



# COP - R C O R P

Communities of Practice for Rural Communities Opioid Response Program

## *Local Sustainability Plan*

**Seneca County, Ohio**

**Seneca County Opiate Task Force**

**Mental health and Recovery Services Board of Seneca, Sandusky and Wyandot Counties**

2020

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### **Acknowledgements**

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The Seneca County Opiate Task Force acknowledges the time and efforts that consortium members and other stakeholders contributed to the development of this local sustainability plan.

As the convening leads for the CoP-RCORP master consortium, the Pacific Institute for Research and Evaluation (PIRE) and Ohio University's Voinovich School of Leadership and Public Affairs (OU-VS) braid their funding through a shared services approach and work collaboratively with project directors and staff from the local CoP-RCORP backbone organizations to provide leadership, training, capacity building, technical assistance and evaluation services, and management oversight for project activities. This local sustainability plan represents the shared work of the Seneca County Opiate Task Force (local consortium), the Mental health and Recovery Services Board of Seneca, Sandusky and Wyandot Counties (backbone organization), and the CoP-RCORP Training, Technical Assistance, and Evaluation Team (OU-VS and PIRE).

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**CoP-RCORP**  
**Seneca County, OH**  
**Sustainability Plan**  
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## **Introduction**

### **RCORP Initiative**

The Rural Communities Opioid Response Program (RCORP) is a multi-year initiative supported by the Health Resources and Services Administration (HRSA), an operating division of the U.S. Department of Health and Human Services, to address barriers to access in rural communities related to substance use disorder (SUD), including opioid use disorder (OUD). RCORP funds multi-sector consortia to enhance their ability to implement and sustain SUD/OUD prevention, treatment, and recovery services in underserved rural areas. The overall goal of the RCORP initiative is to reduce the morbidity and mortality associated with opioid overdoses in high-risk rural communities by strengthening the organizational and infrastructural capacity of multi-sector consortiums to address prevention, treatment, and recovery. To support funded RCORP consortia, HRSA also funded a national technical assistance provider, JBS International.

### **CoP-RCORP Consortium**

In 2018, with support from the state of Ohio (viz. Ohio Department of Mental Health and Addiction Services and Ohio Department of Health), Ohio University's Voinovich School of Leadership and Public Affairs (OU-VS) and the Pacific Institute for Research and Evaluation (PIRE) applied and received two \$200,000 RCORP planning grants. In turn, OU-VS funded community organizations in Ashtabula and Fairfield counties and PIRE funded those in Sandusky and Washington counties. Through a shared services agreement, OU-VS and PIRE braided their funding together and created fiscal efficiencies to fund a fifth in Seneca County. In addition, the efficiencies allowed a project website to be created to organize, share, and archive innovative project strategies.

As system conveners (Wenger-Trayner & Wenger-Trayner, 2015) of the Communities of Practice for Rural Communities Opioid Response Program (CoP-RCORP), faculty and staff from OU-VS and PIRE brought together representatives from three county behavioral health authorities in Ashtabula, Fairfield, and Seneca counties and two county health departments in Sandusky and Washington counties during the planning phase. Each of the five community-based organizations acted as backbone fiscal support for a local consortium and oversaw the project activities being carried out in their community. The CoP-RCORP master consortium utilized a community of practice (Wenger & McDermott, 2002) approach where representatives from the local consortia collaboratively engaged in peer learning and grant activities facilitated by OU-VS and PIRE.

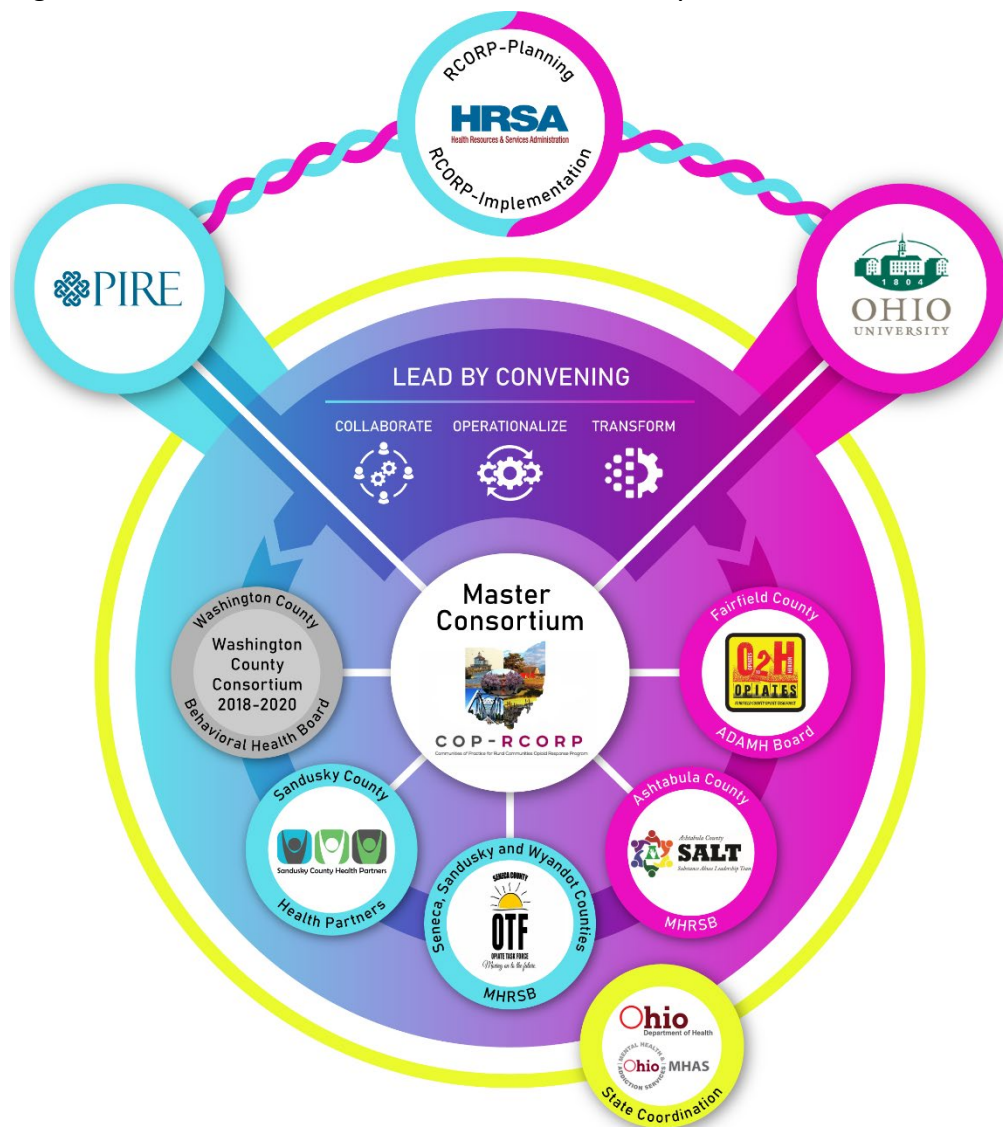
At the end of the planning grant, OU-VS and PIRE each led efforts with respective community representatives and submitted separate proposals for RCORP-Implementation funding. HRSA awarded OU-VS and PIRE each \$1 million over three-years. In August 2019, OU-

VS and PIRE entered into another shared services agreement and braided funding to continue growing the community of practice model being utilized with the master consortium. The implementation funding includes 15 required core activities, which span the continuum of care and include prevention, treatment, and recovery to reduce the morbidity and mortality associated with opioid overdoses in high-risk rural communities. Sustaining those local efforts is a critical overarching goal.

Process-wise, the CoP holds monthly master consortium meetings to learn from one another. At the conclusion of Year 1, the Washington County Behavioral Health Board and the CoP-RCORP Master Consortium separated. Currently, the master consortium includes representatives from the following four communities: Ashtabula, Fairfield, Sandusky, and Seneca counties.

As the convening lead for the master consortium, OU-VS and PIRE work with members of the master consortium to advance the core activities at the local level. The master consortium also draws on state-based resources to inform policies, programs, and practices. See the figure below for an organizational graphic. More information about the organizational structure and initiative may be found on the project website:

[communitiesofpractice-rcorp.com](http://communitiesofpractice-rcorp.com).



## **Measuring Sustainability**

Under the CoP-RCORP initiative, OU-VS and PIRE approached sustainability as a process with a two-fold purpose. First, we wanted to make sure we fulfilled the RCORP grant requirements. Moreover, we wanted to ensure local consortia had the information they needed to continue supporting their local infrastructure in addressing ongoing opiate use disorder (OUD) issues. This locally driven type of process follows a format that has successfully been used in other Ohio initiatives, which involves assessing what needs to be sustained first, followed by a set of reflection questions about how to shore up the issues identified.

In particular, OU-VS and PIRE wanted each local consortium to think about how they could continue to build and sustain their local capacity to plan and address OUD on an ongoing basis. We utilized this approach in part based on our developmental evaluation and capacity building experience over the years which has illustrated the importance of: (a) clarifying what to continue or sustain (Mancini & Marek, 2002; Weiss, Coffman, & Bohan-Baker, 2002), (b) understanding the public value, authorizing environment, and operational capacity needed for sustainability (Moore, 1995), and (c) viewing sustainability as a process rather than an outcome (Schell, et al., 2013).

Near the end of implementation year 1, HRSA and JBS International asked all phase 1 grantees to complete a set of sustainability assessments and develop a plan based on those findings. That process occurred at the master consortium level. In addition, OU-VS and PIRE asked each community organization to complete a local sustainability assessment process. The balance of this report describes that local process, the findings, and plan for next steps.

### **Washington University Program Sustainability Assessment Tool**

Each of the four project directors conducted an online assessment utilizing the Program Sustainability Assessment Tool (PSAT) from Washington University in St. Louis. The PSAT includes 40-items arranged into eight domains: Environmental Support, Funding Stability, Partnerships, Organizational Capacity, Program Evaluation, Program Adaptation, Communications, and Strategic Planning. Using a scale from 1 to 7, project directors rated the extent to which each process or structure exists in their consortium, with a 1 meaning no extent and 7 meaning full extent. See Luke, Calhoun, Robichaux, Elliott, and Moreland-Russell (2014) for more information about the tool.

Community organizations were offered two options for completing the sustainability assessment tool. In the first option, a core local planning team met as a group to discuss and



rate each question. Upon reaching consensus, the group entered a score for each question and received a summary report with the results. Alternatively, each identified member of the core local planning group answered all of the questions independently. The project director then received a report that averaged the responses. The Seneca County Opiate Task Force chose the option of group consensus.

## Local Sustainability Plan

### Seneca County Opiate Task Force

The Seneca County Opiate Task Force serves as the local consortium for the RCORP-Planning grant, while the Mental health and Recovery Services Board of Seneca, Sandusky and Wyandot Counties operates as the backbone organization. In order to develop and strengthen the local consortium, the following individuals engaged in a sustainability assessment and reflection process (Core Sustainability Planning Team):

- Robin Reaves, Nicole Williams, Mircea Handru, and Charla VanOsdol

### Sustainability Plan

**Reflection questions and assessment results.** After completing the online PSAT assessment tool, communities received a summary of their assessment results that reported the average score for each domain (see Appendix A for a copy of the Summary Assessment Results). Next, each community reviewed the summary results and reflected on several questions developed by OU-VS and PIRE based on the guidance from JBS International (see Appendix A for a copy of the Reflection Questions). Table 1 below shows the overall sustainability assessment results and prioritized domain and score for that domain.

**Table 1. Sustainability Assessment Results for Seneca County Opiate Task Force**

County	Assessment Approach	Overall Sustainability Assessment Score	Overall Assessment Range	Prioritized Domain(s)	Assessment Score(s) for Prioritized Domain(s)
Seneca County	Group Consensus	4.8	3.8 - 5.6	Communications	3.8

**Assessment summary.** To begin reviewing the assessment results, the Seneca County Sustainability Planning Team conducted a SWOT analysis by categorizing the various domains as strengths, weaknesses, opportunities, or threats. They also discussed why they categorized a domain as a strength, weakness, opportunity, or threat (see Table 2).

**Table 2. SWOT Analysis on the Sustainability Assessment Domains**

<b>Strengths</b>	<b>Weaknesses</b>
<p><b>Environmental Supports</b> Strong ability to garner resources with the current consortium members. Willingness from those who are not direct consortium members to support and assist with tasks.</p> <p><b>Organizational Capacity</b> The consortium is able to go to the Opiate Task Force and CARSA and give updates on the project. There is a willingness for those not directly involved in the grant to assist. This comes from the leadership managing tasks with their staff and other resources.</p> <p><b>Program Adaptation</b> The group felt that this year with COVID the Opiate Task Force has shown their ability to adapt to changes that are needed.</p> <p><b>Partnerships</b> The group felt that our local consortium was strong in partnership. We have the involvement of community leaders such as judges and commissioners as well as the willingness to assist from those who are not directly involved in the process.</p>	<p><b>Communication</b> The group felt that while the Opiate Task Force communicates well within the group, it does not do a great job at communicating to the community about this grant. Because the Opiate Task force is a closed group, and that is where we pulled from for our consortium, there is not much communication to generate interest in the public. The plan was to increase the communication to the community about the OTF however with the COVID pandemic the focus was not able to be given to this communication.</p>
<b>Opportunities</b>	<b>Threats</b>
<p><b>Strategic Planning</b> With the grants that we are currently working on, the Opiate Task Force has had several strategic plans created. We are currently working on utilizing them to the best of the group’s ability.</p> <p><b>Program Evaluation</b> The group felt that this year, we had a better grasp on program evaluation. With evaluation tools from several of the grants that we are currently work on, we are able to use this as a set towards evaluation for the Opiate Task Force.</p>	<p><b>Funding Stability</b> This year, with COVID the group felt that Funding Stability score fell. With several Opiate Task Force member organizations currently on a spending freeze, we see a threat to some of the local funding opportunities for new projects and this could potentially impact the workforce in regards to retention and recruitment.</p>

**Problem statement.** The Seneca County Sustainability Planning Team identified one domain area that represents a key weakness or threat for the sustainability of the local consortium to address OUD. The weakness or threat domain to address is communication.

Selecting this area was prioritized because during our Sustainability Assessment, the group discussed communication. We concluded that the Opiate Task Force communicates well within the local consortium, however, we could do a better job at communicating our values as well as the groups successes with the public. We believe we still have stigma in our community regarding addiction, especially with opiate addiction and treatment and we believe that if we increase our publicity of our successes with people in recovery and the programs we may help to decrease the stigma as well.

**Population of focus.** The organizations, agencies, community leaders, and staff/personnel who need to be present to work on this problem include all members of the consortium with leadership from the Mental Health and Recovery Services Board of Seneca, Sandusky, and Wyandot Counties.

**Goals and objectives.** The goal this group will work toward addressing and at least one key objective follow. Table 3 lists the specific activities for the goal and objectives.

Goal Statement: The Opiate Task Force will submit quarterly public communications on opiate education and success stories.

Key Objective(s): A long-term change we hope to see by addressing the weakness of communication is to increase the publics knowledge of what the Opiate Task Force is working on and the value of the group.

**Table 3. Specific Activities for Goals and Objectives**

<b>Activity</b>	<b>Start Date</b>	<b>End Date</b>	<b>Responsible Party</b>	<b>Resources</b>
Create a list of OTF members with social media	November 1, 2020	November 30, 2020	MHR SB	
Create a Press release schedule for OTF members willing to create one	November 1, 2020	November 30, 2020	MHR SB	

***Long-term outcomes and indicators.*** Below are the long-term change outcomes and indicators to define how change will be demonstrated.

Long-term Outcome: A long-term change we hope to see by addressing the weakness of communication is to increase the public's knowledge of what the Opiate Task Force is working on and the value of the group.

Long-term Indicator: We will know we were able to achieve this outcome if we are able to release an article and success story at minimum one time per month for 12 months via various media outlets.

## **Conclusion**

### **Affordability and Accessibility of OUD Prevention, Treatment, & Recovery**

Throughout the implementation process the Seneca County Opiate Task Force will keep maintaining affordability and accessibility of OUD prevention, treatment, and recovery services for individuals as priority throughout the implementation process. We will be sure to utilize some of our press releases that will help raise awareness in the community, to educate the community of the affordable OUD services in our community.

### **Prioritization of Evaluation**

As stated above, the Seneca County COP RCOPRP Local Consortium (Opiate Task Force) looks to address communication, one of our weaknesses from the sustainability assessment. In addressing this weakness, we hope to put in place a process for communicating with the public regarding the Opiate Task Force and their projects and values. We hope this will help to raise our communication score in the future and to create public awareness to all the hard work of the group. We plan to utilize a community survey in the future to assist us with measuring community awareness around the Opiate Task Force and its strategies.

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## **APPENDIX A**

### Local Consortium Sustainability Assessment Report

Many factors impact a program's ability to continue providing services and producing benefits over time. For example, funding, quality evaluation, infrastructure, strong partnerships, and clear communication all have a role to play in supporting program sustainability. The **Program Sustainability Assessment Tool (PSAT)** allows stakeholders to rate their programs on the extent to which they have processes and structures in place that will increase the likelihood of sustainability. This report summarizes the current sustainability capacity for your program. Results are based on your program's responses to the Program Sustainability Assessment Tool. Assessment results can then be used to identify next steps in building program capacity for sustainability in order to position efforts for long-term success.

## Interpreting the Results

The table presents the average rating for each sustainability domain based on the responses that you provided. The remainder of the document presents the ratings for indicators within each domain. There is no minimum rating that guarantees the sustainability of a program. However, lower ratings do indicate opportunities for improvement that a program may want to focus on when developing a plan for sustainability.

## Next Steps

- These results can be used to guide sustainability planning for your program.
- Areas with lower ratings indicate that there is room for improvement.
- Address domains that are most modifiable, quicker to change, and have data available to support the needed changes.
- Develop strategies to tackle the domains that may be more difficult to modify.
- Make plans to assess your program's sustainability on an ongoing basis to monitor program changes as you strive for an ongoing impact.

Here is your sustainability score: **4.8**

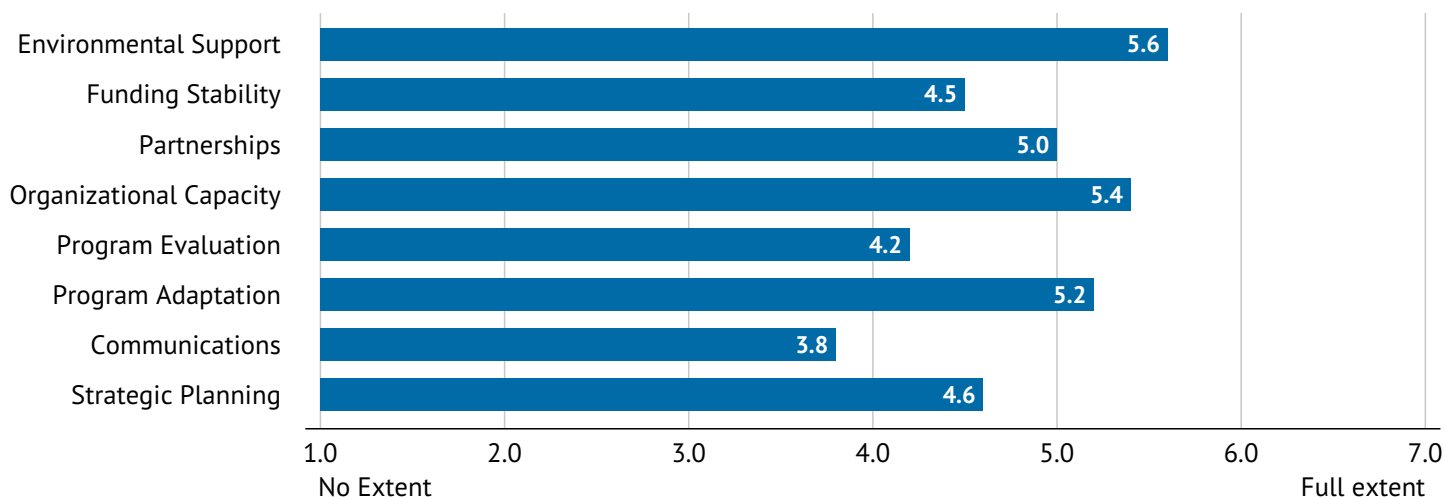
Domain	Domain Score
Environmental Support	5.6
Funding Stability	4.5
Partnerships	5.0
Organizational Capacity	5.4
Program Evaluation	4.2
Program Adaptation	5.2
Communications	3.8
Strategic Planning	4.6







1 = program has this to no extent

7 = program has to the full extent

NA = not able to answer

## Sustainability Capacity By Domain



	<b>Environmental Support</b>	Rating		<b>Funding Stability</b>	Rating
1. Champions exist who strongly support the program.	6.0		1. The program exists in a supportive state economic climate.	5.0	
2. The program has strong champions with the ability to garner resources.	6.0		2. The program implements policies to help ensure sustained funding.	NA	
3. The program has leadership support from within the larger organization.	7.0		3. The program is funded through a variety of sources.	5.0	
4. The program has leadership support from outside of the organization.	6.0		4. The program has a combination of stable and flexible funding.	4.0	
5. The program has strong public support.	3.0		5. The program has sustained funding.	4.0	
	<b>Partnerships</b>	Rating		<b>Organizational Capacity</b>	Rating
1. Diverse community organizations are invested in the success of the program.	6.0		1. The program is well integrated into the operations of the organization.	6.0	
2. Community leaders are involved with the program.	6.0		2. Organizational systems are in place to support the various program needs.	6.0	
3. Community members are passionately committed to the program.	3.0		3. Leadership effectively articulates the vision of the program to external partners.	5.0	
4. The program communicates with community leaders.	5.0		4. Leadership efficiently manages staff and other resources.	6.0	
5. The community is engaged in the development of program goals.	NA		5. The program has adequate staff to complete the program's goals.	4.0	
	<b>Program Evaluation</b>	Rating		<b>Program Adaptation</b>	Rating
1. The program has the capacity for quality program evaluation.	4.0		1. The program periodically reviews the evidence base.	5.0	
2. The program reports short term and intermediate outcomes.	5.0		2. The program adapts strategies as needed.	6.0	
3. Evaluation results inform program planning and implementation.	4.0		3. The program adapts to new science.	5.0	
4. Program evaluation results are used to demonstrate successes to funders and other key stakeholders.	4.0		4. The program proactively adapts to changes in the environment.	5.0	
5. The program provides strong evidence to the public that the program works.	4.0		5. The program makes decisions about which components are ineffective and should not continue.	5.0	
	<b>Communications</b>	Rating		<b>Strategic Planning</b>	Rating
1. The program has communication strategies to secure and maintain public support.	4.0		1. The program plans for future resource needs.	7.0	
2. Program staff communicate the need for the program to the public.	3.0		2. The program has a long-term financial plan.	4.0	
3. The program is marketed in a way that generates interest.	NA		3. The program has a sustainability plan.	5.0	
4. The program increases community awareness of the issue.	5.0		4. The program's goals are understood by all stakeholders.	4.0	
5. The program demonstrates its value to the public.	3.0		5. The program clearly outlines roles and responsibilities for all stakeholders.	3.0	

Results based on responses to the Program Sustainability Assessment Tool, ©2012, Washington University in St Louis.

For more information about the Program Sustainability Assessment Tool and sustainability planning, visit <https://sustaintool.org/>



## **APPENDIX B**

### CoP RCORP Sustainability Reflection Questionnaire



## HRSA’s Communities of Practice: Rural Communities Opioids Response Program Reflection Questions for Developing a Sustainability Plan

<b>Name of Person (s) Completing Form:</b>			
<b>Date:</b>		<b>County Name:</b>	

### Step 1 – Decide How to Complete these Reflection Questions

1. For communities using group consensus, you will want to reference your assessment report and the notes from your group consensus discussion. It is up to you to decide if you want to pull the core group back together to answer these questions.
2. For communities using average scores, you will need to pull together the 2-4 core planning members who completed the assessment and hold a group discussion with them to reflect on the findings from the Sustainability Assessment Report.

### Step 2 – Begin by Reviewing Your Sustainability Assessment

1. Review the **Next Steps** section of the report (on page 1), which provides some helpful guidance for selecting domains that you may want to strengthen.
  - a. Note that the selection of domains that you want to focus on in your sustainability plan is not always governed solely by how low a domain’s score is.
  - b. The guidance also notes the importance of having data available to support the needed changes, and the importance of the domain being modifiable.
  - c. In addition to these considerations, you and your team will want to take into consideration local culture, history of prior efforts, and new trends that may be just emerging.

### Step 3 – Reflect on Your Assessment and Document Your Plans

1. On page 2 of the Assessment report, look across the eight domains and complete a SWOT analysis.
  - a. What domains represent strengths and why?
  - b. What domains represent weaknesses and why?
  - c. What domains represent opportunities and why?
  - d. What domains represent threats and why?

Strengths – Capture these domain(s) and why they are strengths in this box.  <span style="color: red;">Type your response here</span>	Weaknesses – Capture these domain(s) and why they are weaknesses in this box.  <span style="color: red;">Type your response here</span>
Opportunities – Capture these domain(s) and why they are opportunities in this box.  <span style="color: red;">Type your response here</span>	Threats – Capture these domain(s) and why they are threats in this box.  <span style="color: red;">Type your response here</span>



2. Prioritize one key domain area that represents either a key weakness or key threat for your Local RCORP Consortium.
  - a. You will need to gather information about how you intend to shore up and address this weakness or threat. Guiding questions have been included below to help you capture that information.
  - b. Please type your responses where noted below. OU/PIRE will take your information and format it into a formatted Sustainability Plan document.
  - c. You only need to select one domain to address. It may be either a weakness or a threat from your SWOT analysis. You will then answer questions 3-9 below regarding that domain.
  - d. If you want to select an additional domain area to address, you will then need to answer questions 3-9 again for that domain.

3. Name the weakness or threat domain area that you have selected to address.

Weakness or Threat Domain to Address: **Type your response here**

4. How and why did you prioritize this weakness or threat domain?

**Type your response here**

5. Who needs to help address this weakness or threat domain? Include organizations, agencies, community leaders, staff/personnel, etc., as appropriate for the domain selected.

**Type your response here**

6. What is the goal you want this group of organizations, agencies, leaders, and/or staff to address related to the domain weakness or threat that you have prioritized? Please write a goal statement that you could provide to this group that would represent what they need to work toward addressing.

**Type your response here**

7. What is the change you are seeking?
  - a. Define the long-term change (outcome(s)) you want to see occur.

**Type your response here**



- b. How will you know that you have achieved that outcome? (List at least one indicator.)

Type here

8. List one or more objective for the group.

Objective: Type here

9. For the objective, identify a few key activities (e.g., convene the group, engage the issue, report back) and for each list a key person who will be responsible; other resources needed (staff, volunteers, space, money); and a planned start and end date.

Activity	Start Date	End Date	Responsible Party	Resources
Type here	Type here	Type here	Type here	Type here

10. HRSA is prioritizing the following outcome:

Maintain affordability and accessibility of OUD prevention, treatment, and recovery services provided to individuals.

Please write a one-two paragraph statement about how your Local RCORP Consortium will keep this outcome in mind throughout implementation process.

Type response here.

11. HRSA would like all Local RCORP Consortium to demonstrate that they are prioritizing evaluation.

Please write a one-two paragraph statement about how your Local RCORP Consortium is committed to developing quantifiable metrics that will be used to assess the impact of future activities.

Type response here.

**Step 4 – Submit Your Reflection Report & Assessment Report to OU/PIRE**

1. Save your Sustainability Reflection response document.
2. Send your completed Sustainability Reflection document to your TTAE.
3. Include a PDF copy of your online Assessment Report from Washington University.



4. OU/PIRE will transfer your information into a formatted Sustainability Plan and share it with you for final review and approval.