



NAVNET Cost Analysis

October 2010

Executive Summary

Background

NAVNET is an initiative (St. John's) that resulted from one of the recommendations of the Navigators and Networks Report released in March 2008 that examined the systems response in St. John's for those with "complex needs". The resulting report, *"Navigators and Networks: Harnessing resources & meeting the needs of individuals with complex needs"* found that individuals with "complex needs" frequently run into gaps and barriers in their attempts to secure services from a largely fragmented system comprised of multiple government departments.

One of the recommendations made in this report was for the establishment of a "network" of government representatives that will come together to explore innovative solutions to these barriers. NAVNET, which was formed in May 2009, is made up of Regional Directors from the following departments and agencies.

Eastern Health, HRLE: Department of Health and Community Services: Department of Child, Youth and Family Services, Department of Justice, Newfoundland and Labrador Housing and Correctional Service Canada. To maintain a strong partnership with the community sector, the Executive Directors of both Stella Burry Community Services and Choices for Youth are also members of NAVNET.

This team is working together to address system wide gaps and barriers and to coordinate the services and support that those with "multiple and complex" needs require.

The need for a Cost Analysis

While it is understood among those at the NAVNET table that providing services and support to individuals with "complex needs" who use multiple services, often results in significant cost expenditures, NAVNET members engaged in the completion of a Cost Analysis to quantify the costs over a "snapshot" six month period from *October 1st 2009 to March 31st, 2010*.

After a RFP was sent out, Hollett and Sons Inc was retained to complete this work for NAVNET. Hollett and Sons conducted both a Quantitative analysis of costs as well as a collection of five Qualitative Case Stories.

Methodology

Privacy and Confidentiality Considerations:

The project methodology was reviewed and discussed with regards to ATTIPA and was found to adhere to the confidentiality requirements of the Act.

HSI and NAVNET consulted with the Human Investigations Committee of Memorial University and were advised that ethics approval was not required for this work as it is aimed at program improvement.

Consent was obtained for participants in the cost analysis to share their information with other departments/agencies and (without identifiers) with the consultants. Separate consent was obtained for those selected to participate in the Case Study and this included the option to review the case study before it was finalized. Three of the five case study participants requested and reviewed their stories.

A unique coding system was used which allowed for this work to be done without revealing any client identifiers to Hollett and Sons Inc.

Participant Selection

Cost analysis and case study participants were selected by NAVNET members. For the cost analysis, each member agency nominated two individuals who met the definition of having multiple and complex needs. NAVNET defines eligible persons with multiple and complex needs as an individual who:

- Has attained at least 16 years of age; **AND**
- Has high, complex and multiple issues in their lives; **AND**
- Is a frequent and ongoing recipient of services from multiple government programs/hospital/community organizations; **AND**
- Has a specific need(s) for which there is no current effective service system response; **AND**
- Requires a tailored funding package along with a holistic, client centered and coordinated systems approach to service delivery.

A check was done by the NAVNET Coordinator to ensure there were no duplicate nominations.

Findings:

Quantitative Analysis Summary:

A Cost Analysis (2010) completed for NAVNET studied the costs associated with providing support and services for twelve (12) clients over a six month period for the following departments and agencies:

Eastern Health (Mental Health and Addictions program, Community Support^s Program), HRLE, Department of Child, Youth and Family Services^s, Department of Justice, NL Housing, Stella Burry Community Services and Choices for Youth.

These organizations incurred costs of \$1,344,687.45 to provide services to twelve clients over this six-month period.

Cost Analysis interviews were conducted between July 13th and August 20th, 2010.

Costs not included

The intent of this study was to look at the costs of NAVNET members to work with these 12 individuals with multiple and complex needs. As such, it is important to note this analysis does not include many costs, specifically the following (and there may be others):

- Legal Costs: Newfoundland and Labrador Legal Aid Commission and Crown Prosecutors
- Police services: RCMP and RNC
- Medical services (other than those provided by Mental Health and Addictions)
- Pharmaceutical costs while incarcerated
- Services provided outside the St. John's Region
- Costs associated with medical admissions to Acute Care Hospitals (non psychiatric) that are connected to mental health issues. For example, there could be a case when someone attempts suicide and needs treatment at the Health Sciences Centre.
- Any service or community support provided by non-NAVNET members
- For some Departments and Agencies involved with this Cost Analysis, those study participants nominated may not have represented the individuals with the "most" complexity. One of the factors that played a part in this was that in some cases, these more complex clients were in crisis and were not able to consent to participate in this study.

For this reason, it is important to recognize that some of these figures do not represent the costliest service responses incurred by participating systems.

Qualitative Summary:

Five of the NAVNET member agencies each nominated one individual as a case study participant. Case Story Interviews were conducted between August 4th and 23rd, 2010.

Common Themes in Case Stories included:

Challenges:

- a lack of safe and affordable housing
- the difficulty in trying to obtain services from large and "complex" government departments and agencies
- the overall lack of coordination between systems
- exclusionary criteria which makes it difficult for those with "complex needs" to access services

What's working?

- Relationships with workers that are respectful and non judgmental
- Organizations that offer comprehensive wrap around support
- Client centered therapeutic approaches that allow for client choice and input

Next Steps:

NAVNET has developed a Service Model based on Evidence Based Practice from programs that currently exist in other jurisdictions. We have learned that moving from a fragmented system of support to a coordinated and integrated model based on a single point entry, comprehensive wrap around services (including intensive case management), and system coordination through support teams, has resulted in positive outcomes for those with “complex needs” as well as for the systems that are mandated to work with this population.

NAVNET will be using this Cost Analysis and other relevant reports to secure funding for a one-year demonstration project that would allow for the implementation of a new service model. This model would coordinate services and support in St. John's for individuals who have “complex needs”