	3	13
Stakeholder collaboration	0	1	6	1	5	13
Training	1	1	7	2	2	13
Matching and referral	1	1	8	1	2	13
Data management	0	1	5	3	4	13
Prioritisation	0	2	7	3	1	13
Sharing (in-take)	0	1	8	2	1	12

Source: 2023 Coordinated Access Evaluation Survey

Regarding the training, some participants of the qualitative research highlighted:

*I think Coordinated Access has made people comfortable to share their ideas. The training was huge, and I hope they get funding for it. (Qualitative Research Participant 3).*

*I don’t have a lot of experience with the training. If I am reaching out to somebody or my colleagues are reaching out to somebody, the responses are prompt. We get prompt feedback when reaching out to people (Qualitative Research Participant 4).*

*The HIFIS training was informative. The training on hoarding and primary takeover was interesting (Qualitative Research Participant 5).*

Some of the study participants shared how effective collaboration has facilitated housing placement.

*Helping people find a good fit program faster than having them be on multiple waitlists at different organisations. I think there has been better collaboration in the sector (Qualitative Research Participant 6).*

Despite the overall positive rating of Coordinated Access, a few offered suggestions for improvement. They included increasing awareness of the Coordinated Access policies and procedures, sharing more success stories, prioritising those experiencing chronic homelessness for housing regardless of their ethnicity, and increasing supports for direct service workers such as mental health and counselling services to help them meet the needs of program participants. While those who are not Indigenous must experience chronic homelessness<sup>5</sup> to be prioritised for housing, Coordinated Access exempts Indigenous peoples from this requirement based on the fact that Indigenous peoples have experienced homelessness for a very long time because of colonization, which began shortly after first contact, and they are vastly over-represented in homelessness. Indigenous peoples constitute almost 14% of Winnipeg's population but comprise 75% of the unhoused population in Winnipeg (Brandon, 2022; Statistics Canada, 2022; 2023).

The sharing team members suggested some strategies for improving Coordinated Access, including notifying them of successful program exits and increasing the number of organisations participating in Coordinated Access.

*Overall, the process has worked but needs some tweaks. Follow up on when a service is cancelled so the person is aware. It is not good that people (service users) leave the program, and we are not informed. However, Coordinated Access has made progress over the years (Qualitative Research Participant 1).*

*If someone is no longer in the program, you have to let us know through an email or other means. Quarterly updates on people (service users) who are not part of the program will be helpful. Every three months or four months will be fine to give us the reasons they are no longer in the program (Qualitative Research Participant 2).*

*Coordinated systems can only work when all the services are a part of that system. There are challenges when some organisations are not a part of Naatamooskowin in coordination and collaboration. While we understand why the decisions were made this way, ultimately true sector coordination and service delivery can only happen if we get everyone working in the same direction (Qualitative Research Participant 9).*

The qualitative study participants put forth additional recommendations, including expediting the recruitment process to address staffing vacancies in the Naatamooskowin Team and participating organizations, allocating supplementary funding to agencies to bolster support for sharing and referral initiatives, and prioritising the fulfillment of the Naatamooskowin Outreach position.

*I can only speak for our agency; it is a lot of work on top of staff's full-time jobs. Funding should be addressed so that agencies could hire a full-time staff to manage all the*

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<sup>5</sup> Chronic homelessness is defined as experiencing homelessness for six months in a year or a year and a half in the last three years.

*responsibilities and duties that have come with the Coordinated Access system*  
(Qualitative Research Participant 4).

*The biggest barrier is expecting staff at organisations that already have other jobs to do the sharing experiences. It creates additional workload on staff who are already stretched. It was really helpful when the Coordinated Access outreach position was filled*  
(Qualitative Research Participant 6).

### **3.0 Recommendations and Conclusion**

This chapter concludes the report by offering sound recommendations for improving the implementation of Naatamooskakowin. Most of the recommendations fall within the purview of Naatamooskakowin. The remaining ones fall within the scope of other entities, including the three levels of government and other funders.

#### **3.1 Recommendations**

The recommendations outlined in Table 3 fall within the purview of Naatamooskakowin. The evaluators grouped them by the types of evaluation and the different aspects of Naatamooskakowin.

On the contrary, the additional recommendations outside Table 3 fall outside the role of Naatamooskakowin but are worth noting. Given the impact of employee turnover on Naatamooskakowin implementation, the following measures should be taken to increase employee retention:

- Funders should support employers in increasing staff remuneration, especially for direct service workers, and index it to inflation.
- Employers should provide their staff with counselling and mental health supports, as well as encourage those who already have access to utilise the supports.

In addition, there is the need to improve access to low-income housing:

- The three levels of government should collaborate to invest heavily in housing supply in Winnipeg.
- The Province of Manitoba, in collaboration with the City of Winnipeg, must explore licensing landlords to streamline their operations. In some Ontario cities such as Oshawa and Waterloo, landlords apply for a license to rent out their units to students, and the city governments regulate the landlords' operations through inspections and annual renewal (Ontario Landlords Association, 2014).

Table 3: Recommendations

Type of Evaluation	Issue	Recommendation
<b>Process</b>	<b>Community Consultation Prior to the Development of Coordinated Access</b>	Given the number of respondents who participated in the community consultations, the Naatamooskakowin Team should ensure that future consultations are very inclusive.
<b>Implementation</b>	<b>Participation in Naatamooskakowin Leadership or Community of Practice Meetings</b>	<ul style="list-style-type: none"> <li>• To enhance the attendance levels at both leadership and community of practice meetings, the Naatamooskakowin Team should engage in an annual review of the meeting date and time towards the end of each fiscal year, assessing their continued suitability for most participants and adjusting the meeting schedule as deemed necessary.</li> <li>• To ensure partners remain well-informed of decisions made, team leaders and/or managers should incorporate the dissemination of meeting schedules into the orientation process for new team members and facilitate the provision of meeting minutes to absentees. They should also promptly notify the Naatamooskakowin Team of any staff transitions for the purpose of updating the Naatamooskakowin email list.</li> <li>• The Naatamooskakowin Team should implement additional strategies to enhance the effectiveness of the leadership and community of practice meetings by exploring alternative venues, adhering to predefined meeting agendas, and diligently implementing resolutions made during these sessions.</li> </ul>
	<b>Data Management and Privacy Procedures</b>	<p>Naatamooskakowin keeps participants’ personal data private and confidential. Nonetheless, the study participants recommended the Naatamooskakowin Team takes the following measures to improve data management and privacy:</p> <ul style="list-style-type: none"> <li>· Provide more training on confidentiality and proper data collection practices; and</li> <li>· Revise the consent form to include circumstances under which confidentiality cannot be guaranteed.</li> </ul>
	<b>Receipt of the Monthly Coordinated Access Newsletter</b>	<ul style="list-style-type: none"> <li>• Coordinated Access circulates a monthly newsletter to create awareness and share information with its partners. However, the evidence from the interviews and surveys suggests the need for the sharing teams and referral partners to inform the Naatamooskakowin Team whenever they hire new staff, so the Coordinated Access Team can update their email list.</li> <li>• Also, the Naatamooskakowin Team should ensure the monthly newsletter includes Naatamooskakowin success stories (e.g. an account of someone who has been stably housed), more quantitative information, relevant community event updates, and outcomes of matches). Plans were underway to incorporate the Naatamooskakowin newsletter into the End Homelessness Winnipeg monthly newsletter as of the writing of this report.</li> </ul>

	<p><b>Policies and Procedures of Naatamooskakowin</b></p>	<ul style="list-style-type: none"> <li>• The 2022 Naatamooskakowin Policies and Procedures guide provides standards for how Naatamooskakowin operates and sets priorities for addressing homelessness. A few referral partners and sharing team members did not understand the guide as they had not received it. This underscores the need for the team leads and managers at the various agencies to inform the Naatamooskakowin Team when there are staff changes, so they can update the Coordinated Access email list.</li> <li>• Also, the Naatamooskakowin Team should train the referral partners and sharing teams semi-annually on the guide.</li> </ul>
	<p><b>Naatamooskakowin Resource Guide</b></p>	<p>The Naatamooskakowin resource guide lists local resources the referral partners and sharing team members can refer the unhoused to. Many referral partners and sharing team members had neither seen nor utilised the resource guide. The evaluation participants recommended that the Naatamooskakowin Team should implement the following measures to improve the utilisation of the resource guide and information sharing in general:</p> <ul style="list-style-type: none"> <li>• Appoint a Coordinated Access Administrator for every organisation to coordinate information sharing.</li> <li>• Develop an interactive portal which will be hosted on End Homelessness Winnipeg’s website, where relevant Coordinated Access information such as updated forms, online training, and registration links will be uploaded to, and restrict access to the portal to only the referral partners, sharing team members, and the Coordinated Access Team. Since the resource guide has been turned over to 211, the Coordinated Access Team should encourage 211 to share that information on their website and update it regularly.</li> </ul>
	<p><b>Training</b></p>	<p>The survey examined the effectiveness of training for the sharing team members. While most of the sharing team respondents were comfortable conducting a sharing upon training, some recommendations were offered for improvement, including the Naatamooskakowin Team providing training on trauma and building rapport with program participants during the sharing experience and working with the sharing teams to explore how to make the sharing shorter.</p>

	<p><b>Matching and Referral</b></p>	<p>Most of the referral and landlord partner survey respondents agreed they received appropriate referrals. However, the referral partners encountered the following challenges when matching people with housing: poor rental history, acute shortage of low-income housing, and predatory landlords. The following recommendations can help address the challenges with matching and referrals:</p> <ul style="list-style-type: none"> <li>• The Naatamooskakowin Team should add a list of predatory landlords to the portal to be hosted on End Homelessness Winnipeg’s website.</li> <li>• Furthermore, the sharing team members expressed the need to know the outcome of matches to determine whether to contact people again to connect them with a different resource or avoid contact if they are stably housed. The referral partners should provide quarterly updates on their program participants – caseloads, housed participants, and file closures) through HIFIS.</li> </ul>
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Source: Evaluators’ Construct, 2024



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## Appendix 1: Coordinated Access Evaluation Plan

### Project Summary

What is Coordinated Access?	Naatamooskakowin streamlines vacancy matching and referrals, helping to ensure that available housing is used most efficiently and successfully. People are connected to housing support workers who help with any needs related to life skills, relationships, health, money management, education, or work so they can thrive in their housing.
How was it developed?	Naatamooskakowin was co-created with the community. Community gatherings were held to determine the vision, outcomes, access point model, priority criteria, training, and evaluation plan. There was representation from all stakeholder groups, including people with lived experience, service providers, landlords, funders, and all levels of government.
What is the scope of Coordinated Access?	Winnipeg
What is the vision of Coordinated Access?	Coordinated Access creates lasting solutions with our community to provide a seamless and rapid exit from the houselessness, through system collaboration and coordination that is person-centered, anti-oppressive, trauma-informed, strength-based, and grounded in the principles of harm reduction.
Types and purpose of the evaluation	Two types of evaluation: (a) Process evaluation to review how Coordinated Access was set up. (b) Implementation evaluation will assess how Coordinated Access is being implemented. The lessons will help improve Coordinated Access' implementation and inform other community entities who want to develop it.

### Coordinated Access Logic Model

<b>Inputs</b>	<b>Activities</b>	<b>Outputs</b>	<b>Outcomes</b>	<b>Impact</b>
<b>What do we invest in the project?</b>	<b>What are we doing to bring about change?</b>	<b>What are the immediate results of the activities?</b>	<b>What will change in the medium term?</b>	<b>What will change in the long term?</b>
Coordinated Access staff	<b>Awareness:</b> Education, outreach, and community engagement activities to ensure the community understands the processes.	<b>Enhanced awareness</b> of the Coordinated Access system among community members and service providers	<b>More appropriate matching to housing and support</b> based on the unique identities of community members	Decreases in returns to houselessness (90% of those served by Coordinated Access will not re-enter houselessness?)
Those with lived and living homelessness experience	<b>Collaboration:</b> Facilitating the collaboration of homeless-serving agencies and programs to streamline access to services.	<b>Improved access to housing and support options</b> for community members	<b>More equitable access to housing and supports</b> for community members	Achieving housing stability more quickly (housing stability is if people are stably housed for at least 12 months)
Reaching Home Funding	<b>Training:</b> Ensure that all staff participating in Coordinated Access process are sufficiently trained, particularly related to trauma-informed care, harm reduction, and anti-racism/anti-oppression.	Increased engagement of community members in developing housing and support plans?		Improved spiritual, physical, mental, and emotional health of community

Local participating organisations	<b>Access points:</b> Physical and virtual spaces where the unhoused can access the system. Naatamooskakowin uses a decentralized model for access points. There should be enough access points so that people are able to engage in a sharing experience quickly, and with an organisation that they feel comfortable with.			
Monthly newsletters	<b>Sharing experience:</b> A process to understand the person accessing the Coordinated Access system and to reduce the number of times a person must share their story. The process should be simple, contextualized to the community, and may include an assessment tool.			
An assessment process	<b>Prioritization:</b> A community-based consultative process to identify community members with housing and support needs that best fit what the Coordinated Access system can offer.			
An inventory of housing and support providers for matching and referrals	<b>Matching and referral:</b> A fair and transparent process to match people to housing and supports based upon their needs and choices. Ensure there are several comprehensive services available and safe housing options.			
A data management system (i.e., HIFIS)	<b>Data management:</b> A system to manage the data collected from people participating in the Coordinated Access system. Recognizes privacy, confidentiality, and data sovereignty.			
	<b>Evaluation:</b> Processes to conduct quality checks to ensure the same quality of service is offered to all people who access the system.			

## Evaluation Questions

Question	Data Source	Data Collection Method	When to ask?
<b>Process Evaluation</b>			
1. What methods did End Homelessness Winnipeg use to engage the community in developing Coordinated Access? What methods worked well? What methods did not work as well? a. Did the community think that these methods were appropriate? What other strategies could End Homelessness Winnipeg have used? b. Did the community feel heard, respected, and understood during the engagement? c. Did community members think how Coordinated Access operates was adequately explained?	Elders and Knowledge Keepers; individuals with lived and living experience; End Homelessness Winnipeg; homelessness and housing sector stakeholders; local, provincial, and federal government stakeholders; and other participants of the engagement events	Interviews, sharing circle, and surveys	Once
2. How were Elders and Knowledge Keepers included in the development of Coordinated Access?	Elders and Knowledge Keepers, and End Homelessness Winnipeg	Interviews and sharing circle	Once
3. How were individuals with living and lived experience included in the development of Coordinated Access?	Individuals with living and lived experience, and End Homelessness Winnipeg	Interviews and sharing circle	Once
4. How were diverse voices representing diverse communities (e.g., First Nations, Métis, and Inuit communities, young people, older adults, 2SLGBTQ+ communities [Two-Spirit, Lesbian, Gay, Bisexual, Transgender, Queer and/or Questioning, Intersex, Asexual, and the plus], women and gender diverse individuals, racialized individuals, immigrants and refugees, individuals with physical disabilities, etc.) represented in the development of Winnipeg's Coordinated Access system?	Elders and Knowledge Keepers; Individuals with lived and living experience; End Homelessness Winnipeg; homelessness and housing sector stakeholders; local, provincial, and federal government stakeholders; and other participants of the engagement events	Interviews, surveys, and sharing circle	Once
5. Did you have any concerns about data management and privacy? If yes, how did End Homelessness Winnipeg address your concerns?	Elders and Knowledge Keepers; individuals with lived and living experience; End Homelessness Winnipeg; homelessness and housing sector stakeholders; local, provincial, and federal government stakeholders; and other participants of the engagement events	Interviews, surveys and sharing circle	Once
6. Were enough financial and human resources invested in the engagement process?	End Homelessness Winnipeg	Interview	Once

7. What were the unintended outcomes of the engagement process? Did anything arise from the engagement process that was not expected?	End Homelessness Winnipeg	Interview	Once
<b>Implementation Evaluation</b>			
1. Which access sites have you accessed services from?	Those with living/lived experience	Interview	Yearly
2. How did you find out where to go?	Those with living/lived experience	Interview	Yearly
3. How much time did it take you to look for help? Why?	Those with living/lived experience	Interview	Yearly
4. How long before you had a chance to share your story?	Those with living/lived experience	Interview	Yearly
5. How long did the sharing experience take?	Those with living/lived experience	Interview	Yearly
6. Did you feel welcomed and respected?	Those with living/lived experience	Interview	Yearly
7. How did you feel when you shared your story?	Those with living/lived experience	Interview	Yearly
8. Were you heard in your story?	Those with living/lived experience	Interview	Yearly
9. Did anyone help you or stay in touch while you were waiting for the support, so you knew what was happening?	Those with living/lived experience	Interview	Yearly
10. Do you have any concerns about Coordinated Access? If yes, please explain. Can you recommend any solutions?	Those with living/lived experience	Interview	
<b>Landlords</b>			
1. Do you have the contact information of the agency staff supporting your tenants?	Landlords	Survey	Yearly
2. Do you feel like you could get support from Naatamooskakowin staff if there were concerns with the support program?	Landlords	Survey	Yearly
3. On average, how long does it take for agency staff to respond to your concerns?	Landlords	Survey	Yearly
4. Do you feel like the people who were matched to your units met the criteria you developed with Naatamooskakowin staff?	Landlords	Survey	Yearly
5. Do you have any concerns about Coordinated Access? If yes, please explain. Can you recommend any solutions?	Landlords	Survey	Yearly
<b>Sharing team</b>			
1. Do you feel comfortable bringing concerns to group meetings? If yes, have they been resolved? (There is a monthly Naatamooskakowin Leadership Group that includes the leadership from all access points and referral partners. There is a monthly community of practice meeting that invites all the staff at the access points that are trained to do the sharing experience.)	Sharing team	Survey	Yearly

2. Have you been receiving the monthly Coordinated Access newsletter? If yes, do you find it useful? If yes/no, please explain why? Do you have any suggestions for improving the newsletter? If yes, please share	Sharing team	Survey	Yearly
3. Have you attended a sharing experience (in-take) training? If yes, were you comfortable engaging in a sharing experience upon training completion?	Sharing team	Survey	Yearly
4. Do you understand the policies and procedures of Naatamooskakowin? Do you know where to look or who to contact if you have questions?	Sharing team	Survey	Yearly
5. Have you used the Naatamooskakowin Resource Guide? If yes, did you find it helpful?	Sharing team	Survey	Yearly
6. Do you have any other concerns with Naatamooskakowin? If yes, please explain. Can you recommend any solutions?	Sharing team	Survey	Yearly
1. What has been your experience working with the Naatamooskakowin landlord partners? How can your working relationship with them be improved?	Referral partners	Survey	Yearly
2. Do you feel comfortable bringing concerns to group meetings? If yes, have they been resolved?	Referral partners	Survey	Yearly
3. Do you think that those matched to your program were a good fit? If no, do you have any suggestions for improving matching?	Referral partners	Survey	Yearly
4. Do you have any other concerns with Naatamooskakowin? If yes, please explain. Can you recommend any solutions?	Referral partners	Survey	Yearly

### Metrics/Indicators

Metric Name	Definition / Description	Associated Stakeholder	Unit / Format	Source of Data	Reporting Frequency	Logic Model Level	Notes/ Comments
<b>Process Evaluation</b>							
Types/range of stakeholder groups engaged	This focuses on the types of stakeholders such as lived experience, homeless-organisations, private sector, government, etc.	Elders and knowledge keepers; individuals with lived/living experience; End Homelessness Winnipeg; homelessness and housing sector stakeholders; local, provincial, and federal government stakeholders; and other participants of engagement events	Number	Project records	Once	Inputs	
Stakeholder engagement techniques/methods /approaches	How were the stakeholders engaged	Elders and knowledge keepers; individuals with lived/living experience; End Homelessness Winnipeg; homelessness and housing sector stakeholders; local, provincial, and federal government stakeholders; and other participants of engagement events	Description	Project records	Once	Inputs	
Resources invested into the stakeholder engagements	Were enough resources invested into the process	Naatamooskakowin Team and participants of the stakeholder engagements	Dollars and description	Naatamooskako win Team	Once	Inputs	
Data management and privacy	Concerns about management of data shared during the engagements	Naatamooskakowin Team and participants of the stakeholder engagements	Description	Survey and other data collection instruments	Once	Inputs	
Unintended stakeholder engagement outcomes	Did anything unexpected arise from the engagement process?	Naatamooskakowin Team	Description	Focus Group with Naatamooskako win Team	Once	Inputs	



<b>Implementation Evaluation</b>							
Access to access sites		Those with living/lived experience, sharing team, and the Naatamooskakowin Team	Number	Those with living/lived experience and the Naatamooskakowin Team	Monthly	Activities	
Duration of sharing experience	How long a sharing experience takes	Those with living/lived experience, sharing team, and the Naatamooskakowin Team	Hours	Living/lived expert survey	Yearly	Activities	
Level of comfort when sharing	Were people comfortable when they shared their story	Those with living/lived experience, sharing team, and the Naatamooskakowin Team	Rating	Living/lived expert survey	Yearly	Activities	
Respected and welcomed during sharing experience		Those with living/lived experience, sharing team, and the Naatamooskakowin Team	Yes/no and description	Living/lived expert survey	Yearly	Activities	
Heard during sharing experience	Did people feel they were heard when they shared their story	Those with living/lived experience, sharing team, and the Naatamooskakowin Team	Yes/no and description	Living/lived expert survey	Yearly	Activities	
Pre-handoff supports	Did anyone help you or stay in touch while you were waiting for the support, so you knew what was going on	Those with living/lived experience, the sharing team, and the Naatamooskakowin Team	Yes/no	Living/lived expert survey	Yearly	Activities	
Number of sharing experiences completed		Sharing team, those with living/lived experience, and the Naatamooskakowin Team	Number	Naatamooskakowin spreadsheet	Quarterly	Activities	
Number of warm handoffs completed		Referral partners, sharing team, those with living/lived experience, and the Naatamooskakowin Team	Number	Naatamooskakowin spreadsheet	Quarterly	Activities	
Demography of those who completed a sharing		Referral partners, sharing team, those with living/lived	Years, gender, and ethnicity	Naatamooskakowin spreadsheet	Quarterly	Activities	

experience and a warm handoff		experience, and the Naatamooskakowin Team					
Intensity of support	Among those who completed a sharing experience, how many needed different types of support provided by: Assertive Community Treatment, Intensive Case Management/ Housing First, Rapid Rehousing, and low intensity support program.	Referral partners, sharing team, those with living/lived experience, and the Naatamooskakowin Team	Number	Naatamooskako win spreadsheet	Quarterly	Activities	
Average wait time between sharing experience and warm handoff		Referral partners, sharing team, those with living/lived experience, and the Naatamooskakowin Team	Days	Naatamooskako win spreadsheet	Quarterly	Activities	
Intersectionality	Out of those who completed a sharing experience, how many experienced chronic homelessness, had three co-occurring conditions and limited informal support, and identified as part of the 2SLGBTQIA+ community	Referral partners, sharing team, those with living/lived experience, and the Naatamooskakowin Team	Number	Naatamooskako win spreadsheet	Quarterly	Activities	
Average wait time between request date and sharing experience completion date	On average, how long it takes people to share their story from the time they make a request	Service providers, those with living/lived experience, and Naatamooskakowin Team	Days	Naatamooskako win Team	Quarterly	Activities	
Number of trainings for the sharing teams		Naatamooskakowin Team	Number	Naatamooskako win Team	Yearly	Activities	

**Evaluation Plan Implementation Schedule**

<b>Task</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Status</b>	<b>Reasons, if not completed</b>
Review of the evaluation plan		Naatamooskakowin Team		
Incorporate feedback		Manager of Evaluation and Shared Measurement		
Review the evaluation plan		Evaluation Team		
Design and pre-test data collection instruments		Manager of Evaluation and Shared Measurement		
Finalize the data collection instruments		Manager of Evaluation and Shared Measurement		
Collect data		Manager of Evaluation and Shared Measurement		
Clean and analyse the data		Manager of Evaluation and Shared Measurement		
Write the report		Manager of Evaluation and Shared Measurement		
Proofread the draft report		(Interim) Manager of Communications and Community Relations		
Review the draft report		Evaluation Team and the Naatamooskakowin Team		
Incorporate feedback		Manager of Evaluation and Shared Measurement		
Design the report (layout and infographics)		The Naatamooskakowin Team will find a graphic designer		
Share the report with stakeholders, including referral partners, sharing teams, evaluation team, funders, End Homelessness Winnipeg management team, etc.		Naatamooskakowin Team and Manager of Communications and Community Relations		

**Appendix 2**  
**Coordinated Access (Naatamooskakowin) Evaluation**  
**Consent Form**

**Name of Participant:** .....

**Research Project Title:** A Process and Implementation Evaluation of Naatamooskakowin: Winnipeg's Coordinated Access System

**Evaluators:** Elijah Osei-Yeboah (Evaluation and Shared Measurement Manager, End Homelessness Winnipeg) and Richard Kodom (PhD student, University of Manitoba, Department of Social Work)

**Purpose of the Evaluation:** The purpose of this evaluation project is to review how Coordinated Access was created in Winnipeg and assess its implementation to identify successes and areas for improvement.

**What You will be asked to do in the Evaluation:** Your participation in the study is entirely voluntary, and you may choose not to continue at any time. If you agree to take part in the study, you will be asked to participate in a survey/interview that will include open and closed-ended questions relating to community engagement, data management, monthly Coordinated Access newsletter, to mention but a few. The estimated time commitment for this research is 30 to 60 minutes.

**Potential Risks and Benefits:** This research is defined as minimal risk. Potential risks that the participants might experience by participating in this research project include psychological/emotional risks (e.g., feeling uncomfortable, anxious). You have the right not to answer any questions. However, your insights are valuable, and your experience can help improve Coordinated Access.

**Withdrawal from the Study:** You can stop participating in the study at any time, for any reason. Your decision to withdraw, or to refuse to answer any question, will not affect your relationship with the evaluators.

**Confidentiality:** The information you provide for this evaluation will be kept confidential. The evaluators will not share any identifying information, only the aggregate data will be shared.

**Questions about the Research?** If you have questions about the evaluation in general, or about your rights as a participant in the evaluation, please contact Elijah Osei-Yeboah at .....

Please place a checkmark in the corresponding box to signal your consent and agreement.

I have read and do understand the consent form

I have had the opportunity to have any of my questions answered

I, \_\_\_\_\_ (Print Name) agree to participate in the evaluation. I agree to be contacted if further information is required after the survey. I agree to have the findings (which may include quotations) from this project published or presented in a manner that does not reveal my identity.

I want to receive a copy of the report Yes  No

If yes, please confirm your email address .....

Participant's Signature: \_\_\_\_\_ Date: \_\_\_\_\_

### Appendix 3

#### Data Collection Instruments Survey Questions for Referral Partners

Thanks so much for your willingness to take this survey. In March 2022, End Homelessness Winnipeg co-created Coordinated Access or Naatamooskakowin with the housing and homeless-serving sector to facilitate vacancy matching and referrals. We are more than a year into its implementation, so we would like to know what is working and which aspect(s) or component(s) of the system can be improved. This survey will help elicit feedback for two types of evaluation: (a) a process evaluation to review how Coordinated Access was set up; and (ii) an implementation evaluation to assess how Coordinated Access is being implemented. The lessons will help improve Coordinated Access' implementation and inform other community entities who want to develop Coordinated Access. It takes about 8 minutes to complete the survey. We will not share any identifying data, only the aggregate data will be compiled and shared mainly with the Naatamooskakowin Team for improving the system. Please complete the survey latest by **4:45 p.m. on June 09, 2023**. If you encounter problems completing the survey, please contact Elijah Osei-Yeboah at .....

1. Email of respondent (we will contact you only if we need clarification from you)
2. Name of organisation

#### ***Process Evaluation***

3. End Homelessness had multiple community consultations before developing Coordinated Access? Did you participate in any of the engagement sessions? A) Yes B) No

If yes, how many of them were you involved in? A) 1 – 3 B) At least 4

On a scale of 1-10, how would you rate the effectiveness of the community engagement sessions in gathering community inputs/feedback?

How could the community engagement sessions be improved? .....

If no, why didn't you participate?

- A) The times did not work for me      B) I thought Coordinated Access was not needed  
C) I wasn't informed                      D) Other, specify .....

Any further comments about how Coordinated Access was created?

#### ***Implementation Evaluation***

4. (There is a monthly Naatamooskakowin Leadership Group that includes the leadership from all access points and referral partners and a monthly community of practice meeting that invites all the staff at the access points that are trained to do the sharing experience, as well as the caseworkers at referral partner organisations. Have you attended either a Naatamooskakowin leadership or community of practice meeting before? A) Yes B) No

If yes, how many meetings have you attended? A) 1-3 B) 4-6 C) 7-9 D) 10 or more

Do you have any suggestions for improving the meetings?

5. Do you think that those matched to your program were a good fit? A) Yes B) No

If no, please share any suggestions you have for improving matching .....

6. Do you have any concerns about the management and/or privacy of data collected from people accessing Coordinated Access? A) Yes B) No

If yes, what are the concerns?

Have you shared the concerns above with End Homelessness Winnipeg (the Coordinated Access Team)? A) Yes B) No

Has End Homelessness Winnipeg (the Coordinated Access Team) addressed your concerns? A) Yes B) No

7. Have you been receiving the monthly Coordinated Access newsletter? A) Yes B) No

If yes, do you find it useful? A) Yes B) No

Do you have any suggestions for improving the newsletter? A) Yes B) No

If yes, please select all applicable responses

- A) More statistics/numbers    B) More success stories    C) More information about what's happening in the community  
D) Different format    E) Sent out more often  
G) Other, specify

8. Do you understand the policies and procedures of Naatamooskadowin? A) Yes B) No

If no, what is difficult to understand?

9. Do you know where to look or who to contact if you have questions? A) Yes B) No

10. Have you used the Naatamooskadowin Resource Guide? A) Yes B) No

If yes, did you find it helpful? A) Yes B) No

How can it be improved?

- A) Different categories of resources    B) Different format    C) Sent out more often    D) Other, specify .....

11. Can you rate the different aspects/components of Naatamooskadowin (very unsuccessful, unsuccessful, successful, very successful, don't know)

Awareness

Stakeholder collaboration

Training

Matching and referral

Data management

Prioritisation

12. Any further comments/questions about the implementation of Coordinated Access?

## Survey Questions for the Sharing Team

Thanks so much for your willingness to take this survey. In March 2022, End Homelessness Winnipeg co-created Coordinated Access or Naatamooskakowin with the housing and homeless-serving sector to facilitate vacancy matching and referrals. We are more than a year into its implementation, so we would like to know what is working and which aspect(s) or component(s) of the system can be improved. This survey will help elicit feedback for two types of evaluation: (a) a process evaluation to review how Coordinated Access was set up; and (ii) an implementation evaluation to assess how Coordinated Access is being implemented. The lessons will help improve Coordinated Access' implementation and inform other community entities who want to develop Coordinated Access. It takes about 10 minutes to complete the survey. We will not share any identifying data, only the aggregate data will be compiled and shared mainly with the Naatamooskakowin Team for improving the system. Please complete the survey latest by **4:45 p.m. on June 09, 2023**. If you encounter problems completing the survey, please contact Elijah Osei-Yeboah at .....

1. Email of respondent (we will contact you only if we need clarification from you)
2. Name of organisation

### ***Process Evaluation***

3. End Homelessness had multiple community consultations before developing Coordinated Access? Did you participate in any of the engagement sessions? A) Yes B) No

If yes, how many of them were you involved in? A) 1 – 3 B) At least 4

On a scale of 1-10, how would you rate the effectiveness of the community engagement sessions in gathering community inputs/feedback?

How could the community engagement sessions be improved? .....

If no, why didn't you participate?

- A) The times did not work for me      B) I did not recognize its benefits at that time  
C) I wasn't informed                      D) Other, specify .....

Any further comments about how Coordinated Access was created?

### ***Implementation Evaluation***

4. There is a monthly Naatamooskakowin Leadership Group that includes the leadership from all access points and all referral partners and a monthly community of practice meeting that invites all the staff at the access points that are trained to do the sharing experience, as well as the caseworkers at referral partner organisations. Have you attended either a Naatamooskakowin leadership or community of practice meeting before? A) Yes B) No

If yes, how many meetings have you attended? A) 1-3      B) 4-6 C) 7-9 D) 10 or more



Please share any suggestions for improving the meetings.

5. Do you have any concerns about the management and/or privacy of data collected from people accessing Coordinated Access? A) Yes B) No

If yes, what were the concerns?

Have you shared the concerns above with the Coordinated Access Team? A) Yes B) No

Has the Coordinated Access Team addressed your concerns? A) Yes B) No

6. Have you been receiving the monthly Coordinated Access newsletter? A) Yes B) No

If yes, do you find it useful? A) Yes B) No

Do you have any suggestions for improving the newsletter? A) Yes B) No

If yes, please select all applicable responses

- A) More statistics/numbers
- B) More success stories
- C) More information about what's happening in the community
- D) Different format
- E) Sent out more often
- G) Other, specify

7. Were you comfortable engaging in a sharing experience upon training completion? A) Yes

B) No

If no, please explain why

Please share any feedback you have for improving the training

8. Do you understand the policies and procedures of Naatamooskadowin? A) Yes B) No

If no, what is difficult to understand?

9. Do you know where to look or who to contact if you have questions? A) Yes B) No

10. Have you used the Naatamooskadowin Resource Guide? A) Yes B) No

If yes, did you find it helpful? A) Yes B) No

How can it be improved?

- A) Different categories of resources
- B) Different format
- C) Sent out more often
- D) Other, specify .....

11. Can you rate the different aspects/components of Naatamooskadowin (very unsuccessful, unsuccessful, successful, very successful, don't know)

Awareness

Stakeholder collaboration

Training

Matching and referral

Data management

Prioritisation

12. Any further comments/questions about the implementation of Coordinated Access?

### **Interview Schedule for the Elders and Knowledge Keepers**

1. What was/were your role(s) in the Coordinated Access community engagement event? Are you satisfied with the role(s) you played? If yes/no, why?

2. How many community engagement events did you participate in?

3. Was the engagement process respectful of Indigenous values and culture? If yes, how? If no, how could it have been done differently to reflect Indigenous values and culture?

4. Any further comments and/or questions

### **Sharing Circle with the Sharing Teams**

#### **Guiding Questions**

1. To improve our communication processes regarding monthly newsletters, resource guide, policies and procedures, we are contemplating having all the Coordinated Access information in one section of our website. We understand that there is high staff turnover in organisations which contributes to missed information sharing. Besides the idea mentioned above, do you have other ideas about how we can support information sharing about Naatamooskakowin with our partner organisations?

2. We are looking at ways that we can respond to the needs of the direct service staff and leadership in our monthly meetings. Do you think the way the meetings are set up and the meeting time assist in you bringing up concerns to discuss? Do you think the discussions have assisted you in expanding your options for responding to a concern? Do you have any suggestions on how this could be improved?

3. We are reviewing the time it takes to connect people to a support worker after an intake. We understand that people are working very hard and sometimes it takes a while to find the person to introduce them to the support worker. Can you share with us what barriers, if any, you experience when trying to connect someone to their new program support worker. What are your ideas on how we can work together to shorten the time it takes to connect people to a support worker? Is there anything that we can do to support working together to co-create the changes required?

4. What aspect/component of Naatamooskakowin's creation and implementation has been successful? (The aspects/components include awareness creation, collaboration with partners, training, matching and referral, data management, prioritisation for housing, sharing experience, etc.). Do you have ideas on how we can work together to improve Coordinated Access?

5. Do you have any other concerns with Naatamooskakowin's creation and implementation? If yes, please share. How can they be addressed?

### **Sharing Circle with the Referral Partners Guiding Questions**

1. What has been your experience working with the Naatamooskakowin landlord partners? How can your working relationship with them be improved?

2. To improve our communication processes regarding monthly newsletters, resource guide, policies and procedures, we are contemplating having all the Coordinated Access information in one section of our website. We understand that organisations' high staff turnover contributes to missed information sharing. Besides the abovementioned idea, do you have other ideas how we can support information sharing about Naatamooskakowin with our partner organisations?

3. We are looking at ways that we can respond to the needs of the direct service staff and leadership in our monthly meetings. Do you think the way the meetings are set up and the meeting time assist in you bringing up concerns to discuss? Do you think the discussions have assisted you in expanding your options in how to respond to a concern? Do you have any suggestions on how this could be improved?

4. What barriers are you experiencing when supporting people to be housed? How can the Inventory Resource /landlord relations person help you?

5. What aspect/component of Naatamooskakowin's creation and implementation has been successful? (The aspects/components include awareness creation, collaboration with partners, training, matching and referral, data management, prioritisation for housing, etc.) Do you have ideas on how we can work together to improve Coordinated Access?

6. Do you have any other concerns with Naatamooskakowin's creation and implementation? If yes, please share. How can they be addressed?