Overview

Cross-jurisdictional sharing (CJS) is the deliberate exercise of public authority to enable collaboration across jurisdictional boundaries to deliver public health services.

Collaboration allows communities to solve problems that cannot be solved—or easily solved—by single organizations or jurisdictions.

The Center for Sharing Public Health Services has created this Roadmap to help guide jurisdictions through the process of considering or establishing CJS arrangements.

What is Cross-Jurisdictional Sharing?

It is the deliberate exercise of public authority to enable collaboration across jurisdictional boundaries to deliver public health services.

Overview of the Roadmap

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<td>Explore</td>
<td>Prepare and Plan</td>
<td>Implement and Improve</td>
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<td>Is CJS a feasible approach to address the issue you are facing?</td>
<td>How exactly would it work?</td>
<td>Let's do it!</td>
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<tr>
<td>Who should be involved?</td>
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UPDATED IN 2017

A Roadmap to Develop Cross-Jurisdictional Sharing Initiatives

public authority
The power or right of elected officials, senior government administrators or governing bodies to enter into CJS relationships

collaboration
Working across boundaries and in multi-organizational arrangements to solve problems that cannot be easily solved by single organizations or jurisdictions

jurisdictional boundaries
The geopolitical dividing lines between respective entities served by the participating public health departments
Roadmap Phases

The Roadmap contains three distinct phases to guide jurisdictions through the CJS process:

- Explore
- Prepare and Plan
- Implement and Improve

During each phase, a series of questions should be answered. While the progression of phases should take place in the order presented, the questions posed within each phase do not necessarily have to follow the same order as listed in this document.

CJS partners should discuss all questions among themselves early in the process. Those questions that cannot be easily answered should become part of the larger CJS discussion.

If, on further examination, it becomes apparent some key issues from an earlier phase were overlooked, it is important to go back and resolve those issues before moving forward.

For those just beginning their effort, the Roadmap can provide an overview of how to develop a CJS arrangement and can help ensure that key questions and issues will be addressed. For those well underway with a CJS effort, it can serve as a checkpoint as they go forward. And, for those experiencing barriers in their CJS work, the Roadmap may help identify the issues and questions that need to be examined or re-examined before moving forward.

Keep in mind, this Roadmap is intended to be more of a guide than a set of specific directions for those working on or considering CJS for their jurisdictions.

Types of CJS Arrangements

The Center’s Spectrum of Cross-Jurisdictional Sharing Arrangements identifies four main types of CJS arrangements.

The governance model, financial structure and decision-making process can be different for each type of arrangement on the Spectrum. Generally, moving from left to right along the Spectrum, the level of service integration increases, the level of jurisdictional autonomy decreases, and implementation becomes more complex, as can governance.

Each type of arrangement has the potential to achieve gains in effectiveness and efficiency, particularly if designed and implemented following the steps outlined in this Roadmap.

Because there is not a one-size-fits-all approach to CJS, the steps in the Roadmap are designed to lead partners to the best type of arrangement for them.

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<thead>
<tr>
<th>Spectrum of Cross-Jurisdictional Sharing Arrangements</th>
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<tr>
<td><strong>As-Needed Assistance</strong></td>
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<tr>
<td>- Information sharing</td>
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<td>- Equipment sharing</td>
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<tr>
<td>- Expertise sharing</td>
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<td>- Assistance for surge capacity</td>
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Looser Integration

Tighter Integration

A Note About Planning

Before describing the phases in detail, it is important to note there are two separate and distinct planning processes that enable jurisdictions to know why sharing is beneficial and what will be shared before moving into how to share.

During Phase One: Explore, the planning activity is focused on conceptual feasibility, which establishes clarity about why to consider CJS and what to pursue. An important element of this phase is to make sure those most accountable and responsible are fully on board before moving forward.

The second planning process occurs during Phase Two: Prepare and Plan and emphasizes operational feasibility and implementation. The implementation plan comes from Phase Two.

Distinguishing between these two efforts is important. The activities in Phase Two must be based on the results of the exploratory activities from Phase One—these two phases can’t be done concurrently. This reflects the complexity of CJS work and in particular the necessity of making sure those most accountable and responsible are fully on board.

Phase One: Explore

Successful CJS requires the support of both policymakers (with the authority to enter into the shared arrangement) and health officials (responsible for carrying it out). Actively engaging these key parties in the exploratory phase helps secure their commitment. It is not sufficient to work from assumptions regarding the parties’ willingness; rather, it must be confirmed before moving on to implementation.

Activities in this phase identify:

- The respective and collective reasons or drivers for CJS;
- The history, culture, shared working experiences and public health perspectives of the participating jurisdictions;
- What is “on or off the table” when it comes to CJS relationships;
- What services or functions would be considered for sharing; and
- What is needed to develop and sustain the relationship among the jurisdictions.

CJS efforts that bypass the activities from Phase One: Explore may find themselves hitting unexpected roadblocks that could have been foreseen and addressed by a more thorough exploratory examination. It is important to start with a clear understanding of what is wanted and why it is wanted before considering the operational details. For example, examining legal options before being clear about the scope and goals of an initiative could inadvertently allow the legal mechanism to drive what might be considered for sharing.

Phase Two: Prepare and Plan

During the Prepare and Plan phase, the activities examine whether and how the issues addressed and agreed to in the Explore phase can be implemented. The outcome of the Prepare and Plan phase is an implementation plan that will meet identified goals. The activities in this phase address the logistical and operational aspects of implementing the intended CJS arrangement. These issues include communications, ongoing change management, financing, legal means, staffing, labor relations, facilities, timeline and others appropriate to the specific arrangement.

Phase Three: Implement and Improve

The Implement and Improve phase focuses on ensuring implementation meets the overall plan and respective parties’ goals underlying the CJS effort. In this phase, implementation progress is monitored and reported to partners and stakeholders. If needed, revisions to the implementation
plan are identified and initiated. And finally, the results of the CJS arrangement are evaluated relative to the desired outcomes of the key parties.

**Conclusion**

Since 2012, the Center for Sharing Public Health Services has provided technical assistance, resources and best practices to communities interested in CJS approaches.

During that time, the Center has learned that CJS—if carefully implemented—can help policymakers and public health officials increase effectiveness and efficiency in public health services. CJS does this by generating economies of scale, by allowing public health departments to enhance services, and by providing programs that otherwise would not be economically feasible.

The Center views this *Roadmap* as a living document. As such, the Center will continue to refine and modify it over time, as new learnings emerge. Watch the Center’s website for updates.

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**The Roadmap Starts Here**

Additional resources are available on the Center’s website: [www.phsharing.org](http://www.phsharing.org)

The Center provides resources to assist public health officials and policymakers as they consider and adopt CJS approaches. For an overview of the resources available, visit: [www.phsharing.org/ResourcesAvailable](http://www.phsharing.org/ResourcesAvailable)

For more information, or to provide feedback about this publication, please email us at phsharing@khi.org.
### Phase One: Explore

*Is CJS a feasible approach to address the issue you are facing?*

*Who should be involved in this effort?*

*Product: Conceptual feasibility study*

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<th>Areas</th>
<th>Examples of Issues to Consider</th>
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</table>
| **Goals and expectations:**  | • What is the issue that needs to be addressed?  
   **WHY would you consider CJS?**  
   • Can the solutions to the issue be found through internal management activities or reallocation of existing resources?  
   • Is CJS likely to help solve the issue being addressed?  
   • What are the goals of the CJS initiative being considered?                                                                                                                                 |
| **Scope of the agreement:**  | • What are the public health services currently offered by each jurisdiction?  
   **WHAT services and capacities would be shared?**  
   • What are the CJS agreements currently in place? What can we learn from them?  
   • What are the service gaps to fill?  
   • What could be considered for sharing?  
     a) Functions (e.g., billing, human resources, information technology)  
     b) Programs (e.g., WIC, environmental health)  
     c) Capacity (e.g., epidemiology, lab)  
   • What issues should NOT be considered because of lack of support?  
     What are the boundaries of this initiative that should not be trespassed? Are there features from your existing service sharing that you would want to retain? |
| **Partners and stakeholders:**  | • What is the history of relationships among the jurisdictions affected by this effort?  
   **WHO are the partners that should be involved?**  
   • What are the motivations of each key partner?  
   • Is there political willingness among stakeholders and those affected by the issue to explore CJS as a possible solution? Is CJS a feasible option?  
   • What are the guiding principles that the CJS effort would have? Do all the partners share these principles?  
   • What other individuals and groups does the issue affect, and how?  
   • Is the model being considered feasible? Will it have the support of stakeholders and those affected by the CJS initiative? |
| **Context and history**      | • What are possible strengths-weaknesses-opportunities-threats (SWOT) to consider in the development of the new initiative’s action plan?  
   • What can be learned from past CJS initiatives, including those that are not public health? |
## Phase Two: Prepare and Plan

*How exactly would it work?*

*Product: Implementation assessment and plan*

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<tr>
<td>Governance</td>
<td>• What are the governance options being considered for the new CJS agreement? &lt;br&gt; • What organizational structure is adequate to assure proper management?</td>
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<tr>
<td>Fiscal</td>
<td>• Do you know the current and prospective cost of the service to be shared? &lt;br&gt; • If applicable, how will cost be allocated? Or, what is the cost allocation plan among the jurisdictions? &lt;br&gt; • What are existing and potential funding streams that can assure adequate and sustainable operational funding? &lt;br&gt; • Are there issues that need to be addressed related to uneven levels of local taxation to support public health services among the jurisdictions involved?</td>
</tr>
<tr>
<td>Service implications</td>
<td>• Does the plan achieve a balance between increasing efficiency and effectiveness? &lt;br&gt; • Will public health essential services be provided in a manner that meets or exceeds current levels of performance? &lt;br&gt; • What are the policies and procedures for the services that will be shared? &lt;br&gt; • What are the reporting requirements for the services that will be shared? &lt;br&gt; • What are the potential and existing funding streams?</td>
</tr>
<tr>
<td>Workforce issues</td>
<td>• What human resources policies should be developed for shared employees? &lt;br&gt; • What happens if a shared employee has an issue with another department? &lt;br&gt; • What if the other department has a problem with a shared employee? &lt;br&gt; • How will vacation time and other leave be handled for shared employees? &lt;br&gt; • What workforce development trainings are needed? Has an assessment been performed to identify personnel skills and training needs?</td>
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## Phase Two: Prepare and Plan

*Continued from page 6*

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<th>Examples of Issues to Consider</th>
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<td>Legal sharing agreement</td>
<td>• What kind of agreement will be at the base of the CJS initiative?</td>
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<td>• Is the decision-making process clearly identified?</td>
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<td>• Who will have the authority to allocate resources?</td>
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<td>• Is the duration of the agreement clearly identified?</td>
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<tr>
<td>Legal issues</td>
<td>• Are there issues related to personnel and vendor contracts (e.g., benefits, collective bargaining agreements, procurement processes, etc.)?</td>
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<td>• Are there any liability and insurance issues to be addressed?</td>
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<td></td>
<td>• Does the CJS agreement conform to local and/or state rules, policies and procedures?</td>
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<tr>
<td>Logistical issues</td>
<td>• Are there implications of the new agreement for buildings, office space, transportation, other properties, etc.?</td>
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<td>• Are there adequate facilities to house all personnel, equipment and programs within reasonable geographical proximity to the customers for the shared services?</td>
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<tr>
<td>Communications</td>
<td>• How will the parties communicate?</td>
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<td>• Are there external audiences with whom the partners also should communicate? If so, is there a strategic communications plan in place?</td>
</tr>
<tr>
<td>Change management</td>
<td>• What changes will occur as a result of the CJS arrangement? Who will be affected? How will changes be managed and communicated internally as well as externally?</td>
</tr>
<tr>
<td>Timeline</td>
<td>• Is there a timeline including specific steps that have to be taken for the success of the sharing initiative?</td>
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<tr>
<td>Performance measurement</td>
<td>• How would the partners measure success?</td>
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<td>• How would you know if the initiative is successful?</td>
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<td>• If a baseline measurement is necessary, do you have enough baseline data?</td>
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### Phase Three: Implement and Improve

**Let’s do it!**

**Products:** 1) Monitoring, progress and evaluation reports, 2) Knowledge-sharing documents, 3) Revised plan

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| Implementation and management| • Are the activities being implemented as planned?  
• Is there a strong project management team in place?  
• Is senior-level support still assured?                                                                                                                   |
| Communications and change management| • Are the change management and the communications plans being implemented?  
• Are communications among all parties affected flowing well?  
• What are the specific concerns and communications needs of each group affected by the new initiative?                                                      |
| Monitoring and improving     | • Are the results of the activities successful?  
  • Is there a high level of satisfaction among the stakeholders and groups affected by the initiative?  
  • Are the goals of improved effectiveness and efficiency being achieved?  
  • Are there processes in place to periodically review the arrangement’s scope, goals and cost-sharing strategies, and to consider its continuation, modification or termination?  
  • Is the knowledge acquired being shared with the project team and other stakeholders?                                                                 |
| Future opportunities         | • Did this work for you in a way that opens the door for more sharing arrangements?                                                                                                                                         |