RAMSEY COUNTY
Working with you to enhance our quality of life

Outside In
Program Evaluation

September 2019
Health and Wellness Administrative
Division, Research and Evaluation Unit

Acknowledgements

This report was revised in October 2019 and is the final version.

Executive Summary

Outside In is a collaboration brought together by the Saint Paul Foundation and Ramsey County to address unsheltered homelessness in downtown Saint Paul. The collaboration grew out of the Ramsey Re-directing Users of Shelter to Housing (RUSH) project, which focused on the top 100 longest shelter users at Catholic Charities Higher Ground/Dorothy Day shelter. The Outside In Design Team began meeting in May 2017 with the task of recommending goals and strategies for the initiative to the Governance Team.

The Outside In collaboration decided on three main goals:
- decrease the number of unsheltered people in and around downtown Saint Paul,
- change public perceptions of homelessness, and
- improve communication and deepen partnerships among organizations that respond to issues related to homelessness.

Decrease the number of unsheltered people in and around downtown Saint Paul. Two full-time outreach workers and a part-time coordinator were brought on in February 2018 by Radias Health and People, Incorporated. Using a Housing First model combined with creating a registry of people experiencing unsheltered homelessness, the outreach workers established relationships with unsheltered people to enroll them in the registry. They provided services to help people obtain and maintain permanent housing.

The goals of this part of the work as described in the grant application to the Saint Paul Foundation were to:
- conduct outreach to 300 unsheltered people in downtown Saint Paul,
- register 60 people over two years, and
- house 25 percent of people on the registry.

Additionally, the evaluation plan identified the goal of
- increased use of mainstream benefits like the Supplemental Nutrition Assistance Program (SNAP), General Assistance (GA), and Minnesota Supplemental Aid (MSA) to provide on-going income support.

Change public perceptions of homelessness. One of the initial drivers of this work was the concerns of business owners, building owners, and downtown residents around the impacts of the unsheltered on quality of life in downtown Saint Paul. Changing public perception and understanding were seen as instrumental in building support in the community. Goff Public was hired to create a public relations strategy, but given competing resources demands, this work was not fully implemented.

Improve communication and deepen partnerships among organizations that respond to homelessness. Outside In formed two teams: the Governance Team and the Design Team. The Design Team met monthly to coordinate services and address barriers with the intent to create structures and relationships that sustain the work after Saint Paul Foundation support ends. The Governance Team met quarterly to oversee the project and set direction.

Results

Was Outside In effective at connecting unsheltered people to services? Was Outside In effective at moving unsheltered people into permanent housing?

Outreach workers contacted more than 1,700 people between January 2018 and February 2019. Not all of these people were eligible for Outside In. Of these, 104 (six percent) agreed to enroll on the registry as of February 2019. Most of these 104 people were already receiving mainstream benefits such as General Assistance, the Supplemental Nutrition Assistance Program, or Medical Assistance. Of these enrolled clients, 62 were housed in permanent housing. As of August 2019, 37 people (60 percent) were known to be still in housing. Nine had an unknown housing status and 16 left their housing.

In addition to these housing outcomes, the collaboration increased partnerships with the Saint Paul Police Department, the Saint Paul Department of Safety and Inspections, and the Metro Transit Police that resulted in changes to how encampments are handled. These changes made outreach work easier and led to increased connections between outreach workers and unsheltered people. Outside In also facilitated connections with Coordinated Entry staff that helped clients find housing that met their needs.

Outside In **exceeded its goal of conducting outreach to 300 people.** Outreach workers contacted more than 1,700 people in the first year, which was many more than expected.

Outside In **exceeded its goal of registering 60 people and engaging them in case management.** Outreach workers registered 104 people were by February and an additional 34 people were registered by August 2019.

Most of the people registered were **already receiving mainstream benefits.** More than 80 percent were already receiving cash or food benefits and 79 percent were receiving Medical Assistance. Perhaps those interested in enrollment were already more likely to be interested in services. It is unknown how many of those who did not enroll were receiving cash, food, or health benefits.

Outside In **exceeded its goal of housing 25 percent of the people on the registry**. However, while 60 percent of enrolled clients were housed, only 37 remained housed (60 percent of those housed). Eight left their housing within three months, five within three to five months, and three between six and nine months.

Did Outside In increase the perception of safety in downtown Saint Paul? Do business owners, building owners, and police know where to call regarding an unsheltered person? Did Outside In increase knowledge about homelessness?

It was not possible to measure whether Outside In impacted public perception of homelessness or increased general knowledge about homelessness. While in the

beginning this was a significant focus of the work, overtime it was de-emphasized and the public relations strategy was not implemented.

Did agencies and organizations serving the unsheltered coordinate and cooperate to better serve the unsheltered? What about the collaboration made it succeed or struggle? What needs to happen to have this collaboration continue beyond the initial grant period?
Stakeholders cited several key components when asked what led to success. **Components of success were: having top leaders committed and involved, a nimble structure, and having the right expertise.** The Governance Team provided high level goals and priorities, while the Design Team provided expertise in implementation and specific action items. Evidence of coordination and cooperation is seen in the policy and practice changes made by individual organizations in response to their participation, including changes to encampment protocols, creation of the Safe Space low-barrier shelter, regular communication between Coordinated Entry and outreach workers, support for Metro Transit's Homeless Action Team, regular meetings between the Saint Paul Police and outreach, and others.

Stakeholders also noted challenges they faced. Concerns that impact the collaboration include: the informal process that allowed decisions to be made quickly also led to reactionary thinking, lack of formal organization that relied on individual commitments, and lack of sustainability if key decision-makers stopped attending. Concern was also expressed about not having the right people at the table. Key groups to bring in are landlords and property developers, businesses, the faith community, and people with lived experience of homelessness. Finally, there was a desire of clearer roles for members and clearly defined and measurable annual goals.

Recommendations

Client Outcomes
- Expand outreach capacity to provide support services during at least the first three months after housing to maintain trusted relationships during the transition.
- Evaluate housing providers and programs, like Housing Supports and permanent supportive housing, to understand why some housing providers are more successful at housing retention than others.
- Increase the number of shelter beds for single women without minor children.
- Review Safe Space referral protocols and procedures to ensure police time is used effectively and the space serves its intended purpose of serving those who would not otherwise access shelter.
- Continue and strengthen the focus on increasing housing supply and supportive services.
- Conduct a year two evaluation focused on clients' experiences.

Public Relations
- Invest time in public and business outreach regarding unsheltered homelessness.

Collaboration

- Maintain the direct involvement of key leaders.
- Engage in strategic planning to define short-term, yearly goals and steps to attain them.
- Maintain a simple decision-making structure, but formalize the groups and create processes for communication and feedback loops.
- Clearly define roles and expectations of individual collaborative members and member organizations.
- Recruit people experiencing homelessness or who formerly were homeless to serve on the Governance and Design Teams.

Table of Contents

Introduction

Outside In is a collaboration to address unsheltered homelessness in and around downtown Saint Paul convened by the Saint Paul Foundation and Ramsey County. Collaboration partners include: Ramsey County, the Saint Paul Foundation, the City of Saint Paul, Catholic Charities, Radias Health, People Incorporated, the Greater Saint Paul Building Owners and Managers Association (BOMA), Metro Transit and the Metropolitan Council, the Saint Paul Police Department (SPPD), the Saint Paul Public Housing Authority, and others. (See Appendix A for a list of members.)

The collaboration grew out of the Ramsey Re-directing Users of Shelter to Housing (RUSH) project, which focused on the top 100 longest shelter users at Catholic Charities Higher Ground/Dorothy Day shelter. The Saint Paul Foundation convened a Governance Team and Design Team for Ramsey RUSH that later expanded to take on the Outside In project. The Outside In Design Team began meeting in May 2017 with the task of recommending goals of the initiative and strategies to the Governance Team.

The Outside In collaboration decided on a three-prong approach with three main goal areas. The three goals were
- decrease the number of unsheltered people in and around downtown Saint Paul,
- improve communication and deepen partnerships among organizations that respond to issues related to homelessness, and
- change public perceptions of homelessness.

Decrease the number of unsheltered people in and around downtown Saint Paul
The Outside In collaboration decided to use a Housing First model combined with creating a registry of people experiencing unsheltered homelessness, similar to the Homeless Veterans Registry. Two full-time outreach workers and a part-time coordinator were brought on in February 2018 by Radias Health and People, Incorporated. These positions were funded by The Saint Paul Area Foundation and F. R. Bigelow Foundation. Outreach workers conducted outreach to individuals in downtown Saint Paul in order to develop relationships with the unsheltered. Once a relationship and trust were established, the intent was to enroll people in a registry housed in the Homelessness Management Information System (HMIS) and provide case management, connect people to Coordinated Entry, and eventually help people get into permanent housing. The case management was initially focused on moving people further along a continuum toward permanent housing.

The goals of this part of the work as described in the grant application to the Saint Paul Foundation were to:
- Conduct outreach to 300 people over two years,
- Register 60 people and provide case management services, and
- House 25 percent of people on the registry in permanent housing.

Additionally, the evaluation plan identified the goal of increased use of mainstream services, like the Supplemental Nutrition Assistance Program (SNAP), General Assistance (GA), and Housing Supports to provide on-going income to support housing stability.

Like Ramsey RUSH, Outside In used the Housing First model combined with the approach similar to the veterans' registry provided firm grounding in effective programming. Housing First is a philosophy that centers on quickly moving people experiencing homelessness into permanent housing and then providing support and services as needed, rather than requiring people are stable (sober, receiving treatment for mental illness) before being housed. Dozens of evaluations of this model have reported its effectiveness (Tsemberis, et al 2004; Pearson, et al 2007; Toros, et al, 2012; Steriopoulos et al 2015; Sun 2012; Pearson, et al 2009; Montgomery et al 2013; Raine et al, 2007). Burt (2003) stated that "Starting in the early 1990s…these studies consistently found that if housing was supplied, people would come in from the streets and remain stably housed. Without the housing component, however, no amount of other services affected levels of homelessness." Tsemberis et al (2004) concluded that

> *Our results attest to the effectiveness of using the Housing First approach in engaging, housing, and keeping individuals housed who are chronically homeless and dually diagnosed. The Housing First program sustained an approximately 80 percent housing retention rate, a rate that presents a profound challenge to clinical assumptions held by many Continuum of Care supporting housing providers who regard the chronically homeless as 'not housing ready'…There is no empirical support for the practice of requiring individuals to participate in psychiatric treatment or attain sobriety before being housed.*

These evaluations found that this model decreased shelter use; increased permanent housing; decreased use of public services like jails, police, emergency rooms, and hospital stays; impacted sobriety and mental health positively; and cost less than having people in shelters. Working specifically with veterans and a registry model, Cunningham et al (2015) reported an increase in permanent housing, increased income, and an increase in self-rated health. Project 50 in Los Angeles' Skid Row generated estimated cost savings of $4,774 per person or $238,700 over two years (Toros, et al 2012). In Vancouver, Canada Stergiopoulos (2015) found cost savings of CaD $4,849 per participant, in addition to important quality of life improvements for participants.

Outside In incorporated the program components identified through research as critical to success. Pearson et al (2009) identifies these as:
- Direct, or nearly direct, placement of homeless people into housing with the program's commitment to ensure the participant is housed permanently;
- No requirement that participants use supportive services, although the program offers and makes services readily available;
- Use of assertive outreach to engage and offer housing to homeless people with mental illness who are reluctant to…engage in services as well as use of harm-reduction approach to substance use, which addresses the harms caused by risk-taking behavior without forcing elimination of the behavior altogether; and
- Continued efforts to provide case management…even if they temporarily leave housing.

Clients were chosen based upon interest in services, regardless of other conditions such as mental illness or substance use. Other Housing First programs have prioritized people with these conditions or dually diagnosed. Within the service itself, clients were prioritized based upon housing readiness around such things like having necessary documents, not being incarcerated, or match to housing program eligibility criteria, but no one was turned away due to complicated needs.

The lack of winter emergency overflow shelter and concerns that police and community members had no place to refer people needing shelter also prompted Outside In to create a new, temporary winter shelter. This became the Winter Safe Space which provided not only a warm place to stay, but also provided additional opportunities to provide outreach to those who either did not want to stay or could not stay at regular shelters, like Higher Ground or the Union Gospel Mission. The Winter Safe Space opened in November 2017 under the guidance of the Governance Team and grew over time in both its capacity and months of operation.

Improve communication and deepen partnerships among organizations that respond to issues related to homelessness
The second prong of the partnership was to develop a more systemic and intentional collaboration between partners. The Governance Team recognized that many organizations either serve people experiencing homelessness or interact in some way with those people. Agencies had varying levels of collaboration and partnership, with many working in silos although they shared interactions with the same people. To that end, the Design Team met monthly to coordinate service teams and address barriers as they arise. Regular meetings were planned with outreach workers and the Saint Paul Police Department and Metro Transit police as well as with Coordinated Entry staff to manage the registry.

Although no goals were articulated for this portion of the work, the intent was to create structures and relationships that will sustain the collaboration after Saint Paul Foundation financial support ends.

Change public perceptions of homelessness
One of the initial drivers for this work were the concerns of business owners and building owners around the impacts of the unsheltered on quality of life in Saint Paul. The Outside In collaboration saw the need to both decrease the number of people experiencing unsheltered homelessness, thereby improving quality of life, but also to support broad messaging about homelessness. Changing public perception and understanding were seen as instrumental in building support in the community for a collaborative response.

Starting in late 2017, Goff Public worked with a subgroup of collaborative members to develop a draft communications plan. According to the draft communications plan dated February 2, 2018, the primary objectives of the campaign were to:
- Help people understand the problem of homelessness,
- Increase tolerance and compassion toward those who are homeless,
- Increase public support of organizations and initiatives that work (e.g., RUSH, Outside In, Catholic Charities, People Incorporated, Radias, etc.), and

- Garner support for policies that increase access to affordable housing.

However, in April 2018 the Governance Team decided to put the public awareness campaign on hold. According to meeting notes, both the Governance Team and Design Team identified the need for public awareness campaign and acknowledged funding as a barrier to proceeding.

Evaluation Methods

This evaluation looks at all three prongs of Outside In: outreach to help people become housed, improved collaboration, and impact on public perception. It looks at the efficacy of services and their impact on client outcomes. It also examines the process of long-term collaboration to make recommendations on program improvements, policy and systems change, and how to better collaborate on complex issues. The evaluation of the overall collaboration begins with the work started in May 2017 through the time of this report. The evaluation of the outreach efforts funded through this collaboration are for about January 2018, when the outreach workers were hired, to February 2019.

This evaluation addresses the following questions:
- Was Outside In effective at connecting unsheltered people to services?
- Was Outside In effective at moving unsheltered people into permanent housing?
- Did Outside In increase the perception of safety in downtown Saint Paul?
- Do business owners, building owners, and police know where to call regarding an unsheltered person? Did Outside In increase knowledge about homelessness?
- Did agencies and organizations serving the unsheltered coordinate and cooperate to better serve the unsheltered? What about the collaboration made it succeed or struggle? What needs to happen to have this collaboration continue beyond the initial grant period?

Methods
Table 1 outlines the methods that were used to asses both the process and outcomes for each of the three components. A more detailed description of each follows.

Table 1: Evaluation Methods

Component	Outcome	Process
Client outcomes	HMIS and People Inc/Radias Health records Interviews with Outreach workers	
Partnership/Collaboration	Police pre/post survey Collaboration assessment survey with Design Team and Governance Teams Review of meeting notes and other materials	Interviews with key members Stakeholder power analysis with Governance Team Review of meeting notes and other materials
Perceptions of homelessness in downtown	Police pre/post survey	

It is important to note that two methods that were part of the original evaluation plan were not completed. First, the plan had included interviews with individuals who became housed as a result of Outside In outreach. These surveys did not occur due to difficulty coordinating with outreach workers to schedule the in-person surveys. As will be discussed in the overall description, it was anticipated that outreach workers would continue to provide case management after people were housed and, therefore, enable evaluation staff to interview people after they had been housed for three months. During implementation that changed to a hand-off to case managers at the housing programs and outreach workers were not in contact with clients to schedule the surveys.

Second, a pre- and post- public perception survey developed with the intent of sending it to the membership of both the Building Owners and Managers Association (BOMA) and the Saint Paul Chamber of Commerce (the Chamber). The survey was not sent to the Chamber because the evaluation team was not able to obtain a distribution list for their membership. In addition, the participation rates on the BOMA survey were very low and were not included in the evaluation results.[1]

---

[1] In 2018, the response rate was 23 percent (15 responses) and in 2019 the response rate was 16 percent (nine responses). In 2018, 20 percent of respondents identified as business owners, as opposed to building owners, while in 2019 only one respondent did.

Client Outcomes and Process

As mentioned earlier, with support from the St. Paul Foundation and R. F. Bigelow Foundation, Outside In funded two outreach workers to carry out direct street outreach with unsheltered individuals in and near downtown Saint Paul. The outreach workers developed a tracking sheet to document all of the unique and duplicate encounters they made with unsheltered individuals. They also developed a "registry" of individuals who were interested in obtaining assistance in finding housing. Most individuals on the registry also agreed to be entered into the Homelessness Management Information System (HMIS), a database that tracks use of programs for people experiencing homelessness.

 The data tracked through these methods included:
- Number of outreach contacts and locations
- Number of people registered in HMIS
- Number accessing mainstream services such as GA, Housing Supports, SNAP, and Medical Assistance
- Use of detox
- Number of people housed
- Client demographics

Secondly, the outreach workers were interviewed in June 2019. Interviews focused on outreach and recruitment techniques, reasons for accepting or not accepting services, case manager perceptions of available services and ease of access of services, strategies that they felt were successful, and specific barriers identified.

Partnership and Collaboration

Multiple methods were used to assess the efficacy of the partnership. First, using a pre- and post- survey adapted from a tool developed by the Prevention Institute, Governance and Design Team members were surveyed in June 2018 and June 2019. The tool looked at clarity of mission, communication, environment, capacity, and management of the collaboration. The evaluation staff looked at changes in the perceived strength and effectiveness of the different areas being assessed.

Second, eleven key members of the Design and Governance Teams were interviewed in the summer of 2019. The interviews focused on group expectations, commitment, power and ability to bring resources to the project, and decision-making within the group.
A review of meeting minutes and other materials was also conducted to identify major decision-points, meeting attendance, and documented reasons for changes.

Finally, pre- and post- surveys were conducted with SPPD officers and Metro Transit focused on police perceptions of the partnership and how it impacts their work. The pre-survey was sent in May 2018. The post-survey was sent in May 2019. Names and email addresses for officers were provided by the downtown SPPD commander and the Metro Transit sergeant. A web-based survey was emailed out to the provided list.

Limitations of the Evaluation

A major limitation of this study is the lack of client input. Evaluators and outreach workers tried multiple ways to schedule interviews with clients who had been housed, but were unable to schedule any. Having this client perspective would have helped to better understand how they experienced services, what their barriers and strengths were, and how systems impact their ability to find and maintain housing, as well as their motivation for participation. Additionally, interviews could have provided an important race equity lens into systemic barriers based in race and ethnicity.

Finally, as Outside In put a public perception campaign on hold, it was not possible to measure the impact of such a campaign on public perception. It is possible that the work of the collaboration and the Outside In outreach workers had a ripple effect on perception of those who live and work in downtown Saint Paul, but this is harder to measure. The original evaluation plan had included surveys of the St. Paul Chamber of Commerce, but were unable to obtain a distribution list of this audience. In addition, although surveys were sent to members of BOMA, the response rates were too low to include in this evaluation.

Results

Client Outcomes: Quantitative Data

Outreach

Outreach workers tracked the date and location of contacts with unsheltered individuals on an Excel spreadsheet. Between January 2018 and February 2019, outreach workers documented 1,722 new contacts and 1,756 repeat contacts. It is possible that the count of new contacts included duplications because a new contact was subject to the outreach worker's judgement. Repeat contacts are duplicated; for example, someone who talked with outreach workers six times would be counted once as a new contact and five times as a repeat contact.

Over 283 days when outreach workers tracked contacts, the average number of new contacts per shift was 6.1 and the average number of repeat contacts was 6.3. Table 2 shows the number of contacts by location. The downtown library had the most new contacts, with 39 percent of new contacts, followed by the Winter Safe Space (WSS) with 23 percent and the Union Depot with 13 percent of new contacts. The percent of repeat contacts was slightly different with most happening at WSS (42 percent), followed by the downtown library (33 percent) and then Union Depot (9 percent).

Figure 1 shows the number of contacts by month with the percent of repeat contacts. Both types of contacts increased in the winter. WSS opened for the winter in November 2018 with longer hours and more scheduled outreach which likely led to the sharp increase in contacts that month. As expected, repeat contacts increased over time from about 30 percent of contacts in the first three months of the project to just more than half between December 2018 and February 2019.

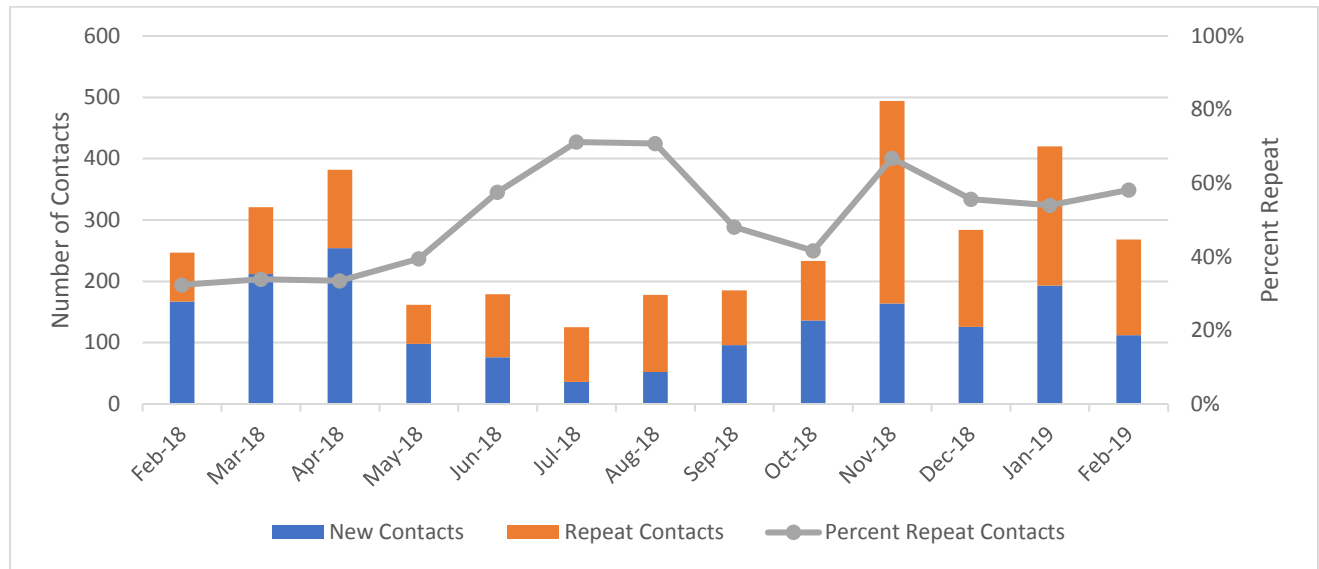Figure 1: New and Repeat Outreach Contacts by Month

Table 2: Location and Number of Outreach Contacts

	New Contacts		Repeat Contacts	
	Number	Percent	Number	Percent
Downtown Library	675	39.2%	570	32.5%
Winter Safe Space	395	22.9%	730	41.6%
Union Depot	222	12.9%	158	9.0%
Bus	168	9.8%	78	4.4%
Parks	109	6.3%	124	7.1%
Skyway	70	4.1%	22	1.3%
Light rail	34	2.0%	12	0.7%
Camps	33	1.9%	45	2.6%
Other/Unknown	16	0.9%	11	0.6%
Ramsey County	0	0.0%	5	0.3%
Reconnaissance	0	0.0%	1	0.1%
Total	1,722	100.0%	1,756	100.0%

Clients on the Registry

Of the 1,722 new contacts made, six percent (104 people) agreed to enroll in the registry on HMIS. Enrollment to the registry was steady with an average of 7.5 people enrolled per month. Figure 2 shows the number registered each month. Not all people contacted via outreach were eligible for Outside In services.

Figure 2: Clients Registered by Month
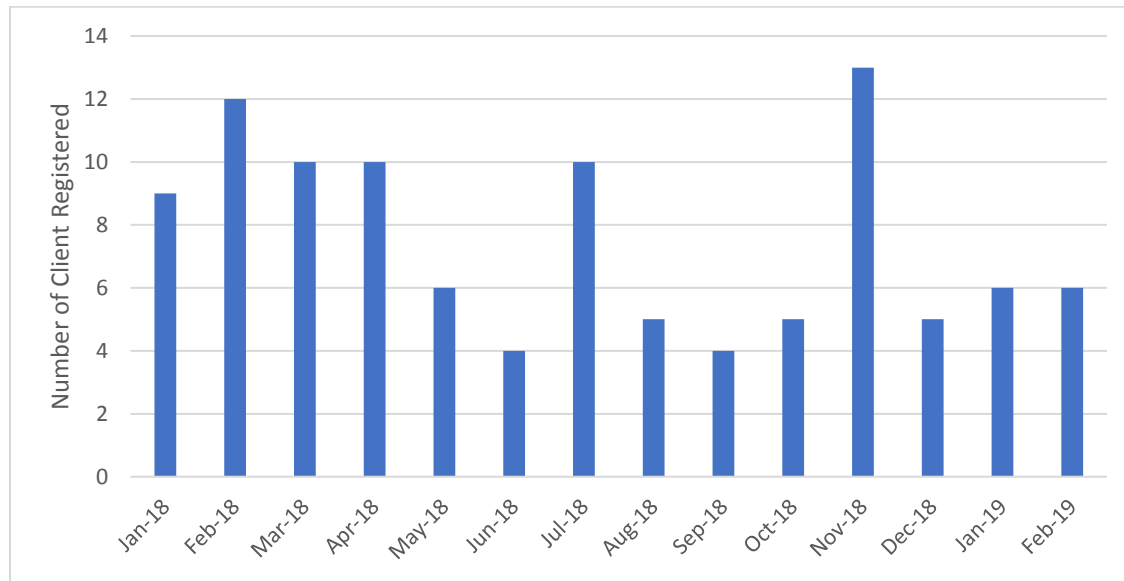
Enrolled clients are considered individuals who agreed to be added to the registry and entered into HMIS. At HMIS enrollment, clients were asked both where they most recently had stayed and about their history of homelessness. Table 3 shows the length of time homeless by where people reported staying. The target group of Outside In were people staying outside. Fifty-two percent of enrolled clients reported staying in a place not fit for human habitation the night before which was followed by 38 percent staying in emergency shelter, three-quarters of which had stayed at Winter Safe Space. Six percent reported staying with friends or family and five percent staying in other places like their own rental or chemical dependency treatment.

Nearly 80 percent were long-term homeless, which are people homeless for at least 12 months or on least four separate occasions in the last three years where the total time was at least 12 months. Thirteen percent had experienced multiple episodes of homelessness but did not meet the definition of long-term homeless and 10 percent were experiencing homelessness for the first time.

Table 3: Length of Time Homeless by Where Client Was Staying at Enrollment

	First Time Homeless	Long-term Homeless	Multiple Times, Not Long-term	Total	Column Percent
Emergency Shelter	3	28	8	39	37.5%
Place not fit for habitation	5	46	3	54	51.9%
Friend or family	1	3	2	6	5.8%
Other	1	4	0	5	4.8%
Total	10	81	13	104	100.0%
Row Percent	9.6%	77.9%	12.5%	100.0%	

Overall, 46 percent of enrolled clients were Black people, 35 percent were White people, and nine percent were American Indian. The 2019 Point-in-Time (PIT) count found that 48 percent of the unsheltered were Black people, 29 percent White people, and 12 percent were American Indian. While nearly equal proportions of Outside In enrolled clients were Black people, White people were slightly over-represented and American Indian and Hispanic people were under-represented. Nearly two-thirds were male, 36 percent female, and one percent transgender. The proportionally large number of female clients were also discussed in outreach worker interviews where they noted the lack of shelter beds available for women without children. Table 4 shows the race/ethnicity and gender of enrolled clients compared to the January 2019 PIT count.

The average age was 43 years, with the youngest being 23 years and the oldest being 65 years. People younger than 25 were generally referred to youth outreach workers and people older than 62 were generally referred to Elder Services at Catholic Charities.

Table 4: Race/Ethnicity and Gender of Outside In Clients Compared to the January 2019 Unsheltered Point-in-Time Count

	Outside In		Point-in-Time	
	Number	Percent	Number	Percent
Total	104	100.0%	317	100.0%
Race/Ethnicity				
American Indian	9	8.7%	39	12.3%
Asian	3	2.9%	17	5.4%
Black	48	46.2%	151	47.6%
Multiple Races	6	5.8%	18	5.7%
White	36	34.6%	92	29.0%
Unknown	2	1.9%	0	0.0%
Hispanic/Latino	6	5.8%	26	8.2%
Gender				
Male	66	63.5%	202	63.7%
Female	37	35.6%	109	34.3%
Transgender	1	1.0%	0	0.0%

Housing Outcomes

Housing data came from two sources. People in housing programs that use HMIS[2] had their housing status pulled from HMIS. Outside In outreach workers also tracked housing for those in programs not using HMIS or in private housing. Less information was available for those whose housing was not in HMIS so those results are reported differently.

---

[2] Housing programs that receive funding from the U.S. Department of Housing and Urban Development via the local continuum of care for homelessness, Heading Home Ramsey, are required to track client data in HMIS. Not all programs receive this type of funding. Examples include many permanent supportive housing, rapid re-housing, and transitional housing programs.

Of the 104 clients who enrolled in the registry, 62 (60 percent) were housed, 46 in a program using HMIS and 16 in other private or subsidized housing tracked by outreach workers. Of the 46 housed in programs in HMIS, four used Rapid Re-housing, 41 were in a permanent supportive housing program, and one was in both.[3] Of the 16 tracked by outreach workers, seven used a voucher (six from vouchers dedicated to the Metro Transit Homeless Action Team), four obtained market rate housing on their own, two used Section 8, and three found other assisted living. The time from entering the registry on HMIS to first entering housing varied a great deal, from the same day to over a year. The median days was 83 and the average 114, as shown in Figure 3 below.

Figure 3: Days from Registry Enrollment to Permanent Housing Entry
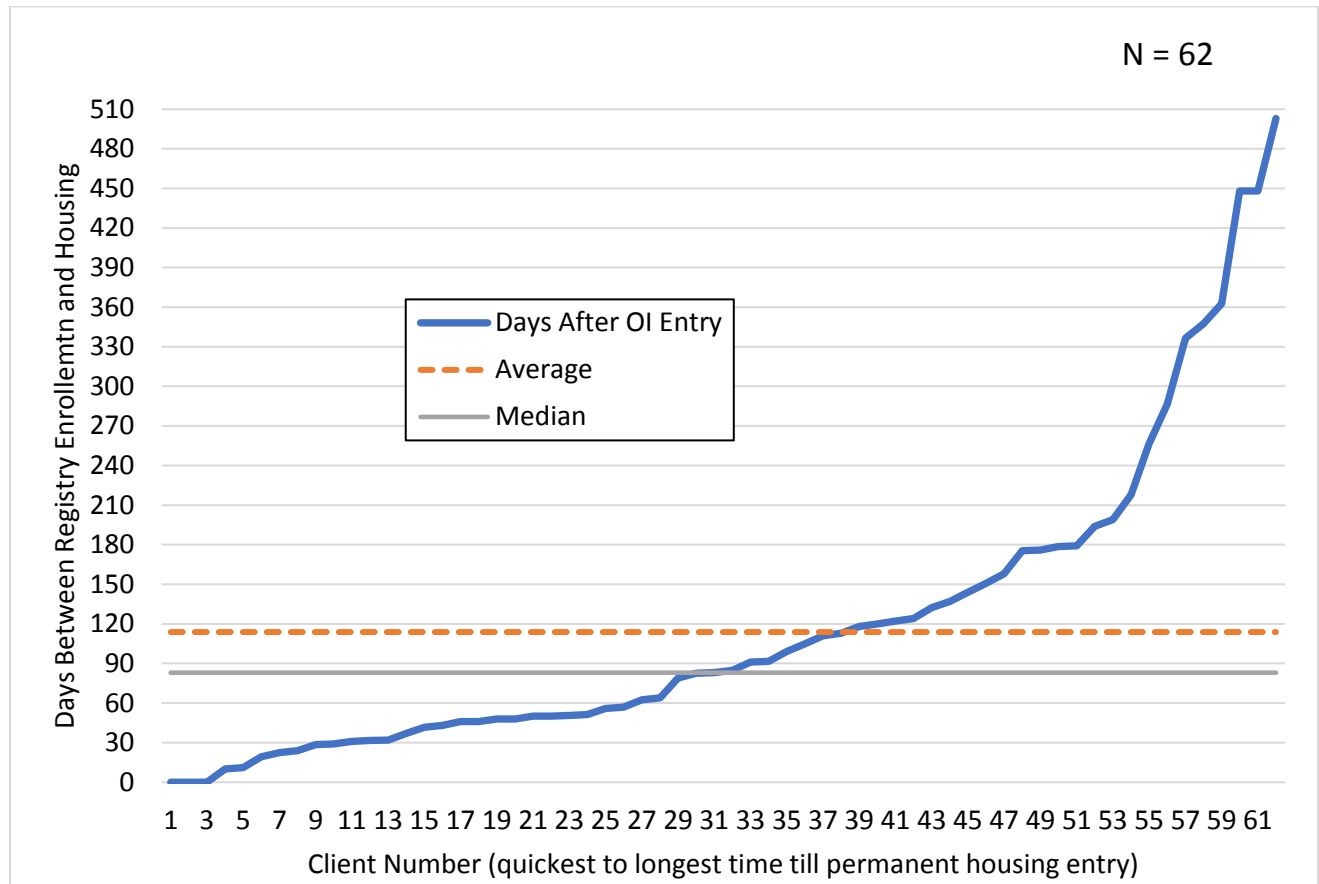
Table 5 shows the number of clients housed by length of time of reported homelessness. Eighty percent (eight out of 10) experiencing homelessness for the first time were housed. Fifty-seven

---

[3] Rapid Re-housing programs are short term services to help people achieve housing stability quickly. These programs provide financial assistance with rent and help overcoming common barriers like poor credit, low income, or criminal records. Permanent supportive housing is rental housing with services. These services may include case management, mental health care, life skills training, and employment assistance. Most people enrolling in these programs are required to be long-term homeless.

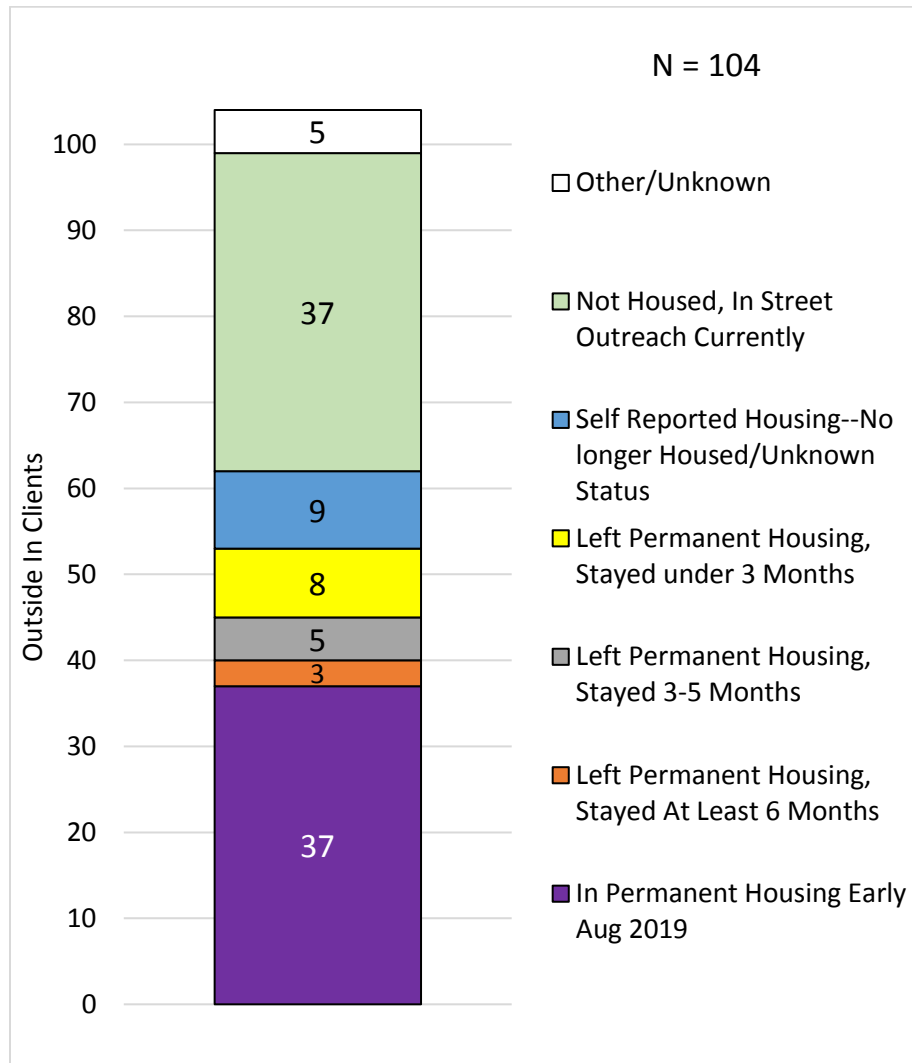percent of people experiencing long-term homelessness were housed as were 58 percent of those with multiple times spent homeless.

Table 5: Clients Housed by Length of Time Homeless Reported at Program Entry

	Housed on HMIS	Self-Reported Housed	Total Housed	**Total Clients**	Percent Housed
First time homeless	4	4	8	**10**	80.0%
Long-term homeless	38	9	47	**82**	57.3%
Multiple times, not long-term	4	3	7	**12**	58.3%
Total	**46**	**16**	**62**	**104**	**59.6%**

The HMIS housing programs provided information on the length of time in housing. As of early August 2019, 30 of the 46 housed clients in a HMIS program were still housed. The other 16 had exited housing, with half leaving in less than three months. The length of time housed for the nine of the 16 who self-reported entering housing to the outreach workers was not known. Another 37 unhoused remained open on HMIS under the Outside In or another street outreach program, although we cannot fully know the outcomes of all clients because some have exited the registry or have not reported follow-up results. Figure 4 below shows the length of living in the housing programs recorded as of early August 2019. Overall, of the 62 housed, 37 (60 percent of those housed) were still in housing in August 2019 and nine had unknown housing status.

Figure 4: Number of Clients by Housing Outcome

N = 104

Legend:
- □ Other/Unknown
- ■ Not Housed, In Street Outreach Currently
- ■ Self Reported Housing--No longer Housed/Unknown Status
- ■ Left Permanent Housing, Stayed under 3 Months
- ■ Left Permanent Housing, Stayed 3-5 Months
- ■ Left Permanent Housing, Stayed At Least 6 Months
- ■ In Permanent Housing Early Aug 2019

Mainstream Benefits and Detox

One of the goals of Outside In was to increase connection to mainstream financial and health benefits. Clients were matched to the Financial Assistance Services databases (MAXIS and MMIS) to look at enrollment in the Supplemental Nutrition Assistance Program (SNAP or food stamps), cash benefits like General Assistance (GA) and Minnesota Supplemental Aid (MSA), and Medical Assistance (MA) before and after registry with Outside In. Additionally, Outside In was expected to decrease the use of the Ramsey County Detoxification Center.

The overwhelming majority of clients on the registry were already receiving cash, food, and MA at enrollment. Eighty (77 percent) were receiving SNAP, 38 (37 percent) were receiving General Assistance, and 23 (22 percent) were receiving MSA at the time of enrollment in Outside In. Overall, 92 percent were receiving some cash or food benefit and 79 percent were receiving MA. Five clients began receiving SNAP or cash benefits within three months of enrollment and seven began receiving MA within three months of enrollment.

Very few Outside In participants used the Ramsey County Detoxification Center before or after Outside In enrollment. Eight were admitted (eight percent) in the year prior to Outside In and 14 (14 percent) were admitted after enrollment.

Table 6: Ramsey County Detoxification Center Use and Public Assistance Use

	Open at OI Entry or Used in Year before for Detox		Not Open at Entry, Started within 3 Months		Not Open at Entry, Started within 3+ Months	
Program	Clients	Percent	Clients	Percent	Clients	Percent
Detox	8	8%	10	10%	4	4%
Cash or Food	85	82%	5	5%	4	4%
Medical Assistance	82	79%	7	7%	11	11%
Cash, Food, or MA	96	92%	4	4%	1	1%

Client Outcomes: Outreach Worker Interviews

A client-centered approach was one of the keys to the success of the outreach workers. During the interviews, client-centeredness was described as providing individualized support, building a long-term relationship, and addressing their immediate needs of clients before discussing housing. Outreach workers often provided for needs like food, transportation, socks, or other items that increase safety and health of people experiencing unsheltered homelessness. Helping with these needs was a means of establishing credibility.

> *Helping with basic needs builds trust. We carry a lot of seasonal items in winter. Thermals, handwarmers, hat, gloves, we always have socks, snack, bus tokens. You have to do what you say you will.*

The work of the outreach workers benefited from the improved relationships with community and system partners, such as law enforcement and shelter staff. Dedicated and flexible funding, as well as the support of the Design and Governance Teams- making change in policy, procedure, practice, and opportunities - made it possible to make significant connections with 104 people who were unsheltered.

> *Before Outside In, in mainstream services the squeaky wheel tends to get the grease. People who are showing up at centers are typically able to advocate for themselves…They are the most ready. People who sit in back who might need services might not get noticed.*

> *Silos in service providers are going away – service providers who you would think work closely together. [This agency] did their thing, we did ours. We have broader teams in our agency outside of Outside In. Our coordination has really changed and grown.*

In the end, outreach workers felt positive about the impact of their work. Clients were not only able to get connected to additional services, such as cash benefits and housing, but also, client experiences with those systems improved because of the changes made by the collaborative partners. Overall, the collaborative created more supportive services (such as Winter Safe Space) which led to an increase in positive interactions between the unsheltered and system partners. Staying connected and building a relationship with folks who are unsheltered was challenging. Outside In addressed this by providing multiple ways for people to stay connected with the outreach workers, including open meeting times during the day at the downtown library.

Outreach did make significant connections with people and work of the collaborative helped make that possible. Beyond just funding outreach workers, Winter Safe Space and the George Latimer Library staff provided spaces for outreach workers to meet with people. Having regular and known dates and time for people to connect with outreach workers was important. These were viewed by the outreach workers as safe spaces where they could be consistently available to build relationships. The evaluation of the WSS indicated that people who would not use large shelters due to anxiety, post-traumatic stress disorder, or because they were restricted were willing to go to WSS and connect with outreach workers. Changes to hours and staffing at WSS are aligned with increased outreach contacts and enrollments on the registry. Creating trust was critical and having clients refer one another assisted with that. One outreach worker explained,

> *It definitely helps if they've worked with someone they know. As an example, …a cohort of people were all friends and watched each other's backs. One person engaged with us. They got housed. It worked out so others were willing to trust [us].*

> *We have lower barriers for people to access [outreach] services and meeting people where they are at. Now we have drop-in times at the library. We are on the streets every day at the same time. If you don't have a phone, on these days and times there is someone there consistently to meet with in person.*

Another important component of outreach was helping clients navigate the system. Outreach workers helped clients make applications for benefits and helped with renewal paperwork. This included counseling clients on the different housing and benefit programs and how participating in them would impact clients financially. Interviews with outreach workers found that clients needed to understand how their overall situation would be impacted for them to remain housed. For example, enrolling in a Housing Supports program would provide housing, food, and case management, but often meant foregoing other income and having only the personal needs allowance of $102 available for daily needs. For some people this was not a good trade off and they were prefer having more cash income rather than housing in that type of setting.

> *We help educate clients on some of the rules…We have those conversations with people. Is jumping through those hoops going to move your forwards or does it sound better than it is?*

A lot of clients we get that have Social Security say what's the point of all that paperwork if I'm going to get $15 in food stamps? And they don't necessarily qualify for Minnesota Supplemental Aid. And for the same group on Social Security, they don't want to move into Housing Supports [because they lose their income]. It's understandable.

Survey Results: Collaboration

The Outside In collaborative work evolved from a collaborative structure formed to carry out the Ramsey RUSH initiative. Both a Governance Team and Design Team were continued with new partners to carry out the Outside In collaborative work.

Between August 2017 and May 2019 there were ten Governance Team meetings. A total of 66 people attended at least one meeting, with 39 people attending two or more meetings. The average attendance at a Governance Team meeting was 25 people, with attendance increasing at the meetings over time. A total of 23 organizations were represented at one or more meetings. A total 18 organizations were represented at two or more meetings.

Between May 2017 and June 2019 there were 23 full Design Team meetings and ten workgroup meetings. A total of 92 people attended at least one meeting, with 52 people attending two or more meetings. The average attendance at a full Design Team meeting was 20 people. A total of 21 organizations were represented at one or more meetings[4]. Fifteen organizations were represented at two or more meetings. (See Appendix A for a list of membership of the Governance and Design Teams.)

In the spring of 2018 and 2019 members of the Outside In collaborative's two major working groups, the Design Team and the Governance Team, were asked to complete surveys about how well the collaborative functioned. The survey had approximately the same number of respondents each year from each group (Table 7). There were two respondents in 2019 who did not attend any of the meetings and their responses were omitted from the analysis. Survey questions are in Appendix C. The surveys contained 14 questions asking the respondent to rate the collaborative on a scale from 1 to 10 on issues divided into four main categories – time and resources, roles and power, impact and communications.

There were three additional open-ended questions which asked about areas where improvement was needed, things that worked well, and why the individual was involved.

---

[4] The City of St. Paul, Ramsey County and State of Minnesota are each counted as a single organization but had multiple departments represented.

Table 7: Outside-In Collaborative Survey Respondents by Team

	Respondents	
Outside In Team	2018	2019
Design Team	14	10
Governance Team	6	9
Both (counted with GT)	3	2
Total	23	21

Comparison of Responses by Team and Year

Several comparisons were made between the average (mean) response to each rating question. First, responses from 2018 and 2019 for each team were compared to see if there were changes over time. Second, the responses of the two teams in each year were compared to see if there were differences in perception based on the respondent's team membership. Figure 5 shows the results from Governance Team surveys and Figure 6 shows the results from the Design Team surveys.

Comparing 2018 to 2019, the Governance Team made three significant changes. The largest increase was in perceptions that those who are in positions of power or authority are willing to go along with our recommendations, an increase from 5.6 to 6.7.[5] The Governance Team also greatly increased it's rating of access to expertise necessary for effective meetings from a high 8.1 to 8.7.[6] On the other hand, members were less likely in 2019 to see themselves as effective liaisons between their organization and the group, with an average score decreasing from 8.2 to 7.4.[7]

Comparing 2018 to 2019 for the Design Team, there were no statistically significant changes in average ratings on any question. Average ratings increased in all areas of communication and either remained the same or increased in the areas of roles and power, impact, and time and resources.

Comparing the 2019 results between the Design Team and Governance Team, Design Team members had higher average scores on all areas of communication. Only one difference was significant. Design Team members rated their effectiveness as liaisons to their own organizations higher than Governance Team members did (8.2 compared to 6.7).[8] Although not statistically significant, Design Team members reported higher agreement with the statements that members trust each other (7.4 compared to 6.7) and that they have a method of communicating to all group members (8.0 compared to 7.4) In regard to time and resources, the Governance Team was more likely to agree that they have adequate staff assistance to plan and administer the collaborative effort (7.4 compared to 7.0) and that they have the expertise necessary for effective meetings (8.7 compared to 8.4), although Design Team members were more likely to agree that members are willing to devote whatever is necessary to achieve the

---

[5] P = 0.030

[6] P = 0.020

[7] P = 0.015

[8] P = 0.030

goals (7.3 compared to 6.1). Design Team members also had higher ratings related to roles and power.

The largest difference between the groups on these measures was related to stakeholders having agreement on what decisions will be made by the group (7.2 for the Design Team and 6.4 for the Governance Team). The Design Team, however, was more likely to see group members roles as unclear (5.5 compared to 5.0). Groups had similar ratings regarding impact, although Design Team members were more likely to agree that they have concrete, measurable goals (6.1 compared to 5.5). Figure 7 shows the comparison in the 2019 results between the groups.

Figure 5: Governance Team Collaboration Survey Results, 2018 and 2019

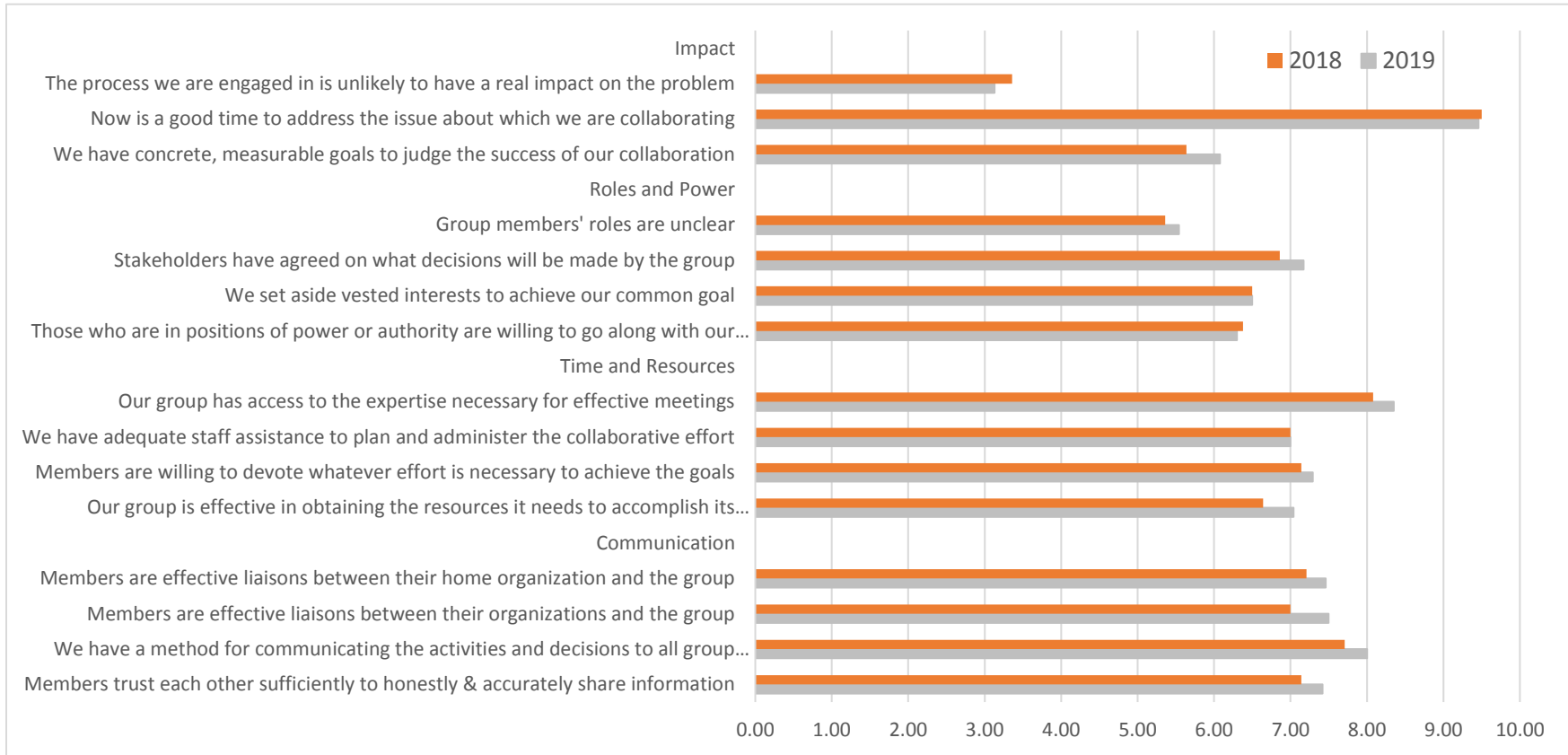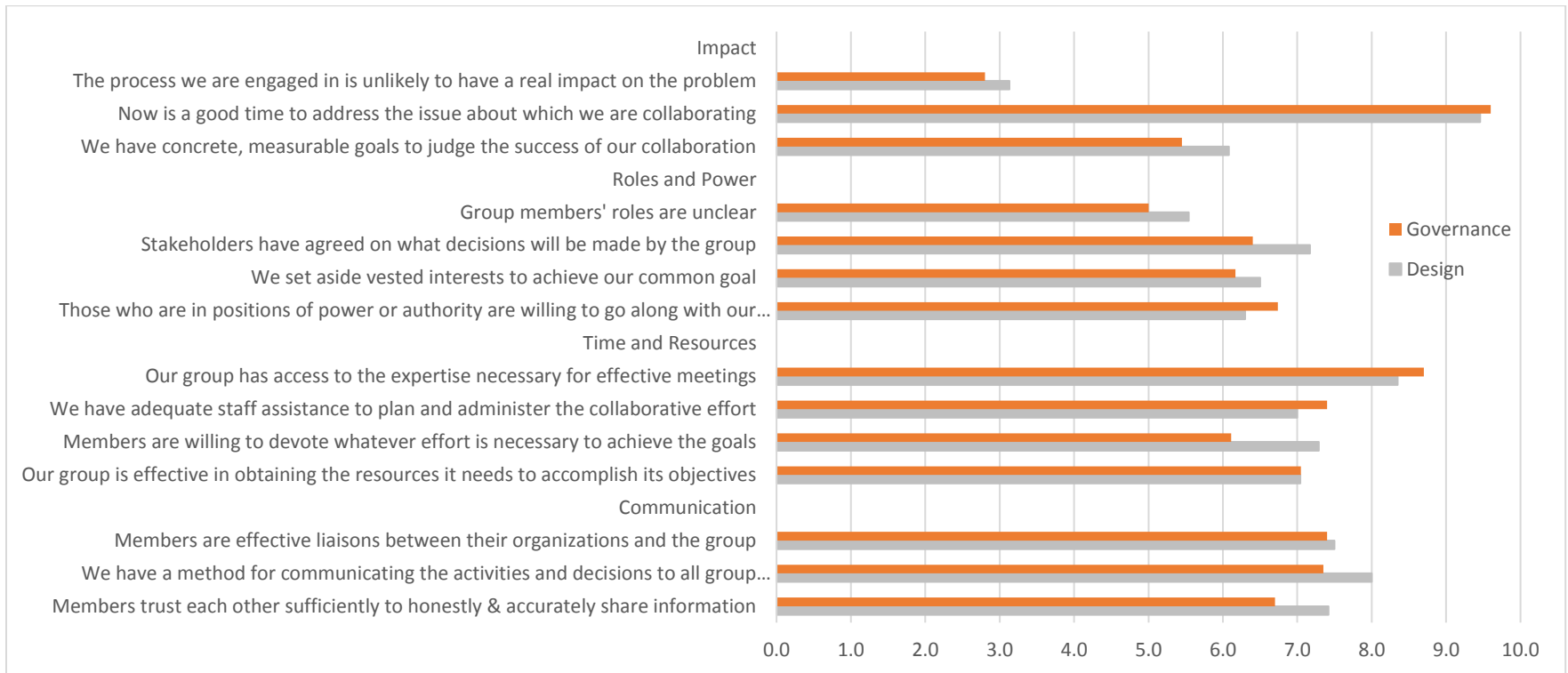Figure 6: Design Team Collaboration Survey Results, 2018 and 2019

Figure 7: Governance and Design Team Collaborative Survey Responses, 2019

Tables 8 and 9 show the themes that emerged when analyzing the three open-ended questions. When asked what is working well both groups had comments related to having the right expertise at the table, broad representation, and personal investment of members. Compared to 2019, both groups were more likely to see communication and group facilitation as an area that was working well. Members commented, "Governance Team has key people with access and knowledge of funds to make changes happen. Design Team communicates and works well together," "Open and candid conversation and ideas are shared," and "Trust has been built among the members of the Design Team. We have built strong collaboration, especially with non-traditional partners."

When asked why they participate comments in both years for both groups were both personal and related to the mission of their agency. Members said "Because I care and am concerned about this element of the homeless population," "As the inequities in our society deepen, we must do all we can to alleviate them," and "It is part of my agency's mission."

When asked for recommendations to improve the collaboration, the majority of comments related to clearer roles and goals and being transparent. Comments related to consistent attendance and facilitation were common in 2018, while comments in 2019 mentioned the role of Heading Home Ramsey and integration with that group. Members commented "Really honing in on what the purpose and goals of the groups are," "Define roles and responsibilities in a [memorandum of understanding] and develop annual work plans," and "This work needs to be embedded in [Heading Home Ramsey]."

Table 8: Open Ended Response Themes for Design Team, 2018- 2019

Design Team Themes	2018	2019
Recommendations to Improve	• Transparency • Clearer roles & responsibilities of members • Consistent attendance from organizational reps • Clear work plan, including ID of resources	• Top down/bottom up communication between Governance and Design Team • Team up with Heading Home Ramsey • Clarify roles, goals
What's working well	• Different expertise; right groups/people at the table • Multiple government sectors, broad representation • Members are invested	• People at the table: expertise, invested, strong workgroup, trust, collaboration • Broad participation: city/county, gov, bus, non-traditional partners • Role consultants/project leadership • Good communications
Why participate	• Ending homelessness • Part of my job/agency mission • Be part of the solution • Belief in collaborative work	• Ending homelessness • Part of my job/agency mission • For the greater good

Table 9: Open Ended Response Themes for Governance Team, 2018- 2019

Governance Team Themes	2018	2019
Recommendations to Improve	• Have subject matter experts lead the group • Improve communication with Design Team • Coordinate funding requests • More consistent reps from member groups	• Clear/coordinated strategy with measurable goals, roles • Keep visible; transparent • Embed in Heading Home Ramsey
What's working well	• Participation many sectors, Right people at table – invested • Information sharing/communication/ collaboration • Staffing has been helpful	• Participation many sectors, Right people at table – invested • Skilled project managers: action oriented, communication • Brining resources to the table • Getting things done, going "outside the box"
Why participate	• Be part of the solution to unsheltered homelessness • My agency's mission • Vested interest in healthy communities	• Important issues • My agency's mission • Getting results

Survey Results: Police

Pre- and post-surveys were administered to Metro Transit and Saint Paul Police Department (SPPD) downtown command officers as part of an evaluation effort to understand the implementation and impact of Outside In. The aim of the surveys was to:

- Assess knowledge of where to call regarding an unsheltered person
- Understand extent of calls or contacts encountered related to a person experiencing homelessness
- Assess satisfaction with level and type of collaboration and cooperation with organizations around homelessness
- Seek recommendations to improve collaboration and coordination with organizations working to address issues and concerns with people experiencing homelessness.

Due to staffing changes over the year and differing response rates, surveys do not include the same individual officers. The survey response rates for SPPD were 50 percent in 2018 and 56 percent in 2019; Metro Transit had response rates of nine percent in 2018 and 44 percent in

2019.[9] The low response rate in 2018 for Metro Transit officers makes it difficult to compare pre- and post-survey results for Metro Transit. The higher rates for SPPD in 2018 and 2019 and Metro Transit in 2019 are sufficient for analysis and increase the confidence in the results but do not guarantee the samples were representative. Survey questions are in Appendix C.

Please note: During the two survey points, both SPPD and Metro Transit created organizational units to specifically work with people experiencing homelessness and issues related to homelessness. The environment is which officers responded to the survey changed over the study period.

Who to Contact: Officers were asked if they knew who to contact when concerned about a person experiencing homelessness. In 2019, 80 percent of Metro Transit officer respondents reported knowing who to contact. Of those respondents, 75 percent reported contacting the Metro Transit Homeless Action Team (HAT) and 13 percent contacted shelters. One individual identified an individual officer as a contact, and another contacted outreach workers or the Met Council housing team.

Comparing 2018 and 2019, SPPD results, 77 percent of officers knew who to contact in 2018, while fewer (57 percent) reported knowing who to contact in 2019. In 2019, the eight SPPD officers who responded to this question contact a variety of options depending on the situation. Contacts ranged from contacting a specific SPPD officer, SPPD Mental Health Unit, Ramsey County Social Services, Higher Ground, Radias, to Dorothy Day.

Number of Calls: Officers were asked about how many calls they responded to related to a concern/issue about a person experiencing homelessness in the past month. In 2019, 40 percent of Metro Transit officers responded to 10 or more calls, while 64 percent of SPPD officers responded to 10 or more calls in the past month. The proportion of SPPD officers who responded to 10 or more calls dropped 5 percentage points from 2018 to 2019 (69 percent to 64 percent).

Number of Encounters: Officers were also asked about the number of contacts where they encountered or engaged a person experiencing homelessness. In 2019, 75 percent of Metro Transit officers had ten or more contacts in a month and 79 percent of SPPD officers had 10 or more contacts. The proportion of SPPD officers with ten or more contacts decreased from 92 percent in 2018 to 79 percent in 2019.

Ways Officers Respond to a Concern/Issue with a Person Experiencing Homelessness
In 2019, 18 Metro Transit officers provided an answer to how they respond to a person experiencing homelessness. Seven officers provided referral or resources to the person in the form of: making shelter contacts, taking information for follow-up, making a referral (detox, Metro Transit's Homeless Action Team, shelters), connecting a person to Outside In, or asking them if they are aware of services. Seven officers shared descriptions of the circumstances of the interaction or call. Four people indicated that the question was not applicable

---

[9] SPPD: 13 of 26 surveys sent were returned in 2018 and 14 of 25 surveys sent were returned in 2019. Metro Transit: 1 of 11 surveys sent were returned in 20118 and 20 of 46 surveys sent were returned in 2019.

In describing their most recent interactions with a person experiencing homelessness, SPPD officers in 2018 made 11 comments. Most of these (seven or 64 percent) involved trying to find resources or services for an individual either through the officers' actions or by referring the individual to services. Two responses described the circumstances of the interaction or call and two others noted that there are many calls dealing with homeless persons.

In 2019 there were 14 SPPD responses to the question about recent interactions. Six (43 percent) involved resources or referrals. Two (15 percent) described enforcement of applicable laws without referrals. Six others (43 percent) described the circumstances of the interaction or call.

Collaboration and Coordination with Other Organizations:
Officers were asked to rate their satisfaction, on a four-point scale, with the level/type collaboration and coordination with other organizations around people experiencing homelessness. Figure 8 shows the percent of officers satisfied or somewhat satisfied with collaboration with other organizations.

When comparing 2019 results for SPPD and Metro Transit, SPPD had a higher level of satisfaction, by five percentage points or more, with collaboration with hospitals (79 percent versus 40 percent) and within their own organization (71.5 percent versus 65 percent). Metro Transit had higher levels of satisfaction with collaboration with Outside In outreach staff (65 percent versus 60 percent) and shelters (55 percent versus 43 percent). SPPD and Metro Transit had similar levels of satisfaction with collaboration with Other Law Enforcement agencies such as Minneapolis or suburban police departments.

Figure 8: SPPD and Metro Transit Satisfaction with Collaboration with Other Organizations, 2019
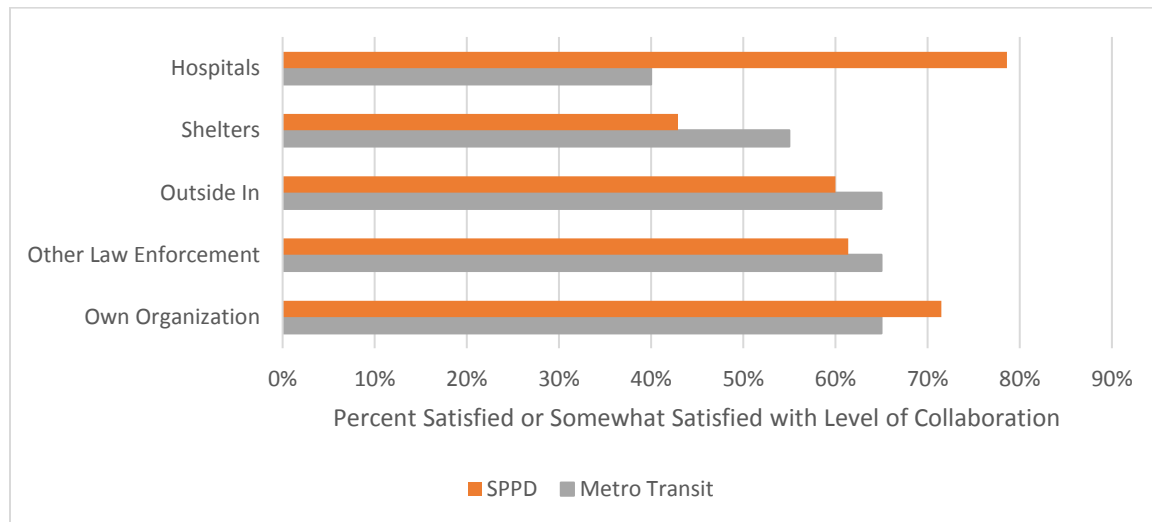
Figure 9 compares SPPD satisfaction with collaboration with different partners in 2018 and 2019. Satisfaction decreased with all partners except for within their own organization which increased by 2.2 percentage points. The largest decrease was a 40 percentage point drop in satisfaction with shelters. Comments in the open-ended responses reflected this decreased in satisfaction. Officers commented: "When it comes to Winter Safe Space there is no reason for police involvement. It ties up resources unnecessarily," "Stop building shelters downtown…share the pain with other locations outside Saint Paul," and "Stop building shelters that are too nice and inviting. The more we build, they more we will need them."

Satisfaction decreased between 2018 and 2019 by 13 percentage points for SPPD with Outside In outreach, by 11 percent with other law enforcement agencies, and by 6 percentage points with hospitals. In comments officers described frustration with people cycling between shelters, detox, and hospitals and the perception that people experiencing homelessness where being passed around with no solution or accountability.

Figure 9: Percent SPPD Satisfied with Collaboration with Other Organizations, 2018-2019
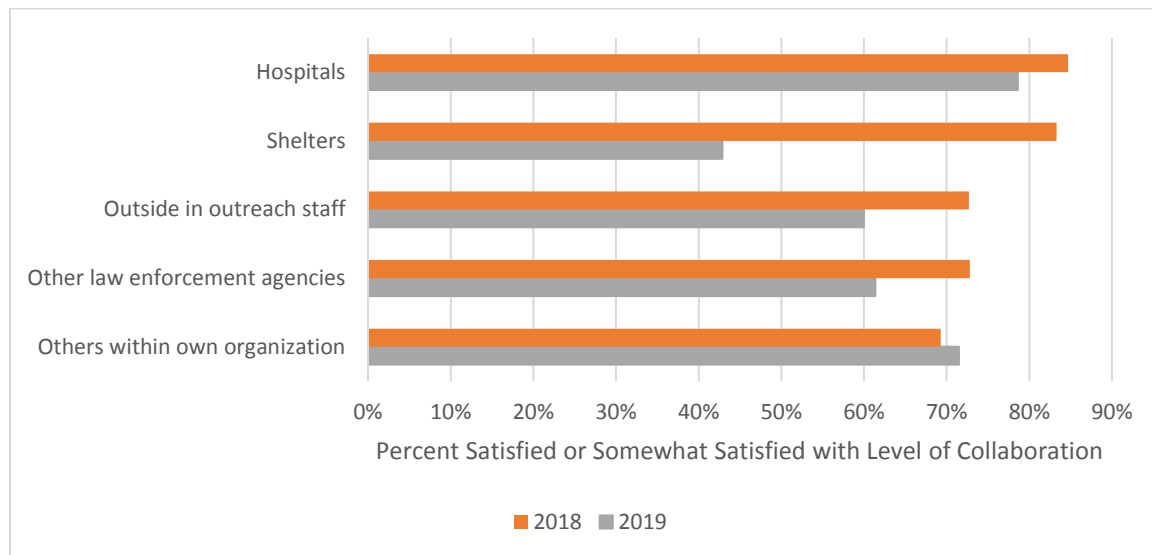
Suggestions for Improvement of Coordination and Collaboration
Officers were asked to make recommendations around improving the coordination and collaboration with organizations working to address issues or concerns with people experiencing homelessness. The general comments and suggestions about improving coordination drew mixed responses.

In 2019, 14 Metro Transit officers provided comments. Four officers felt a need for better coordination either within Metro Transit or between Metro Transit and other agencies dealing with homeless people. Officers said, "We have seen great results with our HAT team. I would suggest a Metro Area HAT team to help and all agencies will be on the same page," "Create more of a worksheet or quick reference guide for officers on locations. Also, more communication with HAT officers about what actions they are doing – we received a lot of mixed messages from consumers versus officers," and "I would like [other law enforcement] to stop transporting

people to our platforms to try to get rid of their calls...transit is not a homeless dumping ground. Everyone needs to step up to the plate."

Four officers expressed a need for more social services, in particular more chemical and mental health services. Officers also saw the need for more shelter, perhaps financed by the Metropolitan Council, and the need for more outreach. One noted that law enforcement and social services operate under different paradigms which reflected some of the differences in responses by those few who commented that services only enable homelessness or concerns that services draw people to the area.

In 2018, five SPPD officers made comments. Two officers' comments reflected an enforcement role rather than a service perspective. One strongly urged that existing laws be enforced and that homeless individuals take personal responsibility for their circumstances and another suggested removing shelters from downtown and disbursing them around the region. On the other hand, other officers commented on the need for additional mental health or substance abuse services and the need to coordinate better and increase understanding between police and social service providers.

In 2019, there were nine comments from SPPD officers. Comments may reflect a cultural shift regarding the role of police. Three of these critiqued the Winter Safe Space (WSS). One felt it was being used exclusively by Metro Transit officers. Another felt it took in people turned away by Higher Ground rather than "people who actually need it." A third felt there was no need for police involvement in WSS at all and it was tying up SPPD resources unnecessarily. Three responses cited a need for more substance abuse services. Two officers expressed a need for officers to know what resources are available and for better communication and coordination among programs. One of the two said they did not know what Outside In was. One other officer said there should be no more homeless shelters in downtown.

Collaboration Process and Outcomes: Interview Results

Evaluation staff conducted 11 interviews with Governance and Design Team members in June and July 2019, in addition to those with outreach workers and their supervisor. Interview questions focused on both the outcomes and successes of the collaboration, as well as the collaboration itself and what participants saw as critical to continuing the collaboration. The questions for all interviews are in Appendix B. Where applicable, findings that are also supported by meeting minutes or other documents are noted.

Strengths
Several themes surfaced in the interviews with Governance and Design Team members that highlight the strengths of the collaboration, impact on member organizations, and uncovers insight into how the work can continue with commitment to the goals and process. The themes were active involvement by members including the importance of having key leaders involved, structure of the Design and Governance Teams, and an environment that encouraged learning. Overall, interviewees considered Outside In successful in achieving its stated goals.

The active and collaborative nature of Outside In contributed to the satisfaction of participants. The multi-level leadership structure—with agency decision makers as members of the Governance Team—and the field experience of the Design Team proved to be an important and effective tool in achieving buy-in and accomplishing the goals of the collaborative. The model resulted in a streamlined decision-making process that allowed Outside In to respond and act quickly. The incredible effort of securing funding, space, and logistics to meet the need of shelter space, while not without its flaws, was highlighted as an example of the effectiveness of the collaborative.

> *The creation and implementation of the seasonal safe space was an important accomplishment. It was a new approach and included unusual partners.*

> *The meetings started with a plan or idea of how things can work, such as with a framework about how to manage [housing] referrals. Then we would bring this to the meeting and our partners would help us fill in the specifics...So, at the meetings we came in with a loose framework and depended on the partners to discuss how it would work from their perspective and the best way to do it from their viewpoint.*

Throughout interviews people spoke of the vital importance of having key leaders with the ability to make decisions and bring funding involved in the collaboration. This was seen as a major reason for successes within the collaboration.

> *This was the first time we've convened leaders who can problem solve and bring financial resources.*

> *[Winter Safe Space] wouldn't have happened without the leaders at the table and their full commitment to working in a partnership.*

The leadership structure also produced a natural exchange of knowledge between the two teams. The Governance Team communicated with the Design Team and asked for their expert advice in shaping the work of the collaborative. Interviewees point to this exchange as contributing to informed and effective decision-making. This sharing of information, responsibility, and passion for improving supports for unsheltered people improved the sense of accountability for the results of the work among those interviewed. Meeting minutes document that information was shared across each team. Governance Team requests of the Design Team to identify and recommend priorities, as well as the Design Team making "asks" of the Governance Team were also noted.

> *The Governance Team and the Design Team [were] two different groups. The Governance Team would meet and in theory make decisions, deliberate on a challenge. The Design Team actually got into the nitty gritty and weeds of how exactly the were going to solve a problem and see that solution., and I thought that was a really good model. There was definitely overlap from the teams, which was fine and good.*

Equally as powerful, this structure also created space for an effective learning environment. Governance and Design Team members point to these meetings as places where they could

learn about the complexities of housing issues and discuss how to collectively address them. Several of the Collaboration's team members attended the National Alliance to End Homelessness conference in February 2019 and took future meeting time to share and reflect on their learnings. The meetings were also a place to share resources or new opportunities.

> *They give you this new perspective that you weren't thinking of. And they force you to think in different ways. You know, they challenge the way you think and then they also might explain the back story of why what you're saying is not going to work.*

Furthermore, these discussions had a ripple effect in member agencies. Most of the people interviewed shared the ways in which they were able to take what they learned at meetings and influence policy and routine practices within their own organizations to improve the experiences of the unsheltered.

> *Now our co-workers are more aware of potential housing issues that their clients face and we are sharing resources and our services with them. It is great to collaborate within our office to support our clients.*

Outside In continues to impact the work of agencies outside of the meetings. Interviewees agreed that the work of Outside In deepened relationships between member organizations. The regular meetings broke down silos that existed in the work, creating opportunities for open communication and partnership development to improve support for people who are unsheltered in downtown St. Paul.

> *We've been more intentional about partnering and things like that for sure. Before we relied on ourselves and our own resources. It's helped us utilize community better.*

Opportunities
Interviewees identified several examples of how the Outside In initiative could build on its work moving forward. Many comments regarding challenges were more related to system barriers, rather than the collaboration itself. These barriers included the lack of affordable housing, practices and policies of landlords, and the complexities of various housing and benefit systems. Challenges pertaining to the collaboration itself were related to formalizing the structure of the collaborative, not having the right people engaged in the work, goals and mission, and obtaining long-term funding.

The need for affordable housing and additional services is well known. Interviewees specifically cited the need for more shelter beds for women without children and the need for additional supportive housing units in Saint Paul. The current homelessness system is structured around providing services for single men. In addition to female shelter beds, stakeholders also identified the need for additional affordable, subsidized, and supportive housing units in Saint Paul. Additionally, low-barrier shelter options are limited, where Winter Safe Space was specifically identified as a lower-barrier shelter.

One thing I feel is missing is that very low barrier shelter and transitional housing that is not afforded through Higher Ground or Union Gospel Mission. Ramsey County has the Winter Safe Space. That seems to be a very low barrier and it is a very limited resource.

We can increase our outreach but if we don't increase housing it doesn't increase housing outcomes. Safe spaces, great, but a lot of people, the most vulnerable people aren't interested in shelter options because they struggle with mental health or chemical health.

Current landlord practices and policies affect the ability to secure long-term housing. The need for housing for people with criminal records, poor credit, or who lack documentation of their immigration status are all gaps. Cash benefits and housing systems were also identified as contributing towards significant barriers to securing long-term housing. Missing paperwork, paperwork that is not completely correctly, and the various eligibility rules that often conflict were all cited. The variety of different systems that provide services often do not work well together to accommodate needs of long-term homeless populations that may have multiple barriers and vulnerabilities.

If someone goes to jail for 90 days, they lose all their benefits because they are considered housed. It's like, what?! You have got to be kidding me? How is that housing? Because when they get out then they basically go back to the street so they can prove they are homeless and get benefits. That's just a plain system failure.

We dance around the real problem: our systems. Homelessness is a symptom of broken systems that are failing individuals. Healthcare is failing people. Criminal Justice system is failing people. Shelter is failing people. Coordinated Entry is failing people. Housing with its bureaucratic eligibility requirements is failing people.

Design and Governance Team members shared a strong sense of pride in the accomplishments of the Outside In project and in that, a strong desire to see what they saw worked well in collaboration continue. Most expressed an interest in formalizing the structure and funding of the collaboration. Stakeholders acknowledge that much of the authority of Outside In was based on the participation of key leaders and if those leaders were not present there were not the structures in place to support the work on-going. There were also concerns that Ramsey County staff do not have the resources to support this work and the ongoing need for facilitation and coordination that does not fall on people with other job duties.

I'm going to put a point on this. As we are navigating bringing Heading Home Ramsey and Outside In together and building a structure and process that works, it must still have authority in the room, the urgency and nimbleness to respond quickly and effectively and efficiently. It still needs to be cross-sector.

How do you take Outside In which is an informal structure with no real authority and embed it into a structure that actually has...authority and has the ability to be ongoing?

While "having the right people at the table" was a theme, interviews also identified missing groups. Most critically, people with lived experience of homelessness. Landlords, property developers, Housing Supports providers, the faith community, and more involvement from businesses were also cited.

Many stakeholders mentioned long-term funding, recognizing that foundation money is short-term and meant to create sustainable systems. The need for collaborative funding from multiple sources, including state and regional funding, was identified. Stakeholders recognized that Ramsey County could not be the sole funder moving forward. Providing a funding commitment was seen as tangible evidence of long-term commitment by organizations.

> *We need to work together to flesh out a sustainable system...We need to make it sustainable model but we also need to be inventive. We cannot rely on Ramsey County to pick up all the funding. We need to figure out a different way for this to be sustainable. Or a new type of partnership that makes it more than just another Ramsey County program. It is important for the community to be a partner.*

The final theme was the need for clear goals and mission, as well as roles within the collaboration. Interviews mentioned the dangers of scope creep of trying to do too much. Clear mission and goals were seen as critical to maintaining involvement of members and excitement for the work.

> *What happens to this ongoing and how do we synthesize work with other people in the county who are doing it?...There are a lot of voices in the room. Who? What is the mission? Who is invited?...Sometimes whittling down or focusing on mission again can help propel direction and help work get done more efficiently.*

> *The Governance Team needs to have crystal clear expectations...We need to have more proactive thinking about our challenges.*

> *I want to make sure we stay very focused on mission and scope. The most dangerous thing when you have tables like this is mission and scope creep and then all then sudden you are trying to do everything, and it falls apart.*

Discussion

Was Outside in effective at connecting unsheltered people to services? Was Outside in effective at moving the unsheltered into permanent housing?

Outreach workers made more than 1,700 new contacts during the first year of the project. Of those, 104 (six percent) agreed to accept services and were enrolled on the registry. The original goal of the project was to conduct outreach to 300 people and enroll 60 on the registry. The project exceeded both goals. While the evaluation analysis period ended in February 2019, outreach workers registered an additional 34 people between March and July 2019. Winter Safe Space was a location where outreach had particular success in connecting with people and enrolling them on the registry.

Of those 104, 62 were housed (60 percent) although half of that were still housed in August 2019 (37 people or 60 percent of those housed). Fifteen percent (nine people) were housed but it was unknown if they were still in housing in August 2019. Another 29 percent (18 people) were housing but left that housing within six months. A goal of Outside In was to house 25 percent of people enrolled on the registry, so that goal was achieved. However, retention of housing requires a closer examination. Of those housed, eight left their housing within three months, five left within three to five months, and three left within six to nine months.

This evaluation was unable to explore why people remained housed or the barriers to remaining in housing, but given the higher rates of housing and housing stability in similar programs it is worth exploring in future reports what contributed to housing stability. Initially, Outside In outreach workers were to provide on-going case management to clients once they were housed. This changed during the project due to the high demand for outreach work and large numbers of unsheltered people. Existing resources, such as case managers in permanent supportive housing programs, were leveraged to allow outreach workers to focus on outreach. Remaining housed is an important component and understanding the needs of formerly homeless people and the effectiveness of case management services at supportive and other housing programs could help increase long-term housing stability.

The majority of people were receiving mainstream financial benefits prior to enrollment on the registry and continued to do so after enrollment. Outside In did not impact use of benefits such as SNAP, General Assistance, or Medical Assistance. It is unknown how many outreach contacts who did not accept services were receiving benefits. Perhaps people interested in services were more likely to be connected to other services. Wilder Research in their 2018 Homeless Study found that 28 percent of unsheltered survey respondents received GA and 5 percent received MSA, much lower than people enrolled in Outside In.

Not to be discounted is the important work of outreach itself that builds a bridge to future services even if people are not ready to accept services now. Outreach workers recognize that moving someone from homelessness to housing is not a linear process. Inroads made now may pay off later. The collaboration effected changes that improved the outreach process. Improved collaboration with the Saint Paul Department of Safety and Inspections (DSI), Saint Paul Parks

and Recreation, and the Saint Paul Police Department (SPPD) resulted in changes to how encampments were handled. Rather than posting a warning and clearing the camps, now outreach workers have the opportunity to engage with people living in camps and connect them with services. Previously, camps would be cleared and people would then be difficult to locate whereas now people in camps are easier to find and maintain relationships with. One outreach worker explained,

> *Now we have a bigger collaborative where we meet with police and the city once a week. They are telling us where camps are…Previously I might hike for five miles looking for camps and not find any, and then the police kick people out so we weren't connecting. It doesn't do anyone any good. So, [now] I am not aimlessly hiking and it relieves the police of having to come out and do enforcement.*

Increased connections to Coordinated Entry were also important. Outreach workers helped clients navigate the process and served as an important point of contact for Coordinated Entry staff. Previously if someone on the waiting list had a housing opportunity but could not be located, they would lose that opportunity. Now, outreach workers often know where or how to reach people so they can take advantage of vacancies. As one outreach worker said,

> *The part that really works for us is we meet with the county and we are very open about what types of programs this client is going to accept and we give our opinions about what's going to work…Knowing where clients are getting referred, getting ahead of it, being able to contact the worker makes a huge difference…The entire time Coordinated Entry has existed I've been an alternative contact for every single one of my clients. It wasn't until we started meeting with the county when they actually started calling me when clients were referred.*

In January 2019, the Design Team identified the weekly meetings with Coordinated Entry and its ripple effect on helping to identify issues and led to improved communications among case management partners as a key accomplishment of the Outside In collaborative efforts.

For those who enrolled on the registry, Outside In was not effective at connecting people to mainstream services because they were, for the most part, already connected. It is unknown how many of the unsheltered that outreach workers attempted to engage with but did not enroll in the registry were receiving services. Perhaps those most likely to engage with outreach workers were those who were already more likely to have connections to services. There is evidence from interviews with outreach workers that Outside In did impact their ability to locate and connect with people through changes to encampment protocols and having designated outreach times and locations. There is also evidence of improved connection to housing services through Coordinated Entry.

Outside In was effective at connecting people to housing. However, housing retention remains a concern.

Did Outside In increase the perception of safety in downtown Saint Paul? Do business owners, building owners, and police know where to call regarding an unsheltered person? Did Outside In increase knowledge about homelessness?

The original plans for Outside In included a significant public relations component. Part of the impetus for the project were concerns about safety and public perception in downtown Saint Paul and, in particular, the skyways. Over time, however, this part of the project was de-emphasized and eventually not acted on due to other priorities. Design Team meeting minutes and agendas show how this aspect was acknowledged as important but delayed as a priority over time.

Because this part of the work was discontinued and low response rates to the BOMA surveys, there is we cannot determine whether Outside In impacted public perception of homelessness or increased general knowledge about homelessness. There is limited evidence from police surveys that knowledge about homelessness decreased among SPPD officers. Press coverage focused on Winter Safe Space and emergency shelter during the Polar Vortex, but did not cover the collaboration itself or the larger work being done.

Did agencies and organizations serving the unsheltered coordinate and cooperate to better serve the unsheltered? What about the collaboration made it succeed or struggle? What needs to happen to have this collaboration continue beyond the initial grant period?

Coordination and Cooperation
There are multiple, concrete examples of how Outside In fostered collaboration and cooperation across all partners. This quote from a stakeholder interview summarizes what many people said in interviews.

> *One of the most exciting parts of Outside In is the collaborative aspects of it…Prior to Outside In [we all] had pretty siloed approaches. Now if you look at how the city is approaching the encampment issues, which is a real strong connection between outreach, social services, and law enforcement is proof of [collaboration]….Many of the partners are in Outside In. They have made it possible for a coordinated response from community providers.*

For many stakeholders, the regular monthly meetings provided space for learning, challenging ideas, hashing out disagreements, and finding common solutions. It created space for siloed organizations to consider impacts beyond their own services or role. As one stakeholder said, "It gave you this new perspective that you weren't thinking of. They force you to think in different ways."

Governance and Design Team pre- and post-surveys also reflected this with multiple comments about the strength of having many partners at the table and broad participation. As discussed earlier in this report, a total of 23 organizations participated in the Governance Team and 21 organizations participated in the Design Team. Survey results show an increase, in particular by

Governance Team members, in agreement that "Our group has access to the expertise necessary for effective meetings." Members cited bringing in SPPD, Metro Transit police, and Saint Paul Public Housing Authority as important additions that strengthen the effort.

Evidence of coordination and cooperation is seen in the policy and practice changes made by individual organizations in the collaborative. As one stakeholder said, "It's been easier for [our organization] to adopt procedures and policy toward this issue due to the collaboration and the relationships we've been able to develop…" Examples include:

- changes to Saint Paul DSI and SPPD procedures regarding encampments,
- cultural shift occurring in the SPPD and Metro Transit police from an enforcement model to a treatment model,
- regular meetings between Coordinated Entry and outreach,
- regular meetings between SPPD and outreach,
- creation of the Metro Transit Homeless Action Team,
- creation of the COAST team in SPPD,[10]
- financial contributions to WSS and outreach by the Saint Paul Public Housing Agency,
- support for Familiar Faces initiative, and
- on-going support for Winter Safe Space in the Ramsey County East Building.

Successes and Challenges in Collaborative Work

Several key components were cited in nearly all interviews when asked what led to success. These are having top leaders committed and involved, a nimble structure, and having the right expertise.

Stakeholders nearly all mentioned the importance of having executive leadership from organizations in the collaboration involved. This allowed decisions to be made without having to go back in individual organizations for approval. As one stakeholder said, "We need the top decision-makers to actually be a part of this who can then take stuff back to their organizations and make organizational changes." Having top leadership visibly involved helped organizations make changes within themselves and brought buy-in from staff. Doing so took work in relationship building, trust building, and commitment across all organizations. Executive leadership from Outside In made regular phone calls and in-person visits to maintain this level of involvement. Meeting notes demonstrate that there was consistent attendance from key leaders at the Governance Team meetings.

The structure of Outside In facilitated decision-making and funding commitments that allowed action to happen quickly. The Governance Team and Design Team had a regular feedback loop that appears to have strengthened over time. The Governance Team sought recommendations from the Design Team, who had the expertise to think complicated decisions through. As one stakeholder said,

---

[10] While not completely attributable to Outside In, the learning and partnerships within Outside In provided support that made the COAST and HAT units possible.

The decision-makers only know things from a high level. They need recommendations from the people working on the ground...The decision-makers should seek advice from the Design Team, the people on the ground, and flow up to the decision-makers.

The structure is also simple with high level priorities and goals feeding from the Governance Team to the Design Team for specific action items and details without multiple levels of approval needing to happen on either side. The Design Team had the people with both the expertise to make recommendations as well as people who were in positions to enact changes in their organizations. Having people dedicated to facilitation of the meetings was also noted as a positive asset. Interviewees and survey respondents both saw having dedicated facilitation rather than having staff with other responsibilities, often for managing programs or coordinating services, as a strength.

An example of this occurring was the Winter Safe Space (WSS). The creation of WSS was perceived by all stakeholders as critical success. WSS provided a tangible achievement that gave the collaboration confidence that it could plan and execute complicated and meaningful tasks. It brought together several funding sources, creative problem-solving, and the knowledge necessary to put the temporary shelter together quickly.

Another example is how the groups prioritized unexpected funding. The Governance Team sought funds to finance the second year of WSS and received more than anticipated. The Governance Team requested the Design Team prioritize and make recommendations to them. Meeting notes show the many ideas the Design Team had and how they were prioritized. The Governance Team acted on these recommendations and provided funds to support a small landlord risk mitigation bond administered by HousingLink and funding for start-up costs related to Housing Supports.

Expertise was sought out and new partners were brought in during the collaborative. Notably, the Saint Paul Public Housing Authority, Saint Paul DSI, and the Saint Paul police were all added after the initial project start once gaps were realized. Collaborative survey results provide evidence of this change, with the Governance Team reporting greater agreement that they had the expertise necessary and a greater influence on people with power.

Some of the same things that brought strength to the collaboration were also challenges. Having an informal process and not having the right people involved were challenging. There was also mixed responses regarding the goals and purpose of both the overall collaboration and individual member roles. While the informal and simple structure allowed for decisions to be made more quickly, one stakeholder succinctly stated

It doesn't have teeth or authority. It only has authority because it convened people with authority around the table. So the minute people with decision-making power...the moment those with authority stop 'leaning in,' I think there will be a problem.

Others noted that the simple structure at times led to reactionary thinking or the group being distracted from its overall purpose by immediate needs. The balance between addressing immediate needs and long-term visioning was acknowledged in the notes of many meetings.

Outside In brought organizations into the collaboration when gaps were seen, but some stakeholders felt that important stakeholders were missing. Landlords, developers, and housing support providers were cited as important stakeholders that were not engaged. The faith community was not involved. People with lived experience of homelessness were missing. Many people were disappointed that businesses did not have a larger role, including a financial commitment. They noted that the county and city cannot be the sole funders of this work and there needs to be a broader base of support on-going. Several stakeholders were concerned that Heading Home Ramsey, the continuum of care for Ramsey County, was not engaged earlier or in a more formal way. There were concerns that the group felt exclusive – it was by invitation only, met during the day, and met at Higher Ground in a space that required a secure entrance.

Additionally, not all members were effective liaisons to their organizations. While most members were able to diffuse their learning throughout their organizations and had clear lines of communication at their agencies, some members had difficultly with or did not share information back.

Consistent in the open-ended survey responses was the desire for clearer roles for members and clearly defined and measurable goals for the project itself. While overall people had strong support and buy-in for the goal of addressing unsheltered homelessness in downtown Saint Paul, there was less clarity about achievable tasks for the collaboration and short-term goals. This was seen as important to maintaining strong involvement by members and commitment from leadership, as well as necessary to make the larger goal feel possible.

Recommendations

Client Outcomes

- Expand outreach capacity to provide support services during at least the first three months after housing to maintain trusted relationships during the transition as recommended in successful Housing First interventions.

Participants who left their housing often did so within the first three months. While the evaluation was not able to definitively point to specific reasons, evaluation of similar programs recommends having a single person provide support during critical period after moving into housing. This was the original intent of Outside In, but the overwhelming number of unsheltered people needing outreach services led to workers leveraging case managers at existing programs rather than providing it themselves. Expanding capacity so that outreach workers can continue to be involved in at least the first three months after housing will likely increase housing retention.

- Evaluate housing providers and programs, like Housing Support and permanent supportive housing, to understand why some housing providers are more successful at housing retention than others.

People were housed in a variety of settings, using a variety of financial supports, and with varied levels of support and case management. Further evaluation of these programs will help understand what types of support and length of commitment is necessary to help people remain housed. In this evaluation we were unable to examine in-depth housing outcomes beyond basic measures of how many people remained housed. Housing someone for a few months and then having them return to homelessness may cause more problems than it solves. More information is needed about the types of supports needed and why housing programs experience success while others do not.

- Increase the number of shelter beds for single women without minor children.

Data on clients enrolled in the registry and outreach worker interviews all show an increase in women experiencing unsheltered homelessness. Ramsey County lacks capacity to provide emergency shelter for women.

- Review Safe Space referral protocols and procedures to ensure police time is used effectively and the space serves its intended purpose of serving those who would not otherwise access shelter.

Throughout police survey responses and in stakeholder interviews concern was expressed about referral protocols, as well as not having Safe Space serve as solely overflow capacity for other shelters. Further information and insight from the SPPD, Metro Transit, hospitals, detox, and outreach workers should be sought to revise procedures and not antagonize partner relationships.

- Continue and strengthen the focus on increasing housing supply and supportive services.

Outreach and case management can only accomplish so much when faced with critical housing shortages. While Outside In members and regional decision-makers are aware of the need for more housing, this table is well-positioned to push those discussions into action plans. Critical to this is analysis of existing housing options. Housing Supports provides much needed housing subsidies and supportive services, but is not attractive to many people experiencing homelessness due to the financial trade-offs they must make to receive benefits. The maximum rent amounts are also not keeping pace with market rate rents and keep property owners from participating as well. The housing system – from market rate non-subsidized to fully subsidized housing with services – needs detailed policy and cost-benefit analysis followed by bringing together decision-makers who can support policies at metropolitan and statewide levels to increase housing supply across the spectrum.

- Conduct a year two evaluation focused on clients' experiences.

Missing from this evaluation is client voice. Evaluators, whether Ramsey County evaluators or contracted evaluators, and outreach workers need to work together to find ways of connecting evaluators with clients. Understanding the outreach experience, why people decide to enroll on the registry, and their experiences while housed will only strengthen those services. Additionally, the experience of people of color who experience homelessness will enable us to better address and understand racial disparities and inequities in housing outcomes.

Public Relations

- Invest time in public and business outreach regarding unsheltered homelessness.

Initially, public education and public relations were a central goal of the collaboration. While trade-offs were made with time and resources that took away from this work, in the next year some refocusing on public engagement could be beneficial. Rather than funding a large public relations campaign, a simpler strategy involving letters to the editor of local newspapers, engagement with the downtown district council and other existing community groups, or BOMA members may be a way to engage different partners. Engaging the faith community, the business community, and residents may strengthen the work and bring in new resources.

Collaboration
The Outside In Governance Team decided that going forward its work will be integrated into Heading Home Ramsey, the United States Department of Housing and Urban Development's continuum of care for Ramsey County. Over the summer and fall of 2019, Heading Home Ramsey has been researching continuum of care models in other regions and conducting strategic planning sessions. Additionally, Ramsey County is creating a housing office that will bring together many of the county functions related to housing and homelessness under one manager. Given these changes in the larger context, we are recommending that Outside In ensure that the following recommendations are considered as their work merges with Heading Home Ramsey.

- Maintain the direct involvement of key leaders.

Critical to the success of this work has been the sustained and direct involvement of key leaders who can make decision and commit funds without having to consult others within their organization. This has allowed for the nimbleness of the group as well as heightened the profile and attention to the issue of unsheltered homelessness. Much time was taken by Governance Team leaders and executive leadership to maintain individual commitments. This needs to be sustained.

- Engage in strategic planning to define short-term, yearly goals and steps to attain them.

After an initial planning phase, the work of the collaboration was focused on the work itself. Members are looking for concrete guidance from the Governance Team with input from the Design Team on what tasks and goals to focus on. The group will lose effectiveness if it gets distracted by unexpected funding or crisis situations. While it is important to take advantage of opportunities as they arise and to address emergent and emergency needs, an articulated vision and plan for achieving its goals is necessary to move into systems change and make a long-term impact on unsheltered homelessness. Strategic planning sessions annually with regular check-ins on progress on the plan will strengthen the work going forward.

- Maintain a simple decision-making structure, but formalize the groups and create processes for communication and feedback loops.

A major strength of the collaboration has been the ability to act quickly and nimbly in response to both crises and opportunities. Key to that has been a simple decision-making structure that included the expertise of the Design Team with guidance and support from the Governance Team. On the other hand, Outside In is not an organization in the formal sense and relies on individual member commitment and involvement from high level leaders to have authority and the ability to act. The collaboration cannot currently do things that actual organizations can such as enter into contracts or hire staff. Do not over complicate the structure but formalize it and create enough processes so that work can continue when key members leave or individual enthusiasm wanes.

- Clearly define roles and expectations of individual collaborative members and member organizations.

As part of a more formalized structure and strategic planning, define roles and expectations for members. There is some ambiguity in what the Governance Team actually does and why each member is a member. There is also some ambiguity in what Design Team members are expected to contribute and how this relates to their other job duties. Part of this is due to the personal nature of the work – roles have been defined around personalities, individual strengths and interest, and available time. While that is true in any organization, making clearer the tasks and responsibilities of members would contribute to the long-term sustainability of the collaboration. Make clear expectations around communication back to member organizations. Finally, dedicate resources to staffing and facilitation.

- Recruit people experiencing homelessness or who formerly were homeless to serve on the Governance and Design Teams.

In interviews stakeholders made note of people who were not engaged, such as the faith community, landlords, and property developers. A stakeholder analysis as part of strategic planning will enable to the group to better target missing members. However, people with lived experienced of homelessness stand out as a group that needs to have a voice in this work for its long-term success and credibility. Additionally, homelessness has differential impacts based on race and ethnicity with disproportionate numbers of African American and American Indian people experiencing homelessness compared to other groups. Having the direct input and expertise based on lived experience of homelessness from people from the African American and American Indian communities can only strengthen the work.

Appendix A: Governance and Design Teams

Governance Team (as of August 2019)
Ann Mulholland, Saint Paul Foundation
Commissioner Jim McDonough, Ramsey County
Deputy Saint Paul Mayor Jaime Tincher
Shannon Watson, Saint Paul Area Chamber of Commerce
Nora Slawik, Metropolitan Council
Cathy ten Broeke, MN Housing Finance Agency
Ryan O'Connor, Ramsey County Manager
Tina Curry, Director Ramsey County Financial Assistance Services
Saint Paul Councilmember Rebecca Noecker
Saint Paul Councilmember Jane Prince
Saint Paul Councilmember Mitra Nelson
Ricardo Cervantes, Saint Paul Department of Safety and Inspections
Jen Bruntlett, Saint Paul Planning and Economic Development
Senior Commander Flynn, Saint Paul Police Department
Jon Gutzmann, Saint Paul Public Housing
Dominic Mitchell, Saint Paul Public Housing
Timothy Marx, Catholic Charities
Tracy Berglund, Catholic Charities
Christine Michels, Catholic Charities
Chief AJ Olson, Metro Transit Police
Lt. Mario Ruberto, Metro Transit Police
Sgt. Brooke Blakey, Metro Transit Police
Dr. Charles Morgan, Union Gospel Mission
Erin Sullivan-Sutton, MN Department of Human Services
Representative Alice Hausman, MN Legislature
Kelby Grovender, Hearth Connection
Brooke Schultz, Radias Health
Donna Zimmerman, Health Partners
Diane Tran, Fairview
Randi Ilyse Roth, Interfaith Action
Cheryl Peterson, Listening House
Julie Bluhm, Guild, Incorporated

Design Team
Tina Curry, Ramsey County Financial Assistance Services Department
Bridget Blomer, Ramsey County Financial Assistance Services Department
Tenecia Johnson, Ramsey County Financial Assistance Services Department
Naly Yang, Ramsey County Health and Wellness Administration
Loni Aadalen, Ramsey County Health and Wellness Administration
Julie Grothe, Guild, Incorporated
Vincenta Valero, Guild, Incorporated
Christine Michels, Catholic Charities
Jodi Harder, Radias Health

Brooke Schultz, Radias Health
Alan Ostergaard, Radias Health
Nick Gisi, Union Gospel Mission
Jan Scott, Ramsey County Community Corrections
Jodi Nottger, People Incorporated
Steve Magner, Saint Paul Department of Safety and Inspections
John Petroskas, MN Department of Human Services
David Katzenmeyer, People Incorporated
Wendy Darst, People Incorporated
Katie Kennedy, People Incorporated
Jodi Nottger, People Incorporated
Helene Freint, Healthcare for the Homeless
Shawn Wiski, BOMA
Lt. Mario Ruberto, Metro Transit Police
Sgt. Brooke Blakey, Metro Transit Police
Cheryl Peterson, Listening House
Dominic Mitchell, Saint Paul Public Housing
Corina Serrano, Saint Paul Public Housing
David Jeffries, Beacon Interfaith
Commander Wes Denning, SPPD

Appendix B: Key Stakeholder Interview Questions

Design and Governance Team Interviews

These first questions are about the results and accomplishments of the collaboration.
1) Please describe your role in the Outside In collaboration.
2) What were the two most important accomplishments or results achieved by the collaboration?
3) What are two things you wish the collaboration could have achieved but was not able to?
4) Can you give two examples of unexpected outcomes or results of the collaboration?
5) How, if at all, do you see the effort continuing after the Saint Paul Foundation financial support ends in December?
6) FOR PUBLIC PERCEPTION: Did participating in Outside In impact the way your organization communicates or interacts about homelessness with your members or the public? How?
7) FOR CLIENT EXPERIENCE: In what ways has your organization's experience with the Outside In project changed the ways that you work with people who are unsheltered?

The following questions are about how the collaboration functioned – its internal workings.
1) Give one or two examples of ways in which the collaboration itself worked particularly well, for example information sharing, decision-making, or sharing of resources.
2) Give one or two examples of ways in which the collaboration could be improved.
3) In your opinion, did the collaboration have the time and resources necessary to achieve its goals? Why do you say that?
4) Did the Outside In collaboration have the effective support of decision-makers with the power to carry out your decisions and charge? Why do you say that?
5) What recommendations do you have for making future collaborations on this topic more effective?

Outreach Worker Questions

Recruitment and Outreach
1) Walk me through your process when you are preparing to meet someone. Are there pre-engagement strategies that help you?
2) What have been the most effective means of outreach and recruitment?
3) How do you build trust with clients?
4) How long does it typically take from your first encounter with someone to their agreeing to participate? Are their factors that make this faster or slower? (services, participants, staff, environment)
5) Why do people not want to participate? What prevents them from participating?
6) Is there anything you don't have access to that would help increase participation? Are there any systems barriers preventing participation?
7) What are your work arounds when you encounter a barrier?

Housing
8) What types of housing have people been placed in? For each type, what are the benefits and disadvantages?
9) At first, it was anticipated that outreach workers would provide some ongoing support. This has changed to more of a hand-off. How does that hand-off look? Talk me through the process. What supports, services, or assistance do you facilitate in those first weeks?
10) Are there system barriers to housing clients (not client-related)? What are they? How have you overcome them?

Overall
11) One of the original ideas was that Outside In clients would get priority on the coordinated entry wait list. How has that played out? What is your relationship with Coordinated Entry staff?
12) Another of the original ideas was that outreach workers would meet with police regularly. Has that happened? In what ways has your relationship with the police changed over the course of the project?
13) Other than funding, what needs to change to continue this work?

Outreach Supervisor Questions

1) What have been the most effective means of outreach and engagement?
2) How have the outreach and engagement strategies changed over the project?
3) Are there differences between working on housing with the unsheltered compared to people who mainly stay in shelter?
4) At first, it was anticipated that outreach workers would provide some ongoing support. Now they are mostly handing off ongoing support to case managers. Was that an intentional decision or did it evolve more slowly? What led to the change?
   i. What have been the benefits and disadvantages of handing off services?
5) One of the original ideas was that Outside In clients would get priority on the coordinated entry wait list. How has that played out? What is your relationship with Coordinated Entry staff?
6) Another of the original ideas was that outreach workers would meet with police regularly. Has that happened? In what ways has your relationship with the police changed over the course of the project?
7) Has the work of the Design Team shaped your staff's work? What role do you see the Design Team having?
8) Other than funding, what needs to change to continue this work?

Appendix C: Survey Questions

Police Survey

1. Are you a member of _____ ?
- St. Paul Police Department
- Metro Transit Police

2. Do you know who to contact when you are concerned about a person experiencing homelessness?
- Yes
- No

3. If yes to Question #2, who do you contact with a concern?

4. In the past month, how many calls have you responded to related to a concern/issue about a person experiencing homelessness?
- 0-3 calls
- 4-6 calls
- 7-9 calls
- 10-12 calls
- More than 12 calls

5. Other than the calls you receive how many times have you encountered and/or engaged with a person experiencing homelessness (in the last month)?
- 0-3 times
- 4-6 times
- 7-9 times
- 10-12 times
- more than 12 times

6. In the past month, what are 2-3 examples of the most common ways you have responded to a concern/issue with a person experiencing homelessness.

7. Please rate your satisfaction with the level and type of collaboration and coordination with other organizations around issues/concerns with people who are experiencing homelessness.

Others within your own organization
- Dissatisfied
- Somewhat dissatisfied
- Somewhat satisfied
- Satisfied
- I have not worked with this type of organization

Other law enforcement agencies
- Dissatisfied
- Somewhat dissatisfied
- Somewhat satisfied
- Satisfied
- I have not worked with this type of organization

Outside In outreach staff
- Dissatisfied
- Somewhat dissatisfied
- Somewhat satisfied
- Satisfied
- I have not worked with this type of organization

Shelters
- Dissatisfied
- Somewhat dissatisfied
- Somewhat satisfied
- Satisfied
- I have not worked with this type of organization

Hospitals
- Dissatisfied
- Somewhat dissatisfied
- Somewhat satisfied
- Satisfied
- I have not worked with this type of organization

Other (please specify)
- Dissatisfied
- Somewhat dissatisfied
- Somewhat satisfied
- Satisfied
- I have not worked with this type of organization

8. What suggestions do you have to improve coordination/collaboration with organizations working to address issues/concerns with people experiencing homelessness.

Outside In Design and Governance Team Collaboration - Collaborative Assessment

One of the goals of Outside In is the systematic and intentional collaboration of many partners to address unsheltered homelessness in downtown Saint Paul. Part of the ongoing success of this work is about understanding how we can best cooperate and collaborate in this important work.

This survey is a post-survey. Evaluators will use both the pre and post survey results to document and assess the collaboration and to make recommendations on how to continue the work once the grant period ends.

Responses will not be linked to individuals and only evaluation staff will see individual responses.

1) What type of organization do you represent in the Outside In collaboration?
    - Homeless Outreach/Housing Service Provider
    - Law Enforcement
    - City/County Government
    - Elected Official
    - Business or Property Owner
    - Philanthropy
    - State or Non-local Government
    - Other
2) About how many hours a month do you spend on Outside In activities?
    - Less than 2 hours
    - 2 to 4 hours
    - 5 to 7 hours
    - 8 to 10 hours More than 10 hours
3) Which Outside In meetings do you regularly attend?
    - Governance Team
    - Design Team
    - Both Governance and Design Team
    - None. I do not attend Outside In meetings.
    - Other (please specify) _____

4) To what degree to you agree or disagree with the statements below, where 1 is strongly disagree and 10 is strongly agree:
   - Now is a good time to address the issue about which we are collaborating
   - Our group has access to the expertise necessary for effective meetings
   - We have adequate staff assistance to plan and administer the collaborative effort
   - Stakeholders have agreed on what decisions will be made by the group
   - We have a method for communicating the activities and decisions of the group to all members
   - Group members' roles are unclear
   - Members are effective liaisons between their organizations and the group
   - Members are willing to devote whatever effort is necessary to achieve the goals
   - Members trust each other sufficiently to honestly and accurately share information, perceptions and feedback
   - The process we are engaged in is unlikely to have a real impact on the problem
   - Those who are in positions of power or authority are willing to go along with our decisions or recommendations
   - We set aside vested interests to achieve our common goal
   - We have concrete, measurable goals to judge the success of our collaboration
   - Our group is effective in obtaining the resources it needs to accomplish its objectives
5) What recommendations do you have for improving the group?
6) What do you think is working well in the collaboration?
7) Why do you participate in this collaboration?

Thank you for completing this survey.

Appendix D: Bibliography

Brown, R.T., Yinghui, M., Mitchell, S.L., Bharel, M., Patel, M., Ard, K.L. & Steinman, M.A. (2015) Health outcomes of obtaining housing among older homeless adults. *American Journal of Public Health,* 105(7): 1482-1488.

Burt, M. (2003) Chronic homelessness: emergence of a public policy. *Fordham Urban Law Journal,* 30(2): 1268-1279.

Clifasefi, S.L., Collins, S., Tanzer, K., Burlingham, B., Hoang, S., & Larimer, M. (2011) Agreement between self-report and archival public service utilization data among chronically homeless individuals with severe alcohol problems. *Journal of Community Psychology,* 39(6): 631-644.

Collaboration Assessment Tool. www.preventioninstitute.org

Crane, M. & Warnes, A. (2005) Responding to the needs of older homeless people. *Innovation: The European Journal of Social Sciences,* 18(2): 137-152.

Culhane, D, Metreaux, S. & Hadley, T. (2002) Public service reductions associated with placement of homeless persons with severe mental illness in supportive housing. *Housing Policy Debate*, 13(1): 107-163.

Cunningham, M., Biess, J., Emam, D., and Burt, M. (2015) Veterans Homelessness Prevention Demonstration Evaluation: Final Report. Washington, DC: Urban Institute.

DeMaster, D. (2018) Re-directing Users of Shelter to Housing Program Evaluation. Saint Paul, MN: Ramsey County Health and Wellness Administrative Division.

Farina, S. (2015) Measuring Collaboration: Relationships as Results. Evaluation for the World We Want. Montreal, CA: Canadian Evaluation Society presentation.

Gallant, G., Brown, J. & Trembley, J. (2004) From tent city to housing: an evaluation of the city of Toronto's emergency homelessness pilot project. *City of Toronto.*

Gulcur, L. (2003) Housing, hospital and cost outcomes for homeless individuals with psychiatric disabilities. *Journal of Community and Applied Social Psychology,* 13(2): 171-186.

Hwang, S.W., Chambers, C., & Katic, M. (2016) Accuracy of self-reported health care use in a population-based sample of homeless adults. *Health Services Research,* 51(1): 282-301.

Montgomery, A.E., Hill, L., Kane, V., Culhane, D. (2013) Housing chronically homeless veterans: evaluating the efficacy of a Housing First approach to HUD-VASH. *Journal of Community Psychology,* 41(4): 505-514.

Nelson, G., Aubry, T., & Lafrance, A. (2007) A review of the literature on the effectiveness of housing and support, assertive community treatment, and intensive case management

interventions for persons with mental illness who have been homeless. *American Journal of Orthopsychiatry,* 77(3): 350-361.

Parsell, C., Petersen, M., & Moutou, O. (2016) Single-site supportive housing: tenant perspectives. *Housing Studies*, 30(8): 1190-1209.

Pearson, C. L., Locke, G., Montgomery, A.E., & Buron, L. (2007) The applicability of Housing First models to homeless persons with serious mental illness (final report). Washington, D.C.: U.S. Department of Housing and Urban Development, Office of Policy Development and Research.

Pearson, C. L., Montgomery, A., & Locke, G. (2009) Housing stability among homeless individuals with serious mental illness participating in Housing First programs. *Journal of Community Psychology*, 37(3): 404-417.

Pollio, D.E., North, C.S., Eyrich, K.M., Foster, D.A., & Spitznagel, E.L. (2006) A comparison of agency-based and self-report methods of measuring services across an urban environment by a drug-abusing homeless population. *International Journal of Methods in Psychiatric Research,* 15(1): 46-56.

Raine, L. & Marcellin, T. (2007) What Housing First means for people: results of Streets to Homes 2007 post-occupancy research. Toronto, Ontario: Toronto Shelter, Support, and Housing Administration.

Stergiopoulos, V. (2015) Effective of scattered-site housing using rent supplements and intensive case management on housing stability among homeless adults with mental illness: a randomized trial. *Journal of the American Medical Association,* 313(9).

Stergiopoulos, V., Gozdik, A., & McKenzie, K. (2015) Effectiveness of Housing First with intensive case manament in an ethnically diverse sample of homeless adults with mental illness: a randomized controlled trial. *Plos ONE,* 10(7): 1-21.

Sun, A. (2012) Helping homeless individuals with co-occurring disorders: the four components. *Social Work*, 57(1), 23-37.

Toros, H., Stevens, M., & Moreno, M. (2012) Project 50: the cost-effectiveness of the permanent supporting housing model in the skid row section of Los Angeles County. County of Los Angeles, CA: Chief Executive Office Service Integration Branch.

Tosi, A. (2005) Re-housing and social integration of homeless people. *Innovation: The European Journal of Social Science Research,* 18(2): 183-203.

Tsemberis, S., Gulcur, L., & Nakae, M. (2004) Housing First, consumer choice, and harm reduction for homeless individuals with a dual diagnosis. *American Journal of Public Health,* 94(4): 651-656.

van den Berk-Clark, C. & McGuire, J. (2013) Elderly homeless veterans in Los Angeles: chronicity and precipitants of homelessness. *American Journal of Public Health,* 103(2): 232-238.

Watson, D.P., Wagner, D.E., & Rivers, M. (2013) Understanding the critical ingredients for facilitating consumer change in Housing First programming: a case study approach. *Journal of Behavioral Health Services and Research,* 40(2): 169-179.

Wolff, N., Helminiak, T.W., Morse, G.A., & Calsyn, R.J. (1997) Cost-effectiveness evaluation of three approaches to case management for homeless mentally ill clients. *The American Journal of Psychiatry,* 154(3): 341-357.

Worwood, E.B., Seawright, J., & Butters, R. (2016) Evaluation of the Homeless Outreach Service Team (HOST) Program. Washington, DC: Office of Community Oriented Policing Services, US Department of Justice.