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## Dallas Area NorthSTAR Authority

### Strategic Plan

February 13, 2002

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## **Mission Statement**

*The mission of the Dallas Area NorthSTAR Authority is to effect a well managed system of behavioral health services available to qualified consumers in the NorthSTAR Region*

## Executive Summary

The Dallas Area NorthSTAR Authority (DANSA) is a quasi-governmental agency created via an inter-local agreement between Collin, Dallas, Ellis, Hunt, Kaufman, Navarro, and Rockwall Counties. In June, 1999 the Texas Department of Mental Health and Mental Retardation designated DANSA the Local Behavioral Health Authority (LBHA) and the Single Portal Authority (SPA). Behavioral health is defined as mental health, substance abuse, and/or dual diagnosis. The Single Portal Authority is the entity responsible for monitoring the processes for involuntary mental health treatment.

DANSA is unique in the State of Texas inasmuch as it is the only Authority that represents both mental health and substance abuse service delivery systems and is not also a provider of services. The fact that DANSA is the only Authority in Texas that is not concurrently a provider precludes the ability to follow a model.

In DANSA's catchment area, services are delivered via a managed care model. The methods of delivering services changed for the providers of both mental health service and substance abuse services. Utilizing a managed care approach introduced a different level of accountability. Providers are now accountable to the consumers they serve as well as the payor, the Behavioral Health Organization.

The Mission of DANSA is to effect a well managed system of behavioral health services available to qualified consumers in the NorthSTAR region. To accomplish our mission, the Board of Directors has adopted goals and strategies. The goals include:

1. **Planning:** To assess the behavioral health needs in the NorthSTAR region to identify needs and gaps and set priorities through a comprehensive regional plan
2. **Policy Development:** To assess and develop policies regarding the structure, process, and outcomes of the NorthSTAR behavioral health service delivery system
3. **Coordination:** (a) To facilitate education, advocacy, and problem resolution for stakeholders and (b) To partner with stakeholders in the planning, development, implementation, and evaluation of behavioral health services

4. **Resource Development:** To identify and develop additional funding to facilitate the development and sustenance of a comprehensive service delivery system
5. **Resource Allocation:** To effect the efficient allocation and use of resources
6. **Single Portal Authority:** To insure the Single Portal Authority functions are implemented according to relevant statutes

The Dallas Area NorthSTAR Authority (DANSA) seeks to promote a collaborative system of care for individuals with behavioral health intervention service needs. Collaborating parties include consumers, family members, advocates, providers, and other stakeholders. Collaborative responsibility is the belief that the public health care system, which serves a community, is the responsibility of that community. Stakeholders, in cooperation with each other, develop, implement, evaluate, and amend an integrated service delivery system which provides appropriate and timely services with significant and positive results for the people who receive them. A public health service system built with collaborative responsibility is:

- Sustainable,
- Supported by the community it serves, and
- Overseen locally.

Collaborative Responsibility, in the behavioral health arena, is based upon forming partnerships with all stakeholders in the delivery of mental health and substance abuse services. Community partners collectively develop indicators for measuring the quality of care provided and for developing criteria for the prudent and responsible distribution of care. The resulting system of behavioral health care should be designed to enhance the health of the entire community. This principle of Collaborative Responsibility will provide the framework for the development of the envisioned NorthSTAR system of care.

The behavioral health service delivery system will continue to undergo significant change. Change will occur both in its design and its funding. These changes will directly impact DANSA's ability to fulfill its mission and achieve its goal. The Texas Department of Mental Health and Mental Retardation has recently appointed a task force with a responsibility of developing/designing a service delivery model that can be utilized throughout the State. The recommendations of this task force and

ultimate model selected by the State may have a significant impact upon the agency.

The design of any health system should have the following statement as the guiding parameter:

*...Think populations, see individuals.*

## Philosophy and Values

The philosophy and values of any agency establishes the culture of that agency. The philosophy and core values of the Local Behavioral Health Authority should be reflective of the community it serves. Based upon substantial input from various stakeholders, the following are core values of DANSA:

- The local authority should be accountable to the public it serves.
- The behavioral health services delivery system should be accountable to the communities through the local authority.
- The behavioral health services delivery system should be an integrated service system that maximizes the use of all available funds.
- The behavioral health services delivery system should be one that matches the level of care to level of need, regardless of the individual's ability to pay.
- The behavioral health services delivery system should promote rehabilitation, recovery and reintegration into community life.
- The behavioral health services delivery system should ensure a seamless continuity of care encompassing prevention, treatment, after-care, and support services.
- The behavioral health services delivery system should utilize evidence-based practices and be outcome based.
- The behavioral health services delivery system should ensure access to recovery-based services that are responsive to the needs of the consumer.
- The behavioral health services delivery system should effect the efficient use of funds and the prudent distribution of care to ensure eligible populations receive the needed services from competent providers at a reasonable cost.
- The behavioral health services delivery system should be effective, fiscally efficient, and sustainable over time.
- The behavioral health services delivery system should promote community education and anti-stigma programs to encourage and assist the community it serves to value people.
- The behavioral health services delivery system should provide an independent and impartial avenue for consumers, family members, advocates, providers, and stakeholders to seek resolution of complaints.

To achieve our mission, the Board of Directors has adopted goals, strategies, and specific action plans. The Board of Directors has directed staff to develop an *Annual Work Plan* to implement the action steps and achieve the goals.

**Goal I: To assess the behavioral health needs in the NorthSTAR region to identify needs and gaps and set priorities through a comprehensive regional plan.**

**Strategy I.1** Involve the community in the development of a regional action plan designed to assess the behavioral health needs of our community.

Action Plan Conduct public forums at least twice annually in which the *State of the Service Delivery System* will be provided and in which the community may provide feedback.

Process Measure Number of community forums held as indicated by announcements and summaries of each forum and attendance that will be reflective of consumers, family members, advocates, providers, policy makers or their representatives, and other stakeholders.

Outcome Measure Published summary of the implications and recommendations generated therein.

Action Plan Develop and distribute a *Needs Assessment* instrument through which consumers, family members, advocates, providers, and other stakeholders may identify and prioritize systemic needs.

Process Measure A *Needs Assessment* instrument will be developed in collaboration with the agency's Advisory Councils.

Process Measure The *Needs Assessment* Instrument will be distributed to consumers, family members, advocates, providers, and other stakeholders. The method of distribution will be outlined in the *Annual Work Plan* and will take into account the return rate from methods used the previous year.

the Outcome Measure

Report in which the needs of  
community were identified and  
prioritized and in which  
recommendations were  
proposed to meet the needs.

**Strategy I.2**

Utilize formal Advisory Councils designed to provide DANSA with vital feedback and information regarding the service delivery system.

Action Plan

The Board of Directors will receive input from Advisory Councils to insure that the community may be represented in policy and systemic recommendations.

Process Measure

Methods will be delineated to insure that the Board receives input from the Advisory Councils.

Outcome Measure

Input will be reviewed and analyzed to provide the Board with recommendations relevant to the behavioral health service system and the agency's strategic plan.

Process Measure

Develop, in concert with the Advisory Councils, specific strategies to solicit and provide input into the regional plan.

Outcome Measure

The strategic plan will include an analysis of the input received from the Advisory Councils and the implications of the recommendations.

**Strategy I.3** Produce a NorthSTAR Regional Plan in which issues, services gaps and unmet needs as well as potential solutions are identified.

Action Plan Collected *Needs Assessments* will be analyzed and needs, gaps, priorities, and potential solutions will be addressed.

Process Measure Collected/returned *Needs Assessments* will be analyzed according to the nature (consumer, family member, etc.) of the participant as demonstrated by the analysis of participant responses contained in the report.

Outcome Measure The Regional Plan will identify and prioritize the region's needs, include recommendations and potential solutions for addressing the identified needs. The plan will be adopted by the Board of Directors and forwarded to the State before the negotiated due date.

**Goal II: To assess and develop policies and recommendations to be considered by the State regarding the structure, process, and outcomes of the behavioral health service delivery system**

**Strategy II.1** Develop and recommend specific performance measures through which fulfillment of the Service delivery contract between the Contractor(s) and the State can be monitored.

Action Plan The contract between the State and the BHO will be examined and specific performance measures will be selected by the Board's Committees with input from the Advisory Councils.

Process Measure Contractual requirements will be delineated and shared with the Board's Committees and Advisory Councils as evidenced by a chart of contract deliverables.

Outcome Measure A specific set of performance measures will be determined as evidenced by the development of a monitoring instrument, and a report examining performance and the subsequent systemic implications will be generated on a quarterly basis.

**Strategy II.2**

Develop and implement a reporting format and frequency through which the results of monitoring activities, as well as relevant recommendations, can be shared with state and local officials.

Action Plan

Local and State officials will be consulted with, at least annually, to determine the reporting format.

Process Measure

A summary chart delineating each entity's reporting needs will be developed.

Outcome Measure

Reports and recommendations and their implications will be provided to State and local officials as requested, but at least annually.

**Strategy II.3**

Develop and implement measures designed to examine and generate relevant recommendations regarding overall behavioral health policies as they affect the service delivery system throughout the NorthSTAR Service Delivery Area.

Action Plan

Analyze the monitoring activity results to identify possible trends and issues.

Process Measures

Trends and issues will be identified in reports provided to the Board of Directors.

Outcome Measure

Specific policy recommendations will be made to State and local officials to address the identified trends and issues.

**Strategy II.4**

Develop Operations Policy and Procedures  
Manuals for the agency and the Board.

Action Plan

The Board of Directors will identify specific  
areas for which policies are needed.

Action Plan

Staff will identify specific areas for which  
procedures are needed.

Process Measure

Specific areas for which policies are  
needed will be prioritized.

Outcome Measure  
the

Policies and procedures for  
highest priorities will be developed  
for adoption by the Board of  
Directors.

**Strategy II.5** To support continuous quality improvement programs designed to monitor and improve the behavioral health service delivery system and the internal operations of DANSA.

Action Plan To identify specific monitors for continuous quality improvement that will include, but not exclusively, contractual and financial responsibilities of the agency.

Process Measure To create accounting procedures that adhere to those contract requirements.

Outcome Measure A Board approved audit that is acceptable to the funder.

Action Plan To plan for the implementation of a systemic CQI committee that will monitor the service delivery system throughout the catchment area.

Process Measure Identification of systemic CQI committee members.

Outcome Measure Written plan on the implementation of a systemic CQI committee to be prepared by the end of FY 2002.

Action Plan Develop and implement a system to monitor satisfaction with DANSA's efforts to resolve complaints.

Process Measure A representative sample sufficient to provide useful data of the complainants who call DANSA will be surveyed.

Outcome Measure A corrective action plan will be generated as needed.

**Goal III: To facilitate advocacy, education, and problem resolution for stakeholders and to partner with stakeholders in the planning, development, implementation, and evaluation of behavioral health services**

**Strategy III.1**                      Coordinate/facilitate the development of Single Portal  
Authority functions with medical, law enforcement, and judicial stakeholders.

Action Plan                      Continued development/implementation of a plan to ascertain current SPA activities in each county insuring that medical, law enforcement, and judicial entities are included.

Process Measure                      Conduct county-specific forums in which selected individuals confer in the development and implementation of a county-specific plan.

Outcome Measure                      Summary of recommendations, barriers, and implications of implementing each county's plan regarding the SPA.

Action Plan                      Entities providing similar education will be identified and efforts will be coordinated.

Process Measure                      A meeting with the entities providing similar education will be held to collaborate upon a common curriculum.

Outcome Measure                      A coordinated plan to insure coverage throughout the NorthSTAR Region will be developed and reviewed annually.

Action Plan                      Education regarding the service delivery system and mental illness/substance abuse

will be provided to enhance the officer's ability to respond to crises in the community.

- |                 |                                                                                                                                    |
|-----------------|------------------------------------------------------------------------------------------------------------------------------------|
| Process Measure | Local officers in charge of training will be contacted and offered the training as evidenced by a mailing list.                    |
| Outcome Measure | Officers from each county will receive training.                                                                                   |
| Process Measure | Staff will develop methods to evaluate the effectiveness of the curriculum and training delivery.                                  |
| Outcome Measure | A report will be generated in which the activities will be evaluated and an action plan for future improvements will be addressed. |

**Strategy III.2**      Develop and implement procedures to investigate and resolve complaints from consumers, family members, providers, and stakeholders as well as local and state officials.

Action Plan

Complaint data will be used to identify patterns and "outliers".

Process Measure

An analysis of complaint data delineating trends and significant occurrences will be conducted as least annually.

Outcome Measure  
to

Complaint data will be utilized to identify specific recommendations for improvement in the delivery of care.

**Strategy III.3** Coordinate/facilitate the education of local judicial officials regarding mental health commitment statutes and facilitate/develop specific measurements through which the functions of the Single Portal Authority can be monitored as well as insuring that regulations governing the SPA are adhered to.

Action Plan Develop and implement a system through which SPA activities can be monitored and tracked.

Process Measure A contract between DANSA and ValueOptions will be agreed upon in which monitoring activities and methods for sub-delegating activities as well as the responsibilities of the entity to which the SPA functions are sub-delegated are delineated.

Outcome Measure Quality Improvement activities will indicate that the conditions of the contract between DANSA and ValueOptions have been met.

Action Plan Develop and implement a plan to which each county can agree.

Process Measure Delineate all statutes regarding the SPA.

Outcome Measure Each county will agree to a plan regarding mental health court commitments.

**Strategy III.4** Coordinate/facilitate the education of consumers, family members, advocates, providers, stakeholders, and the community-at-large in matters relating to the service delivery system.

Action Plan DANSA will attend, host and/or conduct public forums through which the community may become more knowledgeable about the service delivery system.

Process Measure Develop, before the end of the year, educational materials that provide stakeholders with a concise picture of the serviced delivery system.

Outcome Measure Educational materials will be made available to stakeholders in all counties.

**Strategy III.5** Build and maintain an interactive web site through which the community may access information and interact with DANSA staff regarding DANSA and the service delivery system.

Action Plan

An interactive website will be used to share and gather information.

Process Measure

Identify pages for the website and contract for design and implementation.

Process Measure

Staff will evaluate the usage patterns of the website.

Outcome Measure  
be

A fully interactive website will be operational.

**Strategy III.6** Facilitate, regionally and locally, the activities of the Children's Resource Coordination Groups.

Action Plan Improve and refine the procedures regarding the coordination of the Children's Resource Coordination Groups.

Action Plan Support each county's efforts to address the needs of multi-agency youth.

Process Measure Monitor and encourage the participation of each mandated agency and report participation to the CRCG's.

Outcome Measure Each county will staff referred youth.

Outcome Measure 80% of the referred youth will be staffed within 45 days of the initial referral.

**Strategy III.7** Collaborate with other agencies in the delivery of behavioral health programs and the current service delivery system that may include a combination of funding streams.

Action Plan Identify the behavioral health responsibilities of other agencies and facilitate the coordination of delivery systems.

Process Measure Membership in an Executive Director's *Roundtable* will be identified.

Outcome Measure An Executive Director's Roundtable will be established in each county.

Outcome Measure Round A report and analysis of the Round Tables' activities will formulate specific recommendations for future coordination activities.

**Goal IV: To secure additional funding to develop and sustain a comprehensive service delivery system**

**Strategy IV.1** Identify and procure additional funding to address unmet needs and/or gaps in services.

Action Plan Funding sources for the top five service needs identified in the Regional Plan will be identified.

Process Measure Federal, state, and private agencies that traditionally have funds in the general area will be identified.

Outcome Measure At least 4 grants will be written to address unmet needs and/or fill service gaps in the community.

**Strategy IV.2** Identify and procure additional funding that support, enhance, or expand the agency's ability to fulfill its mission.

Action Plan Funding sources that assist DANSA in fulfilling its mission will be identified.

Process Measure Federal, state, and private agencies that may have an interest in the mission and goals of the agency will be identified.

Outcome Measure At least 3 grants will be written to further the agency's ability to fulfill its mission.

**Strategy IV.3** Solicit the local county match assigned to each participating county.

<u>Action Plan</u>	Develop the county match requirements and educate local government officials regarding match requirements.
Process Measure	Inform local county commissioner courts regarding the match prior to the county entering the budgeting process.
Outcome Measure	All of the participating counties will contribute be informed of county match requirements.

**Goal V: To advocate for the efficient allocation and use of resources**

**Strategy V.1** Examine the current allocation and uses of resources and submit recommendations to funding entities.

<u>Action Plan</u>	Submit a proposal and recommendations, as needed, to the State regarding the current allocation of funds.
Process Measure	Acquire, review, and report on the distribution of funds (i.e., funds spent for CD, MH, housing, medication, Medicaid vs. General Revenue, etc.).
Outcome Measure	Recommendations submitted to the State will be (1) based upon empirical data and sound clinical practices, (2) be approved by the Board of Directors.

**Strategy V.2**

Examine the current allocation and uses of resources of TDPRS, TDCJ, and other state agencies and develop policy recommendations and/or position papers regarding the allocation/distribution/utilization of such funds.

Action Plan

Acquire and examine the behavioral health funding strategies of state agencies.

Process Measure

Report detailing the behavioral health funding strategies of state agencies.

Outcome Measure

Board-approved policy recommendations and/or position statements will be forwarded to TDMHMR, the respective state agency, and relevant policy makers.

**Goal VI To insure the effective and efficient implementation of Single Portal Authority functions**

**Strategy VI.1** Develop and execute contractual requirements with the entities to which the SPA functions have been delegated.

Action Plan Review the relevant statutes and identify the specific tasks and responsibilities of the Local Behavioral Health Authority regarding the Single Portal Authority.

Process Measure Determine the methods with which the Contractor(s) will implement those tasks delegated to them and the data required for and methods for monitoring the contract.

Outcome Measure Execute a written contract between the DANSA and the Contractor.

## **Focus on the System**

To be effective, a Local Behavioral Health Authority must remain focused on the system of care while resolving issues with the individual. DANSA is committed to *looking at the big picture*, thereby enabling the agency to identify and resolve system-wide issues. Examination from a systemic approach facilitates the identification of trends and thus enables DANSA and the community to propose solutions prior to problems that may arise.

DANSA, as the Local Behavioral Health Authority, has reporting responsibilities to both the State and to the Commissioners Courts of each county. Inherent in these relationships is the formation and sustenance of formidable partnerships.

## **Critical Issues for the Future**

As the State of Texas selects the model for the future, DANSA must be prepared to assume more authority functions previously retained by the State Authority TDMHMR. In doing so, DANSA will also retain greater responsibility for system accountability and responsiveness to the priorities of local communities. DANSA must be prepared to be accountable for local governance, planning, policy development, resources development and allocation, oversight of the system of care, network development, and quality management.

As the State of Texas re-defines the service delivery model, the delivery of Blended mental health and substance abuse services should serve as a model for further development. Currently, there are silos of behavioral health treatment and funding. For example, the Texas Department of Protective and Regulatory Services provides its clientele with certain behavioral health services. These services and the providers who provide them may be independent of NorthSTAR. Consequently, care may be interrupted or ceased entirely. As DANSA moves forward, blending all publicly funded behavioral health services must become a priority.

The level of funding will continue to be a critical issue. Currently, the State of Texas ranks in the bottom five in funding for mental health and substance abuse. The NorthSTAR Service Delivery Area ranks near the bottom in funding within the State of Texas. Data from the initial two years of NorthSTAR provides evidence that more citizens need services than there are funds to serve them. It is commonly accepted that monies spent on treatment generates considerable savings in the judicial and

medical arenas. The level of funding will be a decisive factor in the system's ability to meet its needs.

## Glossary of Terms

Advisory Councils	Appointed individuals or organizations who may collectively advise the Board of Directors and assist staff in identified activities
Annual Work Plan	A didactic plan, developed by staff, to achieve the goals of the strategic plan
Behavioral Health	Mental health, substance abuse, and/or dual diagnosis issues/disorders
Continuous Quality Improvement	A program to monitor and improve systemic and internal operations
Contractor	The Behavioral Health Organization contracted with the State of Texas to manage the delivery of services
DANSA	The Dallas Area NorthSTAR Authority
Local Behavioral Health Authority	(LBHA) The local organization to which specific functions of the Texas Department of Mental Health and Mental Retardation have been delegated
Needs Assessment	A survey of stakeholders designed to identify behavioral health needs in the service delivery area
NorthSTAR	A Medicaid, managed care pilot uniquely involving blended funding and services for the delivery of mental health and substance abuse treatment
NorthSTAR Service Delivery Area	Collin, Dallas, Ellis, Hunt, Kaufman, Navarro, and Rockwall Counties
Ombudsman	A dispute resolution practitioner who (1) receives complaints, concerns, and questions from individuals; (2) works to resolve these issues, making recommendations on individual matters where appropriate; and (3) brings to an DANSA's attention chronic or systemic problems and makes recommendations for improvement.
Outliers	Agencies/Individuals whose standards of practice fall on either side of the norm
Public Forum	An open meeting of stakeholders in which no action of the Board of Directors is taken

Single Portal Authority	(SPA) the local entity responsible for monitoring the processes for involuntary mental health treatment
Stakeholders	Agencies such as the local school districts, Texas Department of Protective and Regulatory Services, Texas Department of Criminal Justice. Stakeholders do not generally receive or provide direct services.
State	The State of Texas; principally the Texas Department of Mental Health and Mental Retardation and the Texas Commission on Alcohol and Drug Abuse
Texas Commission on Alcohol and Drug Abuse	(TCADA) The single state agency charged with contracting for and monitoring the delivery of substance abuse treatment and prevention services
Texas Department of Mental Health and Mental Retardation	(TDMHMR) The single state agency responsible for contracting for, delivering, and monitoring services for individuals with mental illness or mental retardation

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## Authorization

**This Strategic Plan is approved and authorized by the Board of Directors on \_\_\_\_\_, \_\_\_\_\_.**

\_\_\_\_\_  
Lynelle C. Yingling, Ph.D., Chair  
Rockwall County

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Jerome Byers, M.D., Vice-Chair  
Dallas County

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D Matteson Pascal, Secretary  
Dallas County

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Lois Olson, Treasurer  
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Laurie Ann Base  
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Tommy Eubanks  
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Mackie Owens  
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Phyliss Gipson  
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Judge Wayne Gent  
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Commissioner Dave Garret  
Navarro County