

A Roadmap to Develop Sharing Initiatives in Public Health

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 while advancing health equity. It has become increasingly challenging for some health departments to meet their charge as budgets shrink and new public health challenges emerge. The Center has created this Roadmap to help guide public health departments interested in sharing resources with other health departments or organizations.

Sharing resources allows communities to solve problems that cannot be solved — or easily solved — by single organizations. When public health departments and their partners share staff, expertise, funds and programs across their respective boundaries (e.g., population served, service area, district, or governmental jurisdictions), they can accomplish more together than they could do alone. This practice can increase effectiveness (enhancing the quality of existing services or increasing capacity) and efficiency (maximizing the value of each dollar invested in delivering public health services). It can generate economies of scale and enable health departments and their partners to offer programs that otherwise would not be feasible. It can also be a powerful tool to advance health equity and improve the access to and delivery of public health services in the community.

While it is likely that many concepts in this document are applicable to multiple types of collaborations, the document describes an approach to sharing agreements that include at least one government health department working with other government or non-government organizations involved in protecting and promoting the public's health.

The Roadmap is a living document, refined and modified as new learnings emerge, so be sure to check out our website for updates. For more information or if you have questions, please see bit.ly/329gZ9E or email us at phsharing@khi.org.

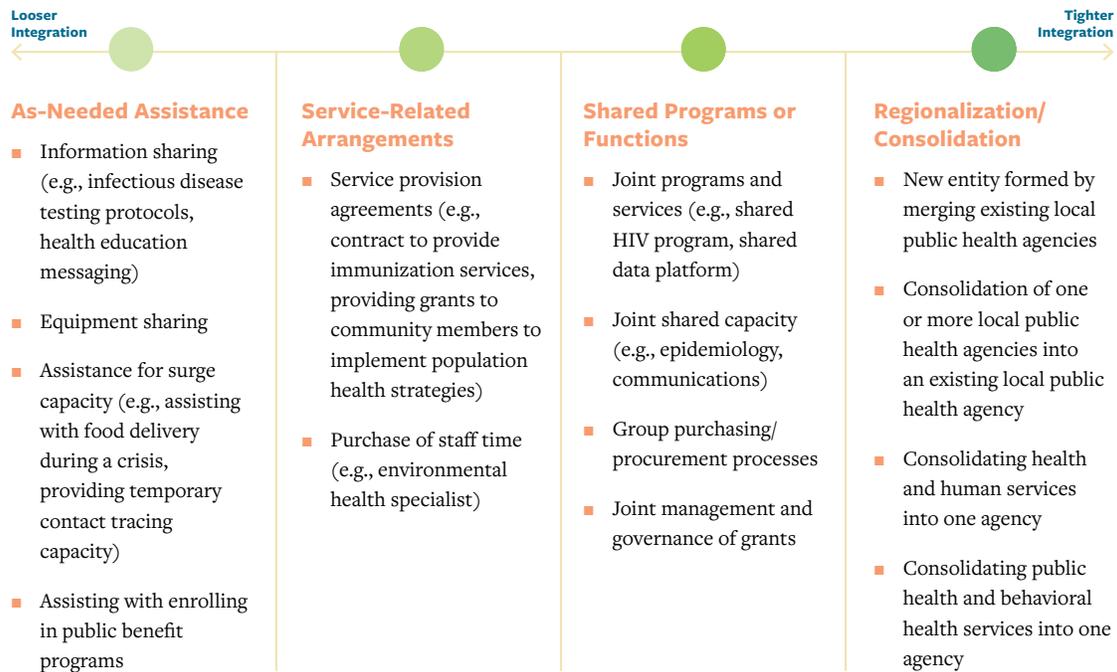
TYPES OF SHARING ARRANGEMENTS

The Center's Spectrum of Sharing Arrangements (the Spectrum) identifies four main types of arrangements (*Figure 1*, page 2). Generally, moving from left to right along the Spectrum, the level of service integration increases, the level of autonomy for the sharing partners decreases, and implementation and governance of sharing agreements may become more complex. The success of sharing agreements 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 sharing model 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 sharing arrangement.

HOW DOES THE ROADMAP WORK?

For those just beginning to pursue a sharing arrangement, the Roadmap provides an overview of how to develop the initiative and can help ensure that key questions and issues are addressed. For those experiencing barriers in their sharing 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 sharing effort, the Roadmap can serve as a checkpoint as the work continues to progress.

SPECTRUM OF SHARING ARRANGEMENTS (Figure 1)



2021 Updates: The Center updated the Spectrum in April 2021 to reflect lessons learned about CJS and other recent advances in the field of Public Health Systems and Services. The Center's original 2013 Spectrum was adapted from previous versions produced by J. Ruggini (2006), A. Holdsworth (2006) and N. Kaufman (2010).

Keep in mind that the Roadmap is intended to be a guide for those working on or considering sharing agreements for their public health services. For the purpose of the work of the Center, public health services include services provided under the framework of the [10 Essential Public Health Services](#), which promote policies, systems, and overall community conditions to achieve health equity. The Roadmap 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 contextual links to selected tools and resources to further facilitate the work.

The Roadmap is organized into a series of tables, which begins on page 4 of this document. During each phase, you will be presented with a list 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 as presented in this document, you need not address the questions within each phase in the order they are listed.

The questions are grouped within each phase into broad 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. The topics addressed at each step of the Roadmap are very broad, but it is possible that a few of them may not be applicable to your situation, in which case you can skip that topic and move to the next.

The Center offers two additional resources that can facilitate the development of sharing 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 compass.phsharing.org. In addition, the Center has identified a list of Success Factors that increase the likelihood that a sharing arrangement will succeed. It is a good idea to refer to the Success Factors to make sure you are addressing all the necessary elements during the development and implementation of a sharing agreement. The Success Factors can be found at phsharing.org/success-factors.



Phase One EXPLORE

“Phase One: Explore” is focused on why you would consider a resource sharing arrangement and what type of arrangement to pursue. You can think of Phase One as exploring “conceptual feasibility”. 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 sharing initiatives requires the support of both governing bodies (such as boards of directors or policymakers who have the authority to enter into the shared arrangement) and executive staff (such as program directors or health officials who are responsible for carrying it out). Actively engaging these key parties in the exploratory phase helps secure their commitment, dedication and authentic support for the initiative. 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 a sharing arrangement;
- The history, culture and shared working experiences and perspectives of the participating partners;
- What is “on or off the table” when it comes to sharing arrangements;
- What services or functions would be considered for sharing; and
- What is needed to develop and sustain the relationship among the partners.

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 approach reflects the complexity of this work and is a necessary step to build trust and a strong foundation for a successful collaboration. Neglecting to address the questions in Phase One might slow down or even halt progress in Phase Two and Phase Three. The prerequisites in the Success Factors document (clarify your objectives, balanced approach and build trust) are particularly relevant during the exploration phase. See 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 sharing arrangement, including communications, ongoing change management (i.e., supporting all those affected by the changes created by the sharing arrangement), financing, legal issues, staffing, labor relations, facilities, timeline and other aspects appropriate to the specific arrangement. In the 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 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 the arrangement meets the agreed-upon goals and the needs of each participating organization. In this phase, progress is monitored and reported to partners and stakeholders, and the results of the sharing arrangement relative to the desired outcomes of all partners is assessed, so that the needed improvements are identified and addressed. Attention needs to be also devoted to the effectiveness of ongoing communication and change management activities. And finally, be sure to evaluate the results of the sharing arrangement relative to the desired outcomes of all partners. It also is important to document your results and discuss them with policymakers, public health officials and top executives of all the organizations involved in the sharing arrangement, so that all can learn from your experience.

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PHASE ONE: EXPLORE Conceptual Feasibility

GOALS AND EXPECTATIONS: WHY WOULD YOU CONSIDER A SHARING ARRANGEMENT?

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, reallocation of existing resources or other mechanisms? Is resource sharing likely to help solve the issue being addressed? Why or why not? What are the goals of the 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 resource sharing can effectively address the problem. Describe how efficiency and effectiveness could be improved through the sharing arrangement. Examine alternative strategies to achieve the defined goals, including different forms of arrangements with partners.

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

SCOPE OF THE AGREEMENT: WHAT SERVICES AND RESOURCES 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 partner? What resource sharing arrangements currently are in place? What can we learn from them? What are the service gaps to fill, including issues of inequities in the access to and delivery of services? What could be considered for sharing (e.g., functions, programs, capacity)? What specific services or functions would be included in this sharing initiative? What services or functions are explicitly not considered for sharing? 	<ul style="list-style-type: none"> Conduct a review to assess what capacities and gaps may exist (both at the organizational and at the community level). 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). Identify whether the sharing arrangement addresses and is likely to impact the problem identified. Consider developing a logic model for the sharing arrangement under discussion.

For more information, see *Assessment Tools for Public Health* at bit.ly/300qCEv & *Developing a Logic Model for a Cross-Jurisdictional Sharing Initiative* at bit.ly/2RMVi9k

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"> ■ Are there individuals or stakeholders who should be engaged in the exploration, e.g., because they will be affected by the arrangement, their buy-in is critical to the success of the shared arrangement, etc.? ■ What are the motivations of each key partner? ■ What are the guiding principles that the sharing effort would have? Do all the partners share these principles? 	<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. ■ Communicate with stakeholder organizations and community members about the potential benefits of the sharing initiative.

For more information, see the *Collaborative Trust Scale* at 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 sharing initiatives, including those that do not involve public health services? ■ Are there examples of how others have shared this service? If so, what can be learned from that? ■ What is the history of relationships among the partners involved in or affected by this effort? ■ Have any partners historically been excluded that should be involved? ■ 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. ■ Develop an inventory of existing or recent arrangements between the partners and assess their success and challenges. ■ Use examples from other places or from the past to market the potential benefits of the sharing arrangement you are considering.

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



PHASE TWO: PREPARE AND PLAN

Logistical and Operational Feasibility

Phase Two: Prepare and Plan

GOVERNANCE

QUESTIONS TO CONSIDER:	POSSIBLE ACTIONS:
<ul style="list-style-type: none"> What are the governance options being considered for the new sharing arrangement? How will the arrangement be managed and oversight be assured? 	<ul style="list-style-type: none"> Identify legal constraints or requirements that may affect governance decisions. Review any sharing arrangements involving these or similar partners. Articulate any specific oversight or management requirements expressed by the governing bodies or executives of the partnering organizations.

For more information, see resources on *Governance* at compass.phsharing.org/#/phase/phase-2

Phase Two: Prepare and Plan

FISCAL

QUESTIONS TO CONSIDER:	POSSIBLE ACTIONS:
<ul style="list-style-type: none"> Do the partners know the current and prospective costs of the resources 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 the partners. 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 partners (taking into account any restrictions on the funding sources).

For more information, see *Determining and Distributing Costs of Shared Public Health Services* at bit.ly/2LDI2D9

SERVICE IMPLICATIONS

Phase Two: Prepare and Plan

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 potential of available resources (i.e., enhance efficiency)? ■ Will the sharing arrangement affect the levels of performance of any current services or functions, or cause changes in capacity (i.e., will there be changes in effectiveness), and if so, how? ■ Are there any policies and procedures that need to be revised to make the sharing agreement successful? ■ What are the reporting requirements (for example to funders, government agencies, boards) for the services that will be shared? 	<ul style="list-style-type: none"> ■ Describe the value of the sharing arrangement for each partner (e.g., increased cost-benefit, improved quality, wider service availability, improved equity, etc.). ■ Develop a flow chart or otherwise precisely define how services will be provided and identify how the proposed model impacts current policies and procedures and reporting requirements of each partner organization.

For more information, see resources on *Fiscal and Service Implications* at compass.phsharing.org/#/phase/phase-2

WORKFORCE ISSUES

Phase Two: Prepare and Plan

QUESTIONS TO CONSIDER:	POSSIBLE ACTIONS:
<ul style="list-style-type: none"> ■ Do any human resources policies need to be developed, harmonized or revised as a result of the sharing arrangement? ■ How will workforce-related issues and concerns unique to the sharing 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, harmonize and revise human resource policies as needed to address workforce issues related to the sharing arrangement. ■ Develop protocols for communicating about issues and concerns regarding employee performance, supervision, service provision, etc. ■ Develop and hold orientation sessions for all employees directly affected by the sharing arrangement. ■ Assure that a change management process (page 9) is used proactively to address concerns from all employees affected during the implementation of the sharing arrangement.

For more information, see *Staff Sharing in Public Health Checklist* at bit.ly/2JfVKJm

LEGAL SHARING AGREEMENT

Phase Two: Prepare and Plan

QUESTIONS TO CONSIDER:	POSSIBLE ACTIONS:
<ul style="list-style-type: none"> What kind of agreement (e.g., MOU, contract, government interlocal agreement, etc.) will be used to establish and govern the sharing 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 legal concerns and available options. Identify similar sharing agreements in other sectors or organizations. Document any specifications required by governing bodies and executives for inclusion in the agreement. Draft a legal agreement for review by partners and their counsel.

For more information, see *Guide for Developing Legal Documents Governing CJS Arrangements* at bit.ly/2LsV71T

OTHER LEGAL ISSUES

Phase Two: Prepare and Plan

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? Are there issues about HIPAA compliance or other data sharing processes? (See related data sharing issues on page 10.) 	<ul style="list-style-type: none"> Inventory all legal agreements affected by the sharing arrangement (e.g., service contracts, equipment rentals, etc.) and identify any needed revisions. Conduct risk management assessments relative to the sharing agreement and determine any adjustments that may need to be made.

For more information, see *Legal Sharing Agreements and Legal Issues* at compass.phsharing.org/#/phase/phase-2

LOGISTICAL ISSUES

Phase Two: Prepare and Plan

QUESTIONS TO CONSIDER:	POSSIBLE ACTIONS:
<ul style="list-style-type: none"> Are there implications of the new sharing 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 sharing arrangement? Are there any interoperability issues (e.g., phone, information technology, etc.) that need to be addressed? (See related data sharing issues on page 10.) 	<ul style="list-style-type: none"> Assess facility and equipment needs to support the sharing arrangement and ensure that any identified gaps are addressed. Test interoperability of phone system, information technology, etc., needed to support the sharing arrangement.

For more information, see resources on *Logistical and Workforce Issues* at compass.phsharing.org/#/phase/phase-2

COMMUNICATIONS

Phase Two: Prepare and Plan

QUESTIONS TO CONSIDER:	POSSIBLE ACTIONS:
<ul style="list-style-type: none"> How will the partners 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 partners in the development and implementation of the sharing arrangement. Develop a communications plan to inform the stakeholders and relevant parties regarding the sharing arrangement.

For more information, see *Elements of a Strategic Communications Plan* at bit.ly/2LAtyE1

CHANGE MANAGEMENT

Phase Two: Prepare and Plan

QUESTIONS TO CONSIDER:	POSSIBLE ACTIONS:
<ul style="list-style-type: none"> What changes will occur as a result of the sharing arrangement? Who will be affected and how? What opportunities will staff have to influence what is being changed? How will changes be communicated internally as well as externally? How will leadership in the partners' organizations facilitate the change process? 	<ul style="list-style-type: none"> Identify and implement a change management strategy to engage staff in the development and the execution of the sharing arrangement. Identify external partners and others potentially affected by the sharing arrangement and identify strategies to solicit feedback and keep them informed of changes as appropriate.

For more information, see *Managing Change: A Learning Community Webinar* at bit.ly/2XlFhB & *Using Change Management Strategies to Facilitate Cross-Jurisdictional Sharing* at bit.ly/3dfV473

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 sharing arrangement? 	<ul style="list-style-type: none"> Determine desired start date of the sharing arrangement. Develop a workplan describing detailed steps and their timeline.

For more information, see *Action Plan Template* at bit.ly/3o29oIo.

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 before the sharing agreement is implemented? 	<ul style="list-style-type: none"> Identify any external reporting requirements. Review relevant, currently available data across the participating organizations. Develop a plan to measure and report on the performance of the sharing arrangement, including the establishment of baseline measures as feasible and appropriate.

For more information, see *Cross-Jurisdictional Sharing Implementation and Impact Measurement Program, Appendix A: Measuring the Impact of Cross-Jurisdictional Sharing in Public Health* at bit.ly/2KPVqV5

DATA SHARING

QUESTIONS TO CONSIDER:	POSSIBLE ACTIONS:
<ul style="list-style-type: none"> What data will be needed to conduct the activities and monitor the performance and results of the sharing arrangement? Which information systems house, or will house, the needed data? Who will hold data ownership rights to data and other information collected and maintained through the sharing arrangement? How might applicable federal, state or local laws and other policies impact the data sharing agreement? (See related legal issues on page 8.) 	<ul style="list-style-type: none"> Identify needed additions or changes to the information systems. Develop a data management plan that includes key elements such as a description of the data to be collected and maintained, security measures, responsible parties, access levels, retention procedures, ethics, privacy, informed consent, etc. Develop and execute a formal data sharing agreement that covers all elements and issues identified in your data management plan.

For more information, see *Connecting the Dots: A Data Sharing Framework for the Local Public Health System* at bit.ly/3e05p6b



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, if one exists. 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. Periodically review charters, joint agreements and budgets and amend as needed. Engage partners and senior management in conversations about their level of satisfaction and commitment to the sharing activities.

For more information, see *Developing a Logic Model for a Cross-Jurisdictional Sharing Initiative* at 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? Is communication 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"> Develop a mechanism to ensure consistent input from affected organizations and individuals. 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 sharing initiatives and their value.

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

MONITORING AND IMPROVING

Phase Three: Implement,
Monitor and Improve

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 partners, clients and others affected by the initiative satisfied with the results? Are processes being utilized to periodically review the arrangement's scope, goals and cost-sharing strategies, and to consider its continuation, modification or termination? Based on the results observed, is there a need to revisit some of the steps in Phase One or Phase Two? Based on the challenges encountered, is there a need to engage in a quality improvement process or otherwise make improvements to how resources are being shared? 	<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 a process evaluation and other 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. Based on the results of the evaluation, conduct a quality improvement process.

For more information, see *Measuring the Impact of Cross-Jurisdictional Sharing in Public Health* at bit.ly/31YJ2aB

FUTURE OPPORTUNITIES

Phase Three: Implement,
Monitor and Improve

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 sharing arrangement being shared widely (e.g., with policymakers and partners' governance bodies and leadership) 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 sharing arrangements.

For more information, see *Cross-Jurisdictional Sharing Project Preliminary Questions for Gap Analysis* at bit.ly/2xlqQty and *Tips for Public Engagement on Shared Services or the Joint Use of Facilities* at bit.ly/2ZK022a

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Rethinking Boundaries for Better Health

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The Center for Sharing Public Health Services provides access to tools, techniques, expertise and resources that support better collaboration and sharing across boundaries. We help public health departments across the country work together to protect and promote the health of the people they serve.

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