



## TECHNICAL ASSISTANCE

# A ROADMAP TO DEVELOP CROSS-JURISDICTIONAL SHARING INITIATIVES

### Overview

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

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

This roadmap describes three phases to guide jurisdictions through the CJS process:

- *Explore*
- *Prepare and Plan*
- *Implement and Improve*

During each phase, we propose a series of questions 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. 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 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.

### 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*. They 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 would be considered for sharing.
- 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 or should have been foreseen and addressed by more thorough exploratory examination. It is important to start with a clear understanding of what is wanted and why it is wanted in a CJS arrangement 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.

**Table 1. Issues to be Considered During 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

Areas	Examples of Issues to Consider
<b>Goals and expectations:</b> WHY would you consider CJS?	<i>What is the issue that needs to be addressed?</i> <i>Can the solutions to the issue be found through internal management activities or reallocation of existing resources?</i> <i>Is CJS likely to help solve the issue being addressed?</i> <i>What are the goals of the CJS initiative being considered?</i>
<b>Scope of the agreement:</b> WHAT services and capacities would be shared?	<i>What are the public health services currently offered by each jurisdiction?</i> <i>What are the CJS agreements currently in place? What can we learn from them?</i> <i>What are the service gaps to fill?</i> <i>What could be considered for sharing?</i> <ul style="list-style-type: none"> <li>a) Functions (e.g., billing, HR, IT)</li> <li>b) Programs (e.g., WIC, environmental health)</li> <li>c) Capacity (e.g., epidemiology, lab)</li> </ul> <i>What issues should NOT be considered because of lack of support? What are the boundaries of this initiative that should not be trespassed?</i>
<b>Partners and stakeholders:</b> WHO are the partners that should be involved?	<i>What is the history of relationships among the jurisdictions affected by this effort?</i> <i>What are the motivations of each key partner?</i> <i>Is there political willingness among stakeholders and those affected by the issue to explore CJS as a possible solution? Is CJS a feasible option?</i> <i>What are the guiding principles that the CJS effort would have? Do all the partners share these principles?</i> <i>What other individuals and groups does the issue affect, and how?</i> <i>Is the model being considered feasible? Will it have the support of stakeholders and those affected by the CJS initiative?</i>

## 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, staffing, facilities, timeline and others appropriate to the specific arrangement.

**Table 2. Issues to be Considered During Phase Two: Prepare and Plan**

*How exactly would it work?*

Product: Implementation assessment and plan

Areas	Examples of Issues to Consider
<b>Context and history</b>	<i>What are possible strengths-weaknesses-opportunities-threats (SWOT) to consider in the development of the new initiative's action plan?</i> <i>What can be learned from past CJS initiatives?</i>
<b>Governance</b>	<i>What are the governance options being considered for the new CJS agreement?</i> <i>What is an organizational structure adequate to assure proper management?</i>
<b>Fiscal and service implications</b>	<i>Does the plan achieve a balance between increasing efficiency and effectiveness?</i> <i>What are existing and potential funding streams that can assure adequate and sustainable operational funding?</i> <i>Will public health essential services be provided in a manner that meets or exceeds current levels of performance?</i> <i>Are there issues related to uneven levels of local taxation to support public health services among the jurisdictions involved that need to be addressed?</i>
<b>Legal sharing agreement</b>	<i>What kind of agreement will be at the base for the CJS initiative?</i> <i>Who will have the authority to make decisions?</i> <i>Who will have the authority to allocate resources?</i>
<b>Legal issues</b>	<i>Are there issues related to personnel and vendor contracts (e.g., benefits, collective bargaining agreements, procurement processes, etc.)?</i> <i>Are there any liability and insurance issues to be addressed?</i>
<b>Logistical issues</b>	<i>What are the implications of the new agreement for buildings, office space, transportation, other properties, etc.?</i> <i>Are there adequate facilities to house all personnel, equipment and programs within reasonable geographical proximity to the customers for the shared services?</i>
<b>Communications</b>	<i>How will the parties communicate?</i> <i>Are there external audiences with whom the partners also should communicate? If so, is there a strategic communications plan in place?</i>
<b>Change management</b>	<i>What changes will occur as a result of the CJS arrangements? Who will be affected? How will changes be managed?</i>
<b>Timeline</b>	<i>Is there a timeline including specific steps that have to be taken for the success of the sharing initiative?</i>
<b>Monitoring</b>	<i>How would you know if the CJS initiative is successful?</i> <i>How would the partners measure success?</i>

Find the complete roadmap online:

[www.phsharing.org/technical-assistance](http://www.phsharing.org/technical-assistance)

### Phase 3: 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

This roadmap is intended to guide jurisdictions through the CJS process. CJS is an approach

with the potential to enhance the quantity and quality of public health services available at the local level and to improve the use of resources. The results of CJS initiatives will have to be monitored and analyzed to assess the value and general applicability. Critical questions related to best practices, predictors for success, fiscal impact, and impact of CJS on accreditation readiness should be addressed. The differences in the application and results of CJS agreements in *centralized* versus *decentralized* states remain largely unanswered. These questions are relevant to the public health practice community, as well as researchers and policymakers interested in innovative approaches to the delivery of public health

services. The Center for Sharing Public Health Services will help generate and disseminate knowledge in these areas that can contribute to the development of successful models and practices. This roadmap represents a step in that direction.

The Center for Sharing Public Health Services views this roadmap as a living document. It will continue to be refined and modified over time, as we learn more about cross-jurisdictional sharing from field experience, other CJS efforts and the literature at large. It will also be expanded to include resources that can help along the way. Watch our website as this journey unfolds. We welcome your feedback.

**Table 3. Issues to be Considered During Phase Three: *Implement and Improve***

*Let's do it!*

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

Areas	Examples of Issues to Consider
<b>Implementation and management</b>	<p>Are the activities being implemented as planned?</p> <p>Is there a strong project management team in place?</p> <p>Is senior-level support being secured?</p>
<b>Communications and change management</b>	<p>Are the change management and the communications plans being implemented?</p> <p>Are communications among all parties affected flowing well?</p> <p>What are the specific concerns and communications needs of each group affected by the new initiative?</p>
<b>Monitoring and improving</b>	<p>Are the results of the activities satisfactory?</p> <ul style="list-style-type: none"> <li>• Is the level of satisfaction of the stakeholders and groups affected by the initiative high?</li> <li>• Are the goals of improved effectiveness and efficiency being achieved?</li> <li>• Is there a need to revise the initiative's goals?</li> <li>• What are the adjustments that need to be made to the plan?</li> </ul> <p>Is the knowledge acquired being shared with the project team and other stakeholders?</p>

### CENTER FOR SHARING PUBLIC HEALTH SERVICES

The Center for Sharing Public Health Services helps communities learn how to work across jurisdictional boundaries to deliver essential public health services. The Center serves as a national resource on cross-jurisdictional sharing (CJS), building the evidence and producing and disseminating tools, methods and models to assist public health agencies and policymakers as they consider and adopt CJS approaches. The Center is funded by the Robert Wood Johnson Foundation and is managed by the Kansas Health Institute. Copyright© Center for Sharing Public Health Services, 2013. Materials may be reprinted with written permission.