

A Roadmap to Develop Cross-Jurisdictional Sharing Initiatives

INTRODUCTION TO THE ROADMAP

Public Health departments are charged with protecting and promoting the health of their communities, and the Center for Sharing Public Health Services (the Center) is committed to helping health departments do this job efficiently and effectively. It has become increasingly challenging over the past decade for some health departments to meet their charge as budgets shrink and new public health challenges emerge. The Center provides tools and techniques that help health departments determine how best to use their resources and share them between jurisdictions so that they all can improve the health of the people they serve. The Center has created this *Roadmap to Develop Cross-Jurisdictional Sharing Initiatives* (the Roadmap) to help guide public health departments through the process of considering and establishing sharing arrangements across boundaries. The Center also has a companion website called COMPASS (<https://compass.phsharing.org>) that provides guided access to tools, methods and models to help you explore, prepare for, plan, implement, monitor and improve specific steps along the Roadmap.

We view the Roadmap as a living document and will continue to refine and modify it over time as new learnings emerge, so be sure to check out our website for updates. For more information or if you have questions, please email us at phsharing@khi.org.

WHAT IS CROSS-JURISDICTIONAL SHARING?

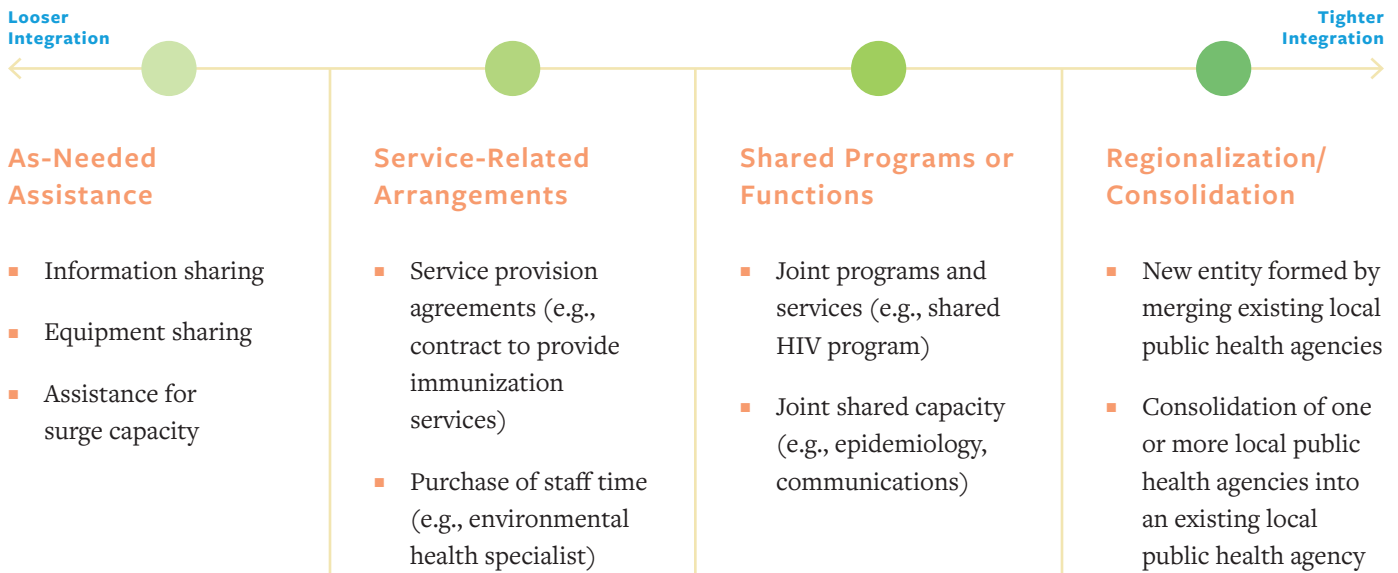
Cross-jurisdictional sharing (CJS) is when jurisdictions, such as cities or counties and sometimes states, come together and share resources across their respective boundaries to efficiently and effectively deliver public health services. Resource sharing can help policymakers and public health officials increase effectiveness and efficiency in public health services. It can generate economies of scale and enable health departments to offer programs that otherwise would not be economically feasible.

Sharing resources allows communities to solve problems that cannot be solved — or easily solved — by single organizations or jurisdictions. And when public health departments pool resources, such as by sharing staff, expertise, funds and programs across boundaries, they can accomplish more together than they could do alone.

TYPES OF CJS ARRANGEMENTS

The Center's Spectrum of Cross-Jurisdictional Sharing Arrangements (the Spectrum) identifies four main types of CJS arrangements (Figure 1). Generally, moving from left to right along the Spectrum, the level of service integration increases, the level of jurisdictional autonomy decreases, and implementation and governance may become more complex. The success of cross-jurisdictional sharing is dependent in part on the specific partners, unique characteristics and respective drivers for sharing services. Those factors, in turn, influence what is the most appropriate model for CJS in each case. The type of arrangement on the Spectrum that the partners choose also will have an effect on the governance model, financial structure and decision-making process. For these reasons, the Spectrum can serve as an important tool during the entire process of considering and establishing a CJS arrangement.

SPECTRUM OF CROSS-JURISDICTIONAL SHARING ARRANGEMENTS (Figure 1)



HOW DOES THE ROADMAP WORK?

For those just beginning to pursue a CJS arrangement, the Roadmap provides an overview of how to develop the initiative and can help ensure that key questions and issues are addressed at the outset. For those experiencing barriers in their CJS work at any point, the Roadmap may help identify issues and questions that need to be examined or re-examined before moving forward. And for those well underway with a CJS effort, the Roadmap can serve as a checkpoint as the work continues to progress.

Keep in mind that the Roadmap is intended to be a guide, rather than a set of specific directions, for those working on or considering CJS for their public health agency. It consists of three distinct phases that should be considered chronologically:

1. **Explore** the feasibility of an arrangement,
2. **Prepare and plan** for implementation of a specific arrangement, and
3. **Implement, monitor and improve** the arrangement.

Within each phase, the Roadmap addresses a broad range of topics and poses specific questions to discuss and answer. The Roadmap also offers examples of possible actions to address the issues raised during the discussion and provides links to selected tools and resources to further facilitate the work.

The Roadmap is organized into a table, which begins on page 4 of this document. During each phase, you will be presented with a series of questions on the left side of the table. Try to answer each question as best as you can. While you should go through the three phases chronologically, you need not address the questions within each phase in the order they are listed.

The questions are grouped within each phase into broader topics. On the right side of the table, you will find possible actions to address the topic. Please note that the action items in the right column do not align one-to-one with individual questions in the left column.

CJS partners should discuss all questions among themselves as they begin each phase. Moreover, if it becomes apparent at any point that some key issues from an earlier phase were overlooked or not sufficiently addressed, it's important to go back and resolve them before moving forward.

The Center offers two additional resources that can facilitate the development of CJS arrangements. COMPASS, an online companion to the Roadmap, provides technical assistance, training and step-by-step guidance, as well as additional resources and support tools. COMPASS is available at <https://compass.phsharing.org>. In addition, the Center has identified a list of Success Factors that increase the likelihood that a CJS arrangement will succeed. It is a good idea to refer to the Success Factors to make sure you are addressing all the necessary elements. The Success Factors can be found at <https://phsharing.org/success-factors/>.



Phase One EXPLORE

“Phase One: Explore” is focused on why you should consider CJS and what type of arrangement to pursue. You can think of Phase One as a “*conceptual feasibility*” exploration. An important part of this phase is to make sure those most accountable and responsible at your department, agency or site are fully on board before moving forward. Successful CJS requires the support of both policymakers (who have the authority to enter into the shared arrangement) and health officials (who are responsible for carrying it out). Actively engaging these key parties in the exploratory phase helps secure their commitment. It’s not sufficient to assume their willingness; rather, confirm their support before moving on to preparation and planning.

During Phase One, you’ll identify:

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

It’s extremely important to complete the exploratory activities in Phase One before moving on to Phase Two, rather than completing the two phases concurrently. This reflects the complexity of CJS work. Neglecting to address the questions in Phase One might slow down or even halt progress in Phase Two and Phase Three. It also is important to pay special attention to the prerequisites in the Success Factors (clarify your objectives, balanced approach and build trust), which are particularly relevant during the exploration phase.

See <https://phsharing.org/success-factors/> for more details.



Phase Two PREPARE AND PLAN

During the “Prepare and Plan” phase, you’ll examine whether and how the issues addressed and agreed to in Phase One can be implemented, resulting in an implementation plan that will meet your identified goals. You can think of Phase Two as “*operational feasibility*” planning. The activities in Phase Two must be based on the results of the exploration in Phase One — these two phases should not be done concurrently. You’ll address the logistical and operational aspects of implementing the intended CJS arrangement, including communications, ongoing change management, financing, legal means, staffing, labor relations, facilities, timeline and other aspects appropriate to the specific arrangement. In that process you may find it helpful to review the project characteristics listed in the Success Factors (senior-level support, strong project management skills, strong change management plans and effective communication).

See <https://phsharing.org/success-factors/> for more details.



Phase Three IMPLEMENT, MONITOR AND IMPROVE

During the “Implement, Monitor and Improve” phase, you’ll focus on ensuring implementation meets the overall plan and goals for the CJS arrangement and for the individual participating organizations. In this phase, implementation progress is monitored and reported to partners and stakeholders, and the implementation plan is revised, if needed. And finally, be sure to evaluate the results of the CJS arrangement relative to the desired outcomes of all partners. It also is important to document your results and discuss them with policymakers and public health officials, so that all can learn from your experience.

A Roadmap to Develop Cross-Jurisdictional Sharing Initiatives



PHASE ONE: EXPLORE Conceptual Feasibility

GOALS AND EXPECTATIONS: WHY WOULD YOU CONSIDER CJS?

Phase One: Explore

QUESTIONS TO CONSIDER:	POSSIBLE ACTIONS:
<ul style="list-style-type: none"> What issue or problem needs to be addressed? 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? Why or why not? What are the goals of the CJS initiative being considered? 	<ul style="list-style-type: none"> Clearly define the problem to be addressed. Determine the goals of the initiative. List the mechanisms through which CJS can contribute to achieving the goals. Describe how efficiency and effectiveness could be improved through the CJS arrangement. Examine alternative means to achieve the defined goals, including different forms of arrangements with partners.

For more information, see *Rethinking Efficiency: Savings, Value, or Both?* at <http://bit.ly/2X3im4C>

SCOPE OF THE AGREEMENT: WHAT SERVICES AND CAPACITIES WOULD BE SHARED?

Phase One: Explore

QUESTIONS TO CONSIDER:	POSSIBLE ACTIONS:
<ul style="list-style-type: none"> What public health services currently are offered by each jurisdiction? What CJS arrangements currently are in place? What can we learn from them? What are the service gaps to fill? What could be considered for sharing (e.g., functions, programs, capacity)? What are the services or functions of this initiative and what services or functions are not to be considered? 	<ul style="list-style-type: none"> Conduct an internal review to assess what capacities and gaps may exist. Conduct an environmental scan to review existing activities relevant to the proposed initiative. Determine the scope of the arrangement and the criteria to be balanced (e.g., capability, performance, cost). Consider developing a logic model for the CJS arrangement under discussion.

For more information, see *Assessment Tools for Public Health* at <http://bit.ly/30oqCEv>

Phase One: Explore (continued)

**PARTNERS AND STAKEHOLDERS:
WHO ARE THE PARTNERS THAT SHOULD BE INVOLVED?**

Phase One: Explore

QUESTIONS TO CONSIDER:	POSSIBLE ACTIONS:
<ul style="list-style-type: none"> ■ What entities are active in the area addressed by this effort? Are they involved in the CJS exploration? ■ What are the motivations of each key partner? ■ 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? ■ Will the arrangement have the support of stakeholders and those affected by the CJS initiative? 	<ul style="list-style-type: none"> ■ Brainstorm and prioritize potential partners for the initiative. ■ Discuss potential partner context and history (including trust) as well as strengths and weaknesses relevant to partnering, and identify top organizations. ■ Invite stakeholders from top organizations to discuss the potential CJS initiative, including its opportunities, threats and feasibility.

For more information, see the *Collaborative Trust Scale* at <http://bit.ly/2XfCKzB>

CONTEXT AND HISTORY

Phase One: Explore

QUESTIONS TO CONSIDER:	POSSIBLE ACTIONS:
<ul style="list-style-type: none"> ■ What can be learned from past CJS initiatives, including those that do not involve public health services? ■ Is this a new or existing service? ■ What is the motivation for sharing the service? ■ Is the service shared between other comparable jurisdictions? If so, what can be learned from that? ■ What is the history of relationships among the jurisdictions affected by this effort? ■ What are possible strengths-weaknesses-opportunities-threats (SWOT) to consider in the development of the action plan for the new initiative? 	<ul style="list-style-type: none"> ■ Conduct a SWOT analysis. ■ Examine any CJS arrangements that exist between similar jurisdictions for similar services. ■ Identify whether the CJS arrangement addresses the problem identified. ■ Develop an inventory of existing or recent arrangements between the partners and assess their success and challenges.

For more information, see resources on *Context and History* at <https://compass.phsharing.org/#/phase/phase-1>



PHASE TWO: PREPARE AND PLAN

Logistical and Operational Feasibility

GOVERNANCE	
QUESTIONS TO CONSIDER:	POSSIBLE ACTIONS:
<ul style="list-style-type: none"> What are the governance options being considered for the new CJS arrangement? What organizational structure will assure proper management? 	<ul style="list-style-type: none"> Review statutory options available for the CJS arrangement. Review any shared services arrangements involving the partnering jurisdictions in other service sectors. Articulate any specific oversight or management requirements expressed by the governing bodies or health officials of the jurisdictions.
<p>For more information, see resources on <i>Governance</i> at https://compass.phsharing.org/#/phase/phase-2</p>	

FISCAL	
QUESTIONS TO CONSIDER:	POSSIBLE ACTIONS:
<ul style="list-style-type: none"> Do the partners know the current and prospective costs of the service to be shared? If applicable, how will costs be allocated? What are existing and potential funding streams that can assure adequate and sustainable operational funding? Are there any local tax issues that need to be addressed? 	<ul style="list-style-type: none"> Calculate current and/or projected service costs using a methodology commonly shared or understood by participating jurisdictions. Identify any revenue source(s) supporting the shared service or capacity (e.g., third party contracts, grants, fees, etc.). Identify preferred option for sharing costs among participating jurisdictions (taking into account any restrictions on the funding sources).
<p>For more information, see <i>Determining and Distributing Costs of Shared Public Health Services</i> at http://bit.ly/2LDI2D9</p>	

Phase Two: Prepare and Plan (continued)

SERVICE IMPLICATIONS	
QUESTIONS TO CONSIDER:	POSSIBLE ACTIONS:
<ul style="list-style-type: none"> Are the potential benefits and costs acceptable to all partners? Will the plan maximize the service potential of available resources? Will the current levels of performance change as a result of the shared service(s) or capacities, and if so, how? What are the policies and procedures for the services that will be shared? What are the reporting requirements for the services that will be shared? 	<ul style="list-style-type: none"> Describe the value of the CJS arrangement for each participating jurisdiction (e.g., increased cost-benefit, improved quality, wider service availability, etc.). Define how services will be provided and how any reporting requirements will be met in each participating jurisdiction.
<p>For more information, see resources on <i>Fiscal and Service Implications</i> at https://compass.phsharing.org/#/phase/phase-2</p>	

Phase Two: Prepare and Plan

WORKFORCE ISSUES	
QUESTIONS TO CONSIDER:	POSSIBLE ACTIONS:
<ul style="list-style-type: none"> Do any human resources policies need to be developed or revised as a result of the CJS arrangement? How will workforce-related issues and concerns unique to the CJS arrangement be handled? For example, performance evaluation, disciplinary issues, conflict resolution, workforce development, paid time off, workers' compensation, etc. 	<ul style="list-style-type: none"> Review and revise human resource policies as needed to address workforce issues related to the CJS arrangement. Develop protocols for communicating about issues and concerns raised by a shared employee or those in participating jurisdictions about performance, operations, service provision, etc. Develop and hold orientation sessions for all employees affected by the CJS arrangement. Assure that a change management process (page 10) is used proactively to address any concerns from affected employees during the implementation of the CJS arrangement.
<p>For more information, see <i>Staff Sharing in Public Health Checklist</i> at http://bit.ly/2JfVKJm</p>	

Phase Two: Prepare and Plan

Phase Two: Prepare and Plan *(continued)*

LEGAL SHARING AGREEMENT	
QUESTIONS TO CONSIDER:	POSSIBLE ACTIONS:
<ul style="list-style-type: none"> ■ What kind of agreement (e.g., contract, interlocal agreement, etc.) will be used to establish and govern the CJS initiative? ■ Is the decision-making process (including conflict resolution) clearly identified? ■ Is the cost-sharing mechanism clearly defined? ■ Who will have the authority to allocate resources? ■ Is the duration of the agreement clearly identified? 	<ul style="list-style-type: none"> ■ Confer with counsel to understand available options. ■ Identify sharing agreements in other sectors. ■ Document any specifications required by governing bodies and health officials for inclusion in the agreement. ■ Draft a legal agreement for review by participating jurisdictions and their counsel.
<p>For more information, see <i>Guide for Developing Legal Documents Governing CJS Arrangements</i> at http://bit.ly/2LsV71T</p>	

LEGAL ISSUES	
QUESTIONS TO CONSIDER:	POSSIBLE ACTIONS:
<ul style="list-style-type: none"> ■ Are there issues related to personnel and vendor contracts (e.g., benefits, collective bargaining agreements, procurement processes, etc.)? ■ Are there any liability and insurance issues to be addressed? 	<ul style="list-style-type: none"> ■ Inventory all legal agreements affected by the CJS arrangement (e.g., service contracts, equipment rentals, etc.) and identify any needed revisions. ■ Conduct risk management assessments relative to the sharing agreement for participating jurisdictions and determine any adjustments that need to be made.
<p>For more information, see <i>Legal Sharing Agreements and Legal Issues</i> at https://compass.phsharing.org/#/phase/phase-2</p>	

Phase Two: Prepare and Plan (continued)

LOGISTICAL ISSUES	
QUESTIONS TO CONSIDER:	POSSIBLE ACTIONS:
<ul style="list-style-type: none"> Are there implications of the new CJS arrangement for buildings, office space, transportation, other properties, etc.? Are there adequate facilities to house all personnel, equipment and programs within reasonable geographical proximity as relevant to the CJS arrangement? Are there any interoperability issues (e.g., phone, information technology, etc.) that need to be addressed? 	<ul style="list-style-type: none"> Assess facility and equipment needs to support the CJS arrangement and ensure that any identified gaps are addressed. Test interoperability of phone system, information technology, etc., needed to support the CJS arrangement.
<p>For more information, see resources on <i>Logistical and Workforce Issues</i> at https://compass.phsharing.org/#/phase/phase-2</p>	

COMMUNICATIONS	
QUESTIONS TO CONSIDER:	POSSIBLE ACTIONS:
<ul style="list-style-type: none"> How will the parties communicate with each other? Are there external audiences with whom the partners should communicate? 	<ul style="list-style-type: none"> Develop a communications plan to engage the participating jurisdictions in the development and implementation of the CJS arrangement. Develop a communications plan to inform the public about relevant information regarding the CJS arrangement.
<p>For more information, see <i>Elements of a Strategic Communications Plan</i> at http://bit.ly/2LAtyE1</p>	

Phase Two: Prepare and Plan *(continued)*

CHANGE MANAGEMENT	
QUESTIONS TO CONSIDER:	POSSIBLE ACTIONS:
<ul style="list-style-type: none"> What changes will occur as a result of the CJS arrangement? Who will be affected? How will changes be managed? How will changes be communicated internally as well as externally? How will agency leadership facilitate the change process? 	<ul style="list-style-type: none"> Identify a change management strategy to engage affected staff in the development and the execution of the CJS arrangement. Identify external partners and others potentially affected by the CJS arrangement and identify strategies to solicit feedback and keep them informed of changes as appropriate.
<p>For more information, see <i>Managing Change: A Learning Community Webinar</i> at http://bit.ly/2XLLfhB</p>	

TIMELINE	
QUESTIONS TO CONSIDER:	POSSIBLE ACTIONS:
<ul style="list-style-type: none"> Are there any externally imposed deadlines to accommodate? Are there specific steps that must be taken to ensure the success of the CJS arrangement? 	<ul style="list-style-type: none"> Determine desired start date of the CJS arrangement. Develop a workplan.
<p>For more information, see <i>Action Plan Template</i> at http://bit.ly/3o29oIo</p>	

PERFORMANCE MANAGEMENT	
QUESTIONS TO CONSIDER:	POSSIBLE ACTIONS:
<ul style="list-style-type: none"> How will the partners define success? How will the partners measure success? Would it be helpful to establish any baseline measurements? 	<ul style="list-style-type: none"> Identify performance measures. Identify any external reporting requirements. Review relevant, currently available data across the participating jurisdictions. Develop a plan to measure and report on the performance of the CJS arrangement, including the establishment of baseline measures as feasible and appropriate.
<p>For more information, see <i>Cross-Jurisdictional Sharing Implementation and Impact Measurement Program, Appendix A: Measuring the Impact of Cross-Jurisdictional Sharing in Public Health</i> at http://bit.ly/2KPVqV5</p>	



PHASE THREE: IMPLEMENT, MONITOR AND IMPROVE

Put the plan in action, track the results, and revise as needed

IMPLEMENTATION AND MANAGEMENT

Phase Three: Implement, Monitor and Improve

QUESTIONS TO CONSIDER:	POSSIBLE ACTIONS:
<ul style="list-style-type: none"> Are the activities being implemented as planned? Is there a strong management team in place? Is senior-level support still assured? 	<ul style="list-style-type: none"> Review the program logic model. Review the workplan and check against activities actually implemented. Review documents such as meeting agendas, minutes and newsletters that can be helpful in monitoring what tasks and activities were implemented. Review charter, joint agreements and budgets and amend as needed. Engage partners and senior management in conversations about their level of satisfaction and commitment to the CJS activities.

For more information, see *Developing a Logic Model for a Cross-Jurisdictional Sharing Initiatives* at <http://bit.ly/2RMVi9k>

COMMUNICATIONS AND CHANGE MANAGEMENT

Phase Three: Implement, Monitor and Improve

QUESTIONS TO CONSIDER:	POSSIBLE ACTIONS:
<ul style="list-style-type: none"> Are the change management and the communications plans being implemented? Are communications among all parties flowing well? Are new concerns or communications needs emerging from key stakeholders affected by the new initiative? Are new leaders and partners—both internal and external—being oriented appropriately to ensure they are supportive, highly engaged and committed to successful collaboration? 	<ul style="list-style-type: none"> Track, review and evaluate strategies established in change management and communications plans developed in Phase Two. Periodically review and revise the change management and communications plans as needed. Develop active plan to orient new leadership about the current CJS initiatives and their value.

For more information, see resources on *Communications and Change Management* at <https://compass.phsharing.org/#/phase/phase-2>

MONITORING AND IMPROVING	
QUESTIONS TO CONSIDER:	POSSIBLE ACTIONS:
<ul style="list-style-type: none"> Are the results of the activities successful (based on the definition of success developed in Phase Two)? Are stakeholders and groups affected by the initiative satisfied with the results? Are the goals of the CJS arrangement being achieved? Are processes being utilized to periodically review the arrangement’s scope, goals and cost-sharing strategies, and to consider its continuation, modification or termination? Is there a need to revisit some of the steps in Phase One or Phase Two? 	<ul style="list-style-type: none"> Solicit and analyze feedback from all who are affected by the initiative (e.g., through feedback and satisfaction surveys). Conduct relevant evaluations and analyses (e.g., cost-benefit, return on investment, return on objectives, changes in program effectiveness or efficiency) and share results with stakeholders.
<p>For more information, see <i>Measuring the Impact of Cross-Jurisdictional Sharing in Public Health</i> at http://bit.ly/31YJ2aB</p>	

Phase Three: Implement, Monitor and Improve

FUTURE OPPORTUNITIES	
QUESTIONS TO CONSIDER:	POSSIBLE ACTIONS:
<ul style="list-style-type: none"> Does this experience open the door for more sharing arrangements? Are the experiences and lessons learned from the CJS arrangement being shared with policymakers and public health officials, so that all can learn from your experience? 	<ul style="list-style-type: none"> Revisit steps in Phase One or Phase Two as needed. Conduct gap analysis discussion with leadership team. Engage stakeholders and members of the public in the pursuit of new CJS arrangements.
<p>For more information, see <i>Cross-Jurisdictional Sharing Project Preliminary Questions for Gap Analysis</i> at http://bit.ly/2xlqQty and <i>Tips for Public Engagement on Shared Services or the Joint Use of Facilities</i> at http://bit.ly/2ZK022a</p>	

Phase Three: Implement, Monitor and Improve

June 2019 – PHSharing/19-10-V3

