



COP - R C O R P

Communities of Practice for Rural Communities Opioid Response Program

Local Sustainability Plan

Sandusky County, Ohio

Health Partners
Sandusky County Public Health

2024

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Acknowledgements

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The Sandusky County Health Partners 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 Health Partners (local consortium), the Sandusky County Public Health (backbone organization), and the CoP-RCORP Training, Technical Assistance, and Evaluation Team (OU-VS and PIRE).

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**Health Partners
COP-RCORP
Sandusky County, OH Sustainability Plan
March 2025**

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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 the funded RCORP consortia, HRSA also funded a national technical assistance provider, JBS International.

COP-RCORP Consortium

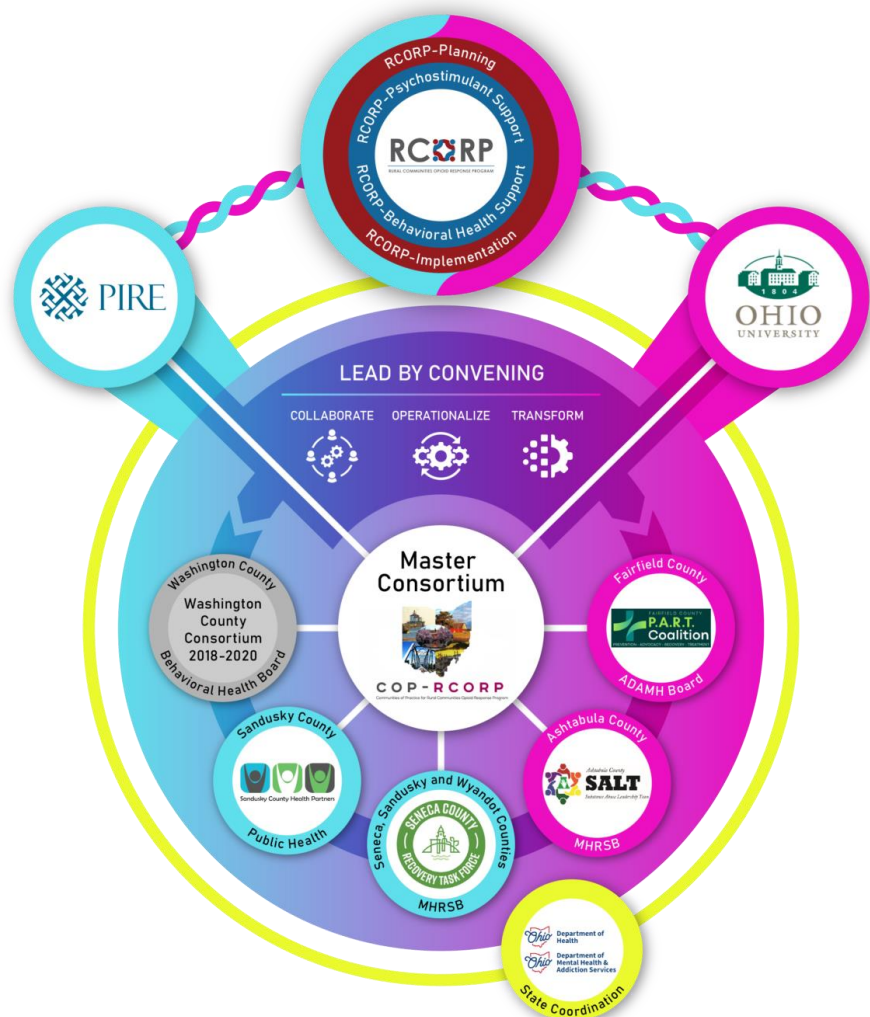
In 2018, with support from the state of Ohio (viz. Ohio Department of Mental Health and Addiction Services and Ohio Department of Health), Ohio University's Voinovich School of Leadership and Public Affairs (OU-VS) and the Pacific Institute for Research and Evaluation (PIRE) applied and received two \$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 raised 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.



Schweinhart, A., Raffle, H., Courser, M., & Dacanay, J. (2024). COP-RCORP Organizational Chart. Pacific Institute for Research and Evaluation: Calverton, MD and Ohio University's Voinovich School of Leadership and Public Service: Athens, OH. This project was made possible by grants #G25RH32461, #GA1RH33532, #G25RH32459, #GA1RH33529, #H7NRH42563, #H7NRH45748, and #G28RRH46290 from the Health Resources and Services Administration (HRSA), an operating division of the U.S. Department of Health and Human Services. This figure is solely the responsibility of the authors and does not necessarily represent the official views of HRSA or the U.S. Department of Health and Human Services.

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).

All grantees completed a set of sustainability assessments and developed a sustainability plan based on the findings. This process occurred during the planning and implementation grant phases (2019, 2020, 2021) and has continued into the behavioral health care support grant (2024) at the master consortium level. Each community organization completed a local sustainability process, the balance of this report describes the local process, the findings and plan for next steps. All previous community sustainability information and reports are available on the CoP-RCORP website.

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 Health Partners chose the option of group consensus.

Local Sustainability Plan

Health Partners

Health Partners serves as the local consortium for the RCORP- Planning grant, while the Sandusky County Public Health 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):

Charlotte Stonerook, Jim Posey, Jamie Belcher

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 Health Partners

County	Assessment Approach	Overall Sustainability Assessment Score	Overall Assessment Range	Prioritized Domain(s)	Assessment Score(s) for Prioritized Domain(s)
Sandusky County	Group Consensus	5.4	4.2 - 7.0	Communications	4.6

Assessment summary. To begin reviewing the assessment results, the Sandusky 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

Strengths	Weaknesses
<p>Program Evaluation Leadership has put staff/partners in place to ensure programs have the capacity for successful evaluations. Adjustments made when needed.</p> <p>Environmental Support Health Partners has very supportive partnerships in Sandusky County and within our consortium. The group is supported by public leaders and residents; and has been effective in leveraging funding and other resources takes place regularly. Collectively, partners have extensive knowledge on assessment, planning, implementation.</p> <p>Program Adaptation Health Partners periodically review research on the evidence, based programs, policies, and practices. When found necessary, programs and strategies are adapted to align with the changes in our environment, culture and the needs of the community.</p>	<p>Strategic Planning Health Partners has been resourceful and plans well into the future for resources that will be needed. However, there is not a specific and detailed sustainability plan put in place for other projects yet. There also need to be 'bailout plans' in case funding becomes scarce. Meetings are planned and more partners are being recruited for this project for optimal success.</p> <p>Partnerships Even though our rural area sometimes lacks certain resources, there are numerous coalitions, agencies, partnerships dedicated to improving the health of our community. Health Partners serves a catalyst to unite all these different groups. Health Partners membership continues to grow, by involving social service organizations as we better understand social determinates of health and the health inequities affecting our community.</p>
Opportunities	Threats
<p>Funding Stability Unanimously, the team all agreed that collaboration takes place within our coalitions, partnerships, and community to ensure a variety of funding sources are put in place and planned for future funding. The team also recognizes that there is always more that can be done when looking for financial support in our specific economic climate. Rural areas are limited to certain resources, but</p>	<p>Communications Though Health Partners has many collaborators, supporters, and skilled individuals all working together, there is always room for improvement. It was discussed that there is limited information and data disseminated to community members. And at times, partners only pass along information pertaining to their consumers and</p>

<p>Health Partners is, and has always been resourceful in finding support for program sustainability even though it is sometimes difficult to find that perfect combination of stable and flexible funding at times.</p> <p>Organizational Capacity Health Partners has many supporters in the community but often just a small ‘core’ of people who take on active roles. While systems are in place to support program needs, there are concerns that a limited staffing could hinder project long term goals. The team continually works to build capacity and share its vision with external partners and stakeholders. Leadership does a great job at efficiently managing staff and other resources with what has been allotted to the programs.</p>	<p>employee needs.</p>
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Problem statement. The Sandusky 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, Communication between partners is strong, but it was noted during sustainability discussions that there is a lack of information dissemination on data, strategies and successes to external stakeholders and to other areas throughout the community. If we are to be effective in our community change efforts, it is important that the work of Health Partners is recognized and understood throughout the entire community. Community involvement at all levels is vital, from data collection to priority selection to strategy implementation. In addition, in order to ensure timely distribution of information, all partners must be actively engaged in outreach efforts.

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 Health Partners will be involved in expanding communication efforts. Partners include: The Bellevue Hospital, Community Health Services, Firelands Counseling & Recovery Services, Fremont City Schools, Great Lakes Community Action Partnership, Jennifer Greenslade-Hohman, MD, Mental Health & Recovery Services Board of SSW, ProMedica Memorial Hospital, Sandusky County Dept of Job & Family Services, Sandusky County Board of DD, Sandusky County Family & Children First

Council, Sandusky County Juvenile & Probate Court, Sandusky County Public Health, and United Way of Sandusky County.

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: Health Partners will ensure the community as well as external stakeholders have the ability to provide input and are aware of health partner community change efforts.

Key Objective(s): By May 2025, Health Partners of Sandusky County organizations will host 3 community meetings to provide information, dissemination on data, strategies and successes to external stakeholders and to other areas throughout the community as evidenced by promotional flyers and sign-in sheets.

Table 3. Specific Activities for Goals and Objectives

Activity	Start Date	End Date	Responsible Party	Resources
Schedule Community outreach events	September 2024	April 2025	Chairperson	Staff location
Promote events	October 2024	March 2025	Partners Agencies	Staff
Present Information	October 2024	March 2025	Partners Agencies	Staff
Record Community participation	October 2024	March 2025	Partners Agencies	Staff

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

Long-term Outcome: Partners, organizations, and community members will provide input into community health improvement goals.

Long-term Indicator: Data collected on the number of sessions held seeking partner and community input.

Conclusion

Affordability and Accessibility of OUD Prevention, Treatment, & Recovery

As a part of the June 2024 Access to Care Report, Health Partners continually review and discuss issues related to access to care and forces of change that impact services in Sandusky County. This includes the affordability and accessibility of OUD prevention, treatment and

recovery services. To make sure these efforts continue throughout the RCORP Implementation process, Health Partners will keep this as an ongoing Agenda item at quarterly meetings and will address matters as they arise.

Prioritization of Evaluation

As stated above, Health Partners utilizes evaluation as a method to monitor the effectiveness of programs, strategies and services. While both quantitative and qualitative methods are used, partners have found through lessons-learned that developing quantitative metrics is a much better tool in assessing the impact of strategies. Collaborating within multiple systems for strategy implementation and evaluation can be difficult due at times; by using quantitative data, partners can reflect on progress more readily and locate opportunities to improve more easily.

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APPENDIX A

Local Consortium Sustainability Assessment Report

Sustainability Report

INDIVIDUAL

Health Partners

Submitted by: **cstonerook@scpublichealth.com**

Date: **March 21, 2024**

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: **5.4**

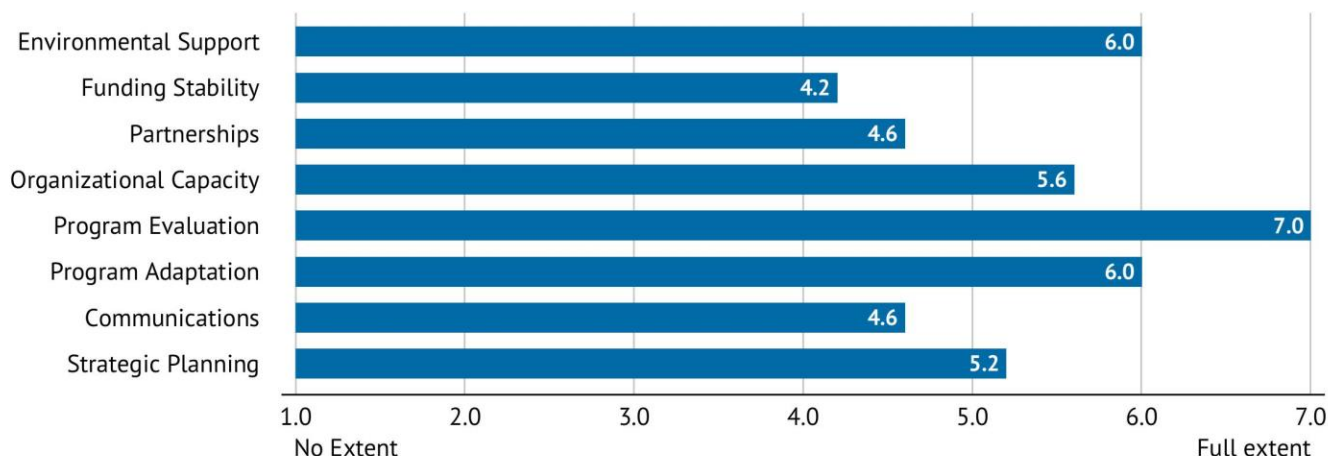
Domain	Domain Score
Environmental Support	6.0
Funding Stability	4.2
Partnerships	4.6
Organizational Capacity	5.6
Program Evaluation	7.0
Program Adaptation	6.0
Communications	4.6
Strategic Planning	5.2

1 = program has this to no extent

7 = program has to the full extent

NA = not able to answer

Sustainability Capacity By Domain





Environmental Support

Rating

- | | |
|--|-----|
| 1. Champions exist who strongly support the program. | 6.0 |
| 2. The program has strong champions with the ability to garner resources. | 6.0 |
| 3. The program has leadership support from within the larger organization. | 7.0 |
| 4. The program has leadership support from outside of the organization. | 6.0 |
| 5. The program has strong public support. | 5.0 |



Partnerships

Rating

- | | |
|--|-----|
| 1. Diverse community organizations are invested in the success of the program. | 6.0 |
| 2. Community leaders are involved with the program. | 5.0 |
| 3. Community members are passionately committed to the program. | 4.0 |
| 4. The program communicates with community leaders. | 4.0 |
| 5. The community is engaged in the development of program goals. | 4.0 |



Program Evaluation

Rating

- | | |
|--|-----|
| 1. The program has the capacity for quality program evaluation. | 7.0 |
| 2. The program reports short term and intermediate outcomes. | 7.0 |
| 3. Evaluation results inform program planning and implementation. | 7.0 |
| 4. Program evaluation results are used to demonstrate successes to funders and other interested parties. | 7.0 |
| 5. The program provides strong evidence to the public that the program works. | 7.0 |



Communications

Rating

- | | |
|--|-----|
| 1. The program has communication strategies to secure and maintain public support. | 5.0 |
| 2. Program staff communicate the need for the program to the public. | 4.0 |
| 3. The program is marketed in a way that generates interest. | 4.0 |
| 4. The program increases community awareness of the issue. | 5.0 |
| 5. The program demonstrates its value to the public. | 5.0 |



Funding Stability

Rating

- | | |
|--|-----|
| 1. The program exists in a supportive state economic climate. | 5.0 |
| 2. The program implements policies to help ensure sustained funding. | 5.0 |
| 3. The program is funded through a variety of sources. | 4.0 |
| 4. The program has a combination of stable and flexible funding. | 3.0 |
| 5. The program has sustained funding. | 4.0 |



Organizational Capacity

Rating

- | | |
|---|-----|
| 1. The program is well integrated into the operations of the organization. | 6.0 |
| 2. Organizational systems are in place to support the various program needs. | 6.0 |
| 3. Leadership effectively articulates the vision of the program to external partners. | 6.0 |
| 4. Leadership efficiently manages staff and other resources. | 6.0 |
| 5. The program has adequate staff to complete the program's goals. | 4.0 |



Program Adaptation

Rating

- | | |
|--|-----|
| 1. The program periodically reviews the evidence base. | 6.0 |
| 2. The program adapts strategies as needed. | 6.0 |
| 3. The program adapts to new science. | 6.0 |
| 4. The program proactively adapts to changes in the environment. | 6.0 |
| 5. The program makes decisions about which components are ineffective and should not continue. | 6.0 |



Strategic Planning

Rating

- | | |
|--|-----|
| 1. The program plans for future resource needs. | 6.0 |
| 2. The program has a long-term financial plan. | 4.0 |
| 3. The program has a sustainability plan. | 6.0 |
| 4. The program's goals are understood by all interested parties. | 5.0 |
| 5. The program clearly outlines roles and responsibilities for all partners. | 5.0 |

APPENDIX B

COP RCORP Sustainability Reflection Questionnaire



HRSA's Communities of Practice: Rural Communities Opioids Response Program

Reflection Questions for Developing a Sustainability Plan

Name of Person (s) Completing Form:			
Date:		County Name:	

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



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.