



Systems of Care Leadership Series

In 2003 the Federal Children's Bureau funded nine demonstration grants, across 18 communities, to test the efficacy of a system of care approach to improving outcomes for children and families involved in the child welfare system. This 5-year initiative, entitled *Improving Child Welfare Outcomes through Systems of Care* (Systems of Care), focused on infrastructure development to strengthen the capacity of human service agencies to support families involved in public child welfare through a set of six guiding principles:

- ▶ Interagency collaboration.
- ▶ Individualized, strengths-based care.
- ▶ Cultural and linguistic competence.
- ▶ Child, youth, and family involvement.
- ▶ Community-based approaches.
- ▶ Accountability.

To support grant communities' efforts in building systems of care and to learn more about systems and organizational changes within child welfare, the Children's Bureau established the National Technical Assistance and Evaluation Center for Systems of Care (Center).

As the Systems of Care initiative progressed, it became clear that leadership was an essential component for successful implementation. To understand this critical aspect further, the Center's national evaluation team conducted an in-depth qualitative study, *Leadership in the Improving Child Welfare Outcomes through Systems of Care Initiative*. The study draws on qualitative data collected in interviews with key stakeholders across participating communities to describe the characteristics of effective leaders and explore the processes they use to achieve systems and organizational change.

To help put research into practice, the Center developed a series of action briefs on key leadership topics for administrators and program managers responsible for systems change initiatives. These action briefs highlight key findings from the leadership study, share lessons learned by Systems of Care grantees, and outline key steps for initiative leaders to advance systems and organizational change.

Building and Sustaining Child Welfare Partnerships

Over the past two decades, the importance of interagency collaboration and community partnerships in child welfare has been increasingly recognized. Working together, child welfare agencies and other child- and family-serving agencies and community organizations can offer a comprehensive and coordinated array of services and support to meet the complex needs of children and families and build on their strengths. Collaboration also helps agencies to work more efficiently by leveraging existing funds and reducing fragmentation and duplication of effort. Moreover, collaboration helps establish a foundation for shared responsibility for ensuring permanency, safety, and well-being.

Interagency collaboration and community-based approaches were fundamental, guiding principles in the Children's Bureau Systems of Care initiative. This action brief summarizes Systems of Care evaluation findings related to collaboration and draws from the lessons learned by Systems of Care communities to present key steps and strategies for building and sustaining effective partnerships. While collaboration is discussed here in the context of systems of care, the lessons learned and tips offered have broader application to other child welfare partnership activities that involve building community collaboratives or fostering one-on-one relationships with other child- and family-serving organizations or community members.

Collaboration within Systems of Care

Implementation of the Systems of Care initiative promoted interagency collaboration and partnerships at the systems and individual levels. At the systems level, grant communities developed collaborative governance bodies that brought together representatives from public and private agencies, community organizations, and families involved in the child welfare system. This group of diverse stakeholders developed strategic plans for promoting the use of promising practices, implemented cross-system programs and trainings, and



identified opportunities for broadening and integrating local services for vulnerable families. At the direct service level, child welfare staff collaborated with other agency staff, families, and their support networks on child and family case planning activities and team decision-making meetings.

The road to successful partnerships, however, was not always a direct one. Although Systems of Care grant sites were able to convene collaboratives early in the initiative, it often took 3 to 4 years to build the necessary infrastructure and develop the commitment and trust among collaborative partners needed to produce real systems change. Data from surveys of collaborative members suggested that collaborative development often followed an uneven developmental trajectory. That is, ratings in collaborative and capacity building variables—such as shared vision, cohesion, communication, conflict management, and leadership—rose and fell as stakeholders began to develop relationships, encountered barriers or conflicts (e.g., turf issues, leadership, and staff turnover), and then resumed development of trust in the work of the collaborative. Over the grant period, the formalization and cohesion of the collaborative work increased while conflict among stakeholders decreased (National Technical Assistance and Evaluation Center for Systems of Care, 2010¹).

Key Steps and Strategies for Building Partnerships

The experiences of the child welfare-led Systems of Care communities point to six key action steps for forging partnerships with child- and family-serving organizations and community members (see Exhibit 1).

1 For detailed findings from the cross-site evaluation, see Systems and Organizational Change Resulting from the Implementation of Systems of Care, available at www.childwelfare.gov/management/reform/soc/communicate/initiative/evalreports/reports/SystemsandOrganizationalChangeReport.pdf.

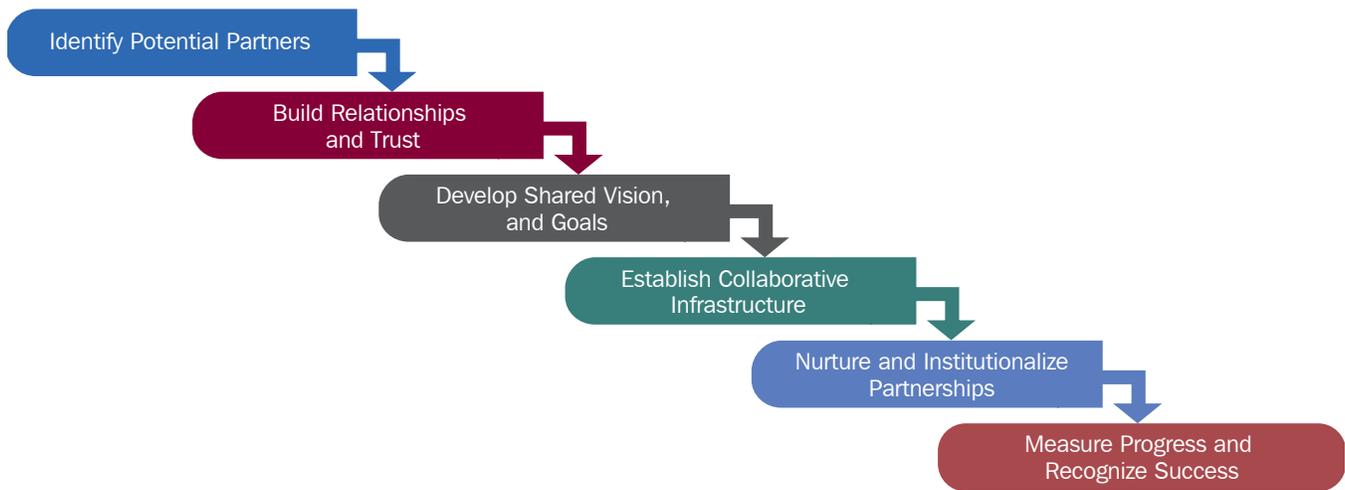
Evaluation Findings

The cross-site evaluation of Systems of Care (National Technical Assistance and Evaluation Center for Systems of Care, 2010) found that:

- Community partners perceived that their collaborative efforts were effective in promoting positive changes in policies, procedures, and practices and, ultimately, in creating positive outcomes for children and families.
- Child welfare staff felt increasingly encouraged and supported to adopt collaborative practices and community-based approaches.
- Child welfare agencies experienced increases in broad-based community support, which helped them weather crises associated with child fatalities.
- Interagency partners became more active participants in child welfare case planning processes and their services to children and families in the child welfare system nearly tripled.



Exhibit 1: Action Steps for Forging Partnerships



Step 1: Identify Potential Partners

Collaborative efforts begin with getting the right people to the table. While leaders may initially turn to personal contacts, well-known people, or individuals who can contribute resources, it is important that partners have the qualities and capacity to make meaningful and ongoing contributions to the effort (Schene et al., 2010). In building community collaboratives, partners should represent a diverse group of agencies, organizations, and community and family members. There should be a balance in representation among professionals and family/community members (i.e., not just one “token” parent representative). Further, partners should reflect the racial and cultural diversity of the community represented. Engaging diverse stakeholders helps ensure that multiple perspectives and concerns will be heard.

Systems of Care leaders sought strategic partnerships with representatives from:

- Public and private agencies that address the multiple and overlapping needs of children and families in the child welfare system (e.g., mental health, health, alcohol and other drug treatment, education, Head Start and early childhood education, courts, juvenile justice, probation, domestic violence).

- Community-based organizations that provide services and support to families, such as schools, churches and mosques, youth-serving organizations, neighborhood coalitions, hospitals, housing projects, and local businesses.
- Family and community members served by the child welfare system.²

Some communities already had mandated collaboratives established by ongoing State or county reform efforts; they leveraged existing entities looking only to add key players missing from the table. With interagency and community collaboration becoming a common prerequisite for government and foundation initiatives, communities frequently face multiple requirements for collaborative groups and often will turn to the same group of people to serve on them. Systems of Care communities found that by capitalizing on existing community collaboratives they saved considerable time and effort in recruitment since many key stakeholders already were involved. Furthermore, the partners had existing relationships from which to

² For more information specific to partnerships with families, see the *Building Agency Capacity for Family Involvement*. Action Brief. (Available at: <http://www.childwelfare.gov/management/reform/soc/communicate/initiative/actionbriefs/briefs/BuildingAgencyCapacity.pdf>); and *Building Family Capacity for Family Involvement*. Action Brief. (Available at: <http://www.childwelfare.gov/management/reform/soc/communicate/initiative/actionbriefs/briefs/BuildingFamilyCapacity.pdf>).



Tip From the Field

Empower champions. Change agents with a passion for the shared vision can help open doors, bring others on board, and motivate support. In the community, finding one constituent who believes in what you are doing can help in recruiting other constituents.



“Go out and start connecting, schmoozing. Until your {collaborative initiative} is in policy and practice, you need champions.... Engage people where they are at.... Ask yourself, ‘Who are the key people you need to make this work?’ Then go talk to them.”

– Systems of Care Director

build. A disadvantage of using an existing collaborative body, however, was that these groups often guided the implementation of multiple initiatives and, therefore, had less time and attention to devote to any one effort.

Step 2: Build Relationships and Trust

In outreach efforts, child welfare administrators and initiative leaders must frequently answer the question, “*What’s in it for me?*” (National Technical Assistance and Evaluation Center for Systems of Care, 2008). This often means identifying how collaboration can improve the effectiveness or efficiency of meeting mandates to serve a specified audience. While recruiting partners, Systems of Care leaders needed to make sure that partners understood not only the purpose and goals of the initiative, but also how the initiative was relevant to their particular agency or organization and how they could benefit from working together to meet the needs of children and families. When working with diverse partners, it is important to tailor messages accordingly.

Trust is an essential component of effective partnerships. Developing trust was particularly significant in Systems

of Care communities in which many partners had never been invited to collaborate with the child welfare agency before and sometimes had to overcome negative preconceptions and mistrust toward the child welfare agency. Systems of Care leaders built trust among partner organizations and the community in various ways. One agency director invited partners individually to breakfast or lunch to establish one-on-one relationships. Others held special group events, such as cross-systems mixers in which staff from varied agencies got to know each other through team-building exercises and shared meals. Cross-systems training also helped staff from different agencies build connections while they gained a better understanding of each other’s work. Some project directors invited external agency representatives to join in child welfare agency committee meetings and planning taskforces, while others joined committees coordinated by partner organizations to demonstrate their commitment to shared work. Working together on cross-system workgroups, partners not only accomplished designated tasks but also grew to understand the strengths and contributions of fellow partners.

“Cultivate relationships because the beginning of {collaboration} is all about relationships. After you develop the relationships and show that {the initiative} is really a good thing and is the right thing to do, you can get that put into policy and it will start taking care of itself. But it starts with relationships.”

– Systems of Care Director

Listening proved to be a critical initial stage of building trust and establishing relationships in the community. Grant communities held town hall meetings, forums, and community needs assessments to gather information about perceived needs and ways in which the child welfare agency could work with community members to better serve children and families. Stakeholders suggested conducting outreach through non-traditional means, which included going to places where community members spend their time—in one community, the local Laundromat.



Tip From the Field

Speak the same language. The various agencies involved in collaborative initiatives frequently use jargon and acronyms well known within their own field, but perhaps less well recognized in other fields. Sometimes, a term from one discipline may be understood differently in another discipline. In addition, family representatives and community members may feel uncomfortable or even intimidated by the use of unrecognized terminology. To foster effective communication and set a foundation for collaboration, it is important that all participants share common language and avoid jargon. Also, “people first” language can be very empowering when talking about children and families, as in, for example, referring to a child who has been abused rather than an abused child.

Step 3: Develop Shared Vision and Common Goals

The foundation for collaboration is a shared vision and commonly held goals. Leaders need to spend time cultivating a vision statement that expresses what the group is working toward. This vision underscores where the interests of diverse partners intersect and serves as motivation for working toward common goals that support the vision.³ Under Systems of Care, most partners united around a mutual interest of achieving better outcomes for children and families.

³ For more information on shared vision, see *Creating and Communicating Shared Vision. Action Brief*. Available at: <http://www.childwelfare.gov/management/reform/soc/communicate/initiative/actionbriefs/briefs/CreatingandCommunicatingaSharedVision.pdf>.

Empowering Community Partnerships in Bed-Stuy, NY

After operating within a long history of distrust among child-serving agencies, as well as between these agencies and the community, the CRADLE in Bed-Stuy, a Systems of Care community, recognized that systems change had to begin with building trust. Their CRADLE project engaged in extensive community outreach and engagement activities:

- A series of community forums and dialogues about the role of child welfare.
- Family Fun Days at neighborhood schools and other events to promote awareness of child safety and well-being.
- Community site visits at housing complexes.
- Meetings with representatives from the police precinct, public housing, and local hospitals with a goal of creating a “safety net” for children in the community.
- Cross-systems training for child welfare staff and community members to understand local child-serving agencies’ scope of work.
- Distribution of comprehensive community directories to child welfare staff with information on nearly 200 community resources.
- Professional development and leadership trainings to empower community members to become more involved with the child welfare system.
- Engagement of community constituents in family team conferences.

Community outreach and engagement efforts resulted in far-reaching changes in the relationships between the child welfare agency and the community. Positive outcomes were reflected in ongoing dialogue between child protective staff and community members, improved referrals from child welfare staff to community-based services, and new protocols to address child safety issues. In addition, community constituents adopted more active roles by helping to engage families through the case planning process. A core group of community activists, most of whom had little prior involvement with the child welfare system, emerged and subsequently incorporated as a nonprofit, the Bed-Stuy Advocates. The community is now an integral partner in child protection activities.

“When you’re looking at having agencies work together there’s always that challenge of ‘turf,’ you know, ‘this is what I do and this is what you do.’ ... So [it becomes about] bringing people to the table and being OK with having that tough conversation around ‘how can we benefit each other? how can we work together? and how can we benefit the families that we’re working with?’”

– *Systems of Care Project Manager*

Needs assessments can help collaboratives base their goals and objectives around evidence-based needs and identify potential barriers and appropriate strategies. To gather input and feedback, Systems of Care communities administered parent surveys, conducted needs assessments among target groups, and held community forums among representatives of birth parents, foster parents, kin caregivers, grassroots organizations, faith-based groups, and other community members. Data generated from surveys and assessments helped to build consensus around pressing issues and foster commitment to planning for joint solutions.



Tip From the Field

Be mindful of partners’ differing priorities and agendas. Systems of Care leaders indicated that it is important to acknowledge partners’ priorities and, to the extent possible, align those priorities with the overall vision and goals of the partnership. At the same time, leaders must be realistic and recognize that sometimes individual agendas do not fit with the collective goals. As one stakeholder recommended, “As a leader, you need to be strategic in respecting your partners and not [necessarily] always agreeing with them but making sure that at the end of the day, when you leave the table, they feel heard and respected, even if you’re not going to be able to support their particular agenda.”



Step 4: Establish a Collaborative Infrastructure

Interagency and community partnerships benefit from structural elements that help organize and support ongoing collaboration. These may include the following:

- **Governance structure.** Governance refers to an interagency entity or operating structure authorized to make decisions and set strategic direction for activities, tasks, and functions. The entity develops interagency solutions to address the needs of a specified target population or geographic area. Moreover, the governance structure clarifies roles of authority, responsibility, and accountability (DeCarolis, Southern, & Blake, 2007).⁴
- **Strategic plan.** A strategic plan articulates the shared vision, specifies related goals and measurable objectives, and lays out identified strategies for achieving them. Ideally, strategic plans reflect input from partners as well as community representatives and family members.⁵ In addition, some communities find the development of bylaws or other governance documents useful to keeping collaborative activities on track.

4 For more information and resources related to building an interagency governance structure, see the *Systems of Care Governance Toolkit*, available at: www.childwelfare.gov/management/reform/soc/communicate/initiative/soctoolkits/governance.cfm

5 For more information and resources related to strategic planning, see the *Systems of Care Strategic Planning Toolkit*, available at: www.childwelfare.gov/management/reform/soc/communicate/initiative/soctoolkits/strategicplanning.cfm



Tip From the Field

Engage decisionmakers as well as “doers.” One Systems of Care community recognized that participants on their governance structure often were not able to move their work forward because it ultimately required policy changes, so they formed an executive oversight committee of top-level administrators. When issues arose that required amending policies or developing new ones, the proposed policy change was elevated to the executive committee for review and approval. Once the executive committee provided official approval to make system improvements, subcommittee members could then begin the day-of-day work of implementing them.

- **Workgroups or subcommittees.** Manageable work groups with diverse representation may be organized to address a specific function (e.g., cross-agency information-sharing, cross-training, coordinated case management) or an identified audience (e.g., infants, emancipating youth, kinship caregivers).
- **Designated staff/coordinators.** Assigning staff with specific day-to-day responsibilities for planning and implementing collaborative activities facilitates progress. If no one is given the specific responsibilities for reserving a meeting room or emailing agendas, for example, momentum can slow to a halt. Dedicated coordinators—who have earned the respect of both child welfare and partner staff—can help sustain focus on collaboration, identify needed resources, and address potential barriers.
- **Communication avenues.** Accessible and continuous channels of communication are needed to promote an exchange of information and enable ongoing dialogue and feedback essential to a cohesive approach. In addition to internal communication channels among partners (e.g., routine meetings, email, listservs, newsletters), external communication channels (e.g., press releases, websites, brochures) can be valuable to inform the public and potential partners about



partnership activities and generate more broad-based support.⁶

- **Financing arrangements.** Limited resources and funding constraints often create barriers to interagency activities. Partners should examine opportunities for maximizing the use of available resources through blended⁷ or braided⁸ funding and other financing strategies.⁹
- **Monitoring processes.** Monitoring and evaluation processes enable partners to observe progress and assess the impact of their efforts. Through continuous quality improvement, collected data can be used to shape decisions and refine collaborative activities going forward.¹⁰

6 For more information on communication strategies, see the *Systems of Care Communications Toolkit*, available at: www.childwelfare.gov/management/reform/soc/communicate/initiative/soctoolkits/communication.cfm

7 Blended funding refers to bringing together or pooling a variety of flexible funding streams on behalf of an individual or program.

8 Braided funding refers to bringing together categorical funding streams to support individuals or programs but not combining them. Each funding stream maintains its own requirements.

9 For more information and resources related to financial strategies for collaborative efforts, see the *Systems of Care Finance Toolkit*, available at: www.childwelfare.gov/management/reform/soc/communicate/initiative/soctoolkits/finance.cfm

10 For more information and resources, see the *Systems of Care Continuous Quality Improvement Toolkit*, available at: www.childwelfare.gov/management/reform/soc/communicate/initiative/soctoolkits/cqi.cfm

Selection and implementation of appropriate infrastructure elements may vary, depending on the level of partnership effort. For example, planning for joint case planning activities among multiple service providers may not need as fully developed an infrastructure as would a full-scale ongoing community collaborative.

Step 5: Nurture and Institutionalize Partnerships

Time and effort must be expended not only in establishing relationships, but also in nurturing and sustaining those relationships. While outreach was frequently emphasized in the early stages of Systems of Care, evaluation findings pointed to the importance of continuing engagement over time to reconfirm commitment and reenergize partners, who face competing priorities for their time and attention. Communities found annual retreats, interagency forums, and discussions of interim evaluation findings to be useful avenues for ongoing engagement.

Institutionalizing collaboration and promoting sustainability beyond a specific project period require integration of collaboration into agency policies. Policies not only help ensure participation in collaborative activities, they also facilitate the allocation of needed fiscal resources. Policy mechanisms that support the formalization of partnerships include interagency agreements and memoranda of understanding (MOUs)—written agreements that specify the relationships and responsibilities among two or more organizations that share services, clients, or resources (Schene et



al., 2010). These agreements facilitate partnerships by clarifying agency roles, specifying protocols for interagency activities, and addressing issues that impede collaboration, such as confidentiality. A step further along the policy continuum are statutes mandating interagency collaboration, enacted by State legislatures. In Jefferson County, Colorado, for example, legislation required collaboration among child- and family-serving agencies and provided for local interagency memoranda of understanding to coordinate services. This law facilitated the System of Care grant team’s ability to attract stakeholders to plan coordinated efforts, identify opportunities for maximizing available resources, and reduce duplication of services.¹¹



Tip From the Field

Develop practical tools and aids to support sustainable collaboration at the front line. Systems of Care stakeholders noted that gaining support among front line workers and supervisors was facilitated by tangible project components that aided day-to-day collaborative practices. Examples included protocols with specific guidance for Team Decision-Making meetings and a *One-Child One-Plan* fact sheet that supported communication between systems.

¹¹ For more information on policy development and sample MOUs and legislation, see the *Systems of Care Policy Toolkit*, available at: www.childwelfare.gov/management/reform/soc/communicate/initiative/soctoolkits/policy.cfm



Tip From the Field

Acknowledge contributions. Systems of Care leaders found that acknowledging people and their specific contributions was essential for keeping stakeholders motivated. Some suggested ending each meeting with a success story to highlight positive outcomes and help inspire continued work.

Policies and clear guidelines are critical to moving collaboration from the systems level to the practice level. Under Systems of Care, the involvement of partners in family conferencing and other case planning processes required attention to inter-agency and intra-agency policies, as well as changes in corresponding policy manuals, protocols, and training curricula. Communities also emphasized the importance of ongoing support, guidance, and outreach to overcome resistance among front line staff who may consider interagency collaboration as adding to their already demanding workloads.

Step 6: Measure Progress and Recognize Success

Monitoring activities and measuring progress are critical to ensuring that partnerships stay on track and achieve specified objectives. Several Systems of Care communities found logic models to be useful tools to facilitate communication about expected short- and long-term outcomes of initiative activities. Outcome data were viewed as a powerful tool to reassure existing partners of progress and to gain buy-in from new stakeholders. For example, one project director reported that maintaining data on the decreasing number of out-of-home placements helped to boost support among Systems of Care partners. Annual strategic planning meetings enable partners to showcase their outcome data from the previous year, reflect on accomplishments, assess areas needing additional attention, and develop new benchmarks for the upcoming year.

Fundamental Building Blocks in Effective Partnerships

Systems of Care stakeholders identified several factors essential for the formation of effective partnerships:

- **Trust.** According to stakeholders, trust was the foundation of effective partnerships. Leadership experts agree: *“Trust is the lubrication that makes it possible for organizations to work.... Trust implies accountability, predictability, and reliability”* (Bennis & Nanus, 2007, p. 41).
- **Shared interests and relevance.** To build commitment to a collaborative effort, potential partners must view its goals as relevant and beneficial to their individual interests as well as the collective good.
- **Leadership.** Strong and consistent leadership is needed to set the strategic direction and guide a collaborative effort. Leaders encourage partners to put aside traditional turf perspectives, overcome resistance, and view their roles in new ways.
- **Collaborative infrastructure.** Interagency partnerships need formal structural elements that support planning, communication, management, and monitoring of collaborative activities. A strong underlying structure, as well as designated staff, help to facilitate coordination and hold partners accountable.
- **Time and patience.** Establishing collaborative relationships with partners and building trust and commitment are developmental processes that take time. Systems of Care leaders remarked on the need to be persistent and to balance patience with the urgency for getting work done.
- **Buy-in at all levels.** Commitment from agency directors is essential for making collaboration a priority. As champions, they help encourage their staff as well as other agency leaders to similarly prioritize collaboration. While interagency collaboration may be initiated at the administrative level, buy-in is needed at the frontline, along with support from management and supervisors, to promote coordination and collaboration in day-to-day activities.

Recognizing success is also vital to maintaining morale and keeping partners motivated, particularly when roadblocks and challenges arise. Given the long term nature of building partnerships and the challenging collaborative work to be done, it is important to highlight incremental achievements on the path to the ultimate goals.

Conclusions

Moving beyond the rhetoric of “working together” and forging true collaborative partnerships that collectively plan, implement, and evaluate sustainable cross-systems activities can be a challenging process. It requires time, deliberate effort, and widespread commitment. The time and effort, nonetheless, are well spent, given the potential rewards of responding more effectively, efficiently, and comprehensively to the needs of children and families. Communities can apply the steps and tips presented here to forge effective partnerships, particularly as they work to improve outcomes for children and families. These steps and strategies, however, are only a starting point. Just as children and families need individualized solutions, so too, strategies for partnerships will need to be tailored to the specific needs, strengths, and context of the participating agencies and the communities they serve.



References

This publication draws primarily from:

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Additional references:

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Schene, P., Bragg, L., Newman, J., Shuman, M., Tacy, C., & Ritter Taylor, L. (2010). *Community partnerships: Improving the response to child maltreatment. User Manual Series*. Washington, DC: Children's Bureau. Available at: www.childwelfare.gov/pubs/usermanuals/partners/

For More Information – Selected Online Resources on Family Involvement

Child Welfare Information Gateway

www.childwelfare.gov/management/practice_improvement/collaboration

- *Community Partnerships: Improving the Response to Child Maltreatment. Child Abuse and Neglect User Manual Series*
www.childwelfare.gov/pubs/usermanuals/partners/

National Child Welfare Resource Center for Organizational Improvement

muskie.usm.maine.edu/helpkids/agency_collaboration.htm

- *Engaging Community Stakeholders and Building Community Partnerships. CFSR Training*
muskie.usm.maine.edu/helpkids/cfsr_training.htm
- *Primer Hands On—Child Welfare. Training for Child Welfare Stakeholders in Building Systems of Care.*
muskie.usm.maine.edu/helpkids/agency_col_primer.htm

National Resource Center for Permanency and Family Connections

www.hunter.cuny.edu/socwork/nrcfcpp

National Technical Assistance and Evaluation Center for Systems of Care

www.childwelfare.gov/management/reform/soc/communicate/initiative/ntaec.cfm

- *A Closer Look: Interagency Collaboration.*
www.childwelfare.gov/pubs/acloserlook/interagency/
- *Developing the Infrastructure for a Systems of Care. Webinar. July 29, 2010.*
<http://www.childwelfare.gov/management/reform/soc/communicate/initiative/ntaec.cfm#three>
- *Leadership in the Improving Child Welfare Outcomes through Systems of Care Initiative.*
www.childwelfare.gov/management/reform/soc/communicate/initiative/evalreports/reports/LeadershipBrief.pdf
- *Systems of Care Toolkits.*
www.childwelfare.gov/management/reform/soc/communicate/initiative/soctoolkits
 - Strategic Planning
 - Governance
 - System Management
 - Coordination of Services and Service Array
 - Communication
 - Policy
 - Finance
 - Continuous Quality Improvement
 - Training, Development, and Human Resources

