

COP-RCORP

Communities of Practice for Rural Communities Opioid Response Program

Local Sustainability Plan

Seneca County, Ohio
Seneca County Recovery Task Force
Mental Health and Recovery Services Board of Seneca, Sandusky,
Ottawa and Wyandot Counties

2024



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The Seneca County Recovery 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 Recovery Task Force (local consortium), the Mental Health and Recovery Services Board of Seneca, Sandusky, Ottawa, and Wyandot Counties (backbone organization), and the CoP-RCORP Training, Technical Assistance, and Evaluation Team (OU-VS and PIRE).

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Seneca County Recovery Task Force COP-RCORP Seneca 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 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: communities of practice-

rcorp.com.

COLLABORATE OPERATIONALIZE TRANSFORM

Washington
County
Consortium

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 #G2SRH32461, #GA1RH33532, #G2SRH32459, #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 Seneca County Recovery Task Force chose the option of group consensus.

Local Sustainability Plan

Seneca County Recovery 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, Ottawa 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):

Nicole Williams, Robin Reaves, and Ronele Myers

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 Recovery Task Force

County	Assessment Approach	Overall Sustainability Assessment Score	Overall Assessment Range	Prioritized Domain(s)	Assessment Score(s) for Prioritized Domain(s)
Seneca	Group	6.1	5.3 - 6.8	Funding Stability	5.8
County	Consensus				

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

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Program Adaptation and Strategic

Planning

Program Adaptation and Strategic Planning scored the highest in this round of sustainability assessment. These are both areas that improved from the last time we did the assessment. We believe this is partially due to the adaptation to making this group the "Recovery Task Force" as opposed to the "Opiate Task Force". The group has taken trends and needs into account and ensured that the group is best serving the members.

Weaknesses

Program Evaluation and Partnership

Program Evaluation and Partnership were our lowest scored domains. While program evaluation does not come as a surprise to us, we did find the score for Partnership being low a bit surprising. While we feel that there are ways that we evaluate the Recovery Task Force, we realize that we do not have a formal evaluation process which we believe is why the evaluation aspect has historically scored low. We have seen some change over in partnerships within the last few years within the Recovery Task Force which is why we believe this area is low.

Opportunities

Partnership

We believe that Partnership is an area that we can focus on for opportunities this time around. As we stated, we have had some change in membership, and we feel that we can work on strengthening those relationships. The Recovery Task Force has a list of desired members, so we are not looking to recruit new members, we are more looking at strengthening the partnerships at the table. The task force will evaluate per the by-laws each year to determine if the right players are on the task force. The agency for the Mobile Crisis Response Team is not a member currently but we see a value in adding them in the future and we will consider doing so during the annual review.

Threats

Funding Stability

Funding Stability continues to be one of our biggest threats. While funding is available now to address the task force's efforts and it has been considered a strength in some regards, it comes with some restrictions or limitations at times and is always at risk of not being renewed. Another domain with a threat is the Organization Capacity domain as it pertains to the task force having adequate staff to complete its goals. The task force itself has retained membership despite workforce challenges the provider agencies continue to struggle with an adequate workforce to carry out or deliver services.

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 funding stability.

Selecting this area was prioritized because during our Sustainability Assessment, the group discussed funding stability. This year we selected this domain as it is one of our lower scoring areas. In the past we have not identified this area to prioritize because we do not need funding to sustain the Recovery Task Force as a whole. However, the task force is currently facing one of the key programs, PIVOT, loosing federal funds that were integral in running the program. The task force has recently started to have discussions on what can be done with other funds in order to sustain that program at a different capacity. We believe that individual agencies are facing similar challenges in determining how to allocate the funds due to the demand. The threat comes not with the availability of funds entirely but with the growing demand for the funds.

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, Ottawa and Wyandot Counties. With regards to PIVOT, the two common pleas judges and the one municipal judge along with Oriana House have led discussions with the Mental Health and Recovery Services Board, county commissioners and other task force/community members on how to sustain the program with less funding but with similar outcomes. With regards to other projects or programs, the task force members are making internal decisions along with discussions with the full task force members when applicable to determine options such as pooling of funds, sharing of grant opportunities and allocation of new funds.

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.

<u>Goal Statement</u>: We would like the Recovery Task Force to have a group that would meet to discuss funding in this situation and to plan for future threats when it comes to funding changes and adaptations so that there is a smooth process to follow in the future.

<u>Key Objective(s)</u>: (1) Each appropriate task force member would bring to the table a plan to obtain funding. (2) Each appropriate task force member would have a realistic plan of how to adapt their program to fit the funding available.

Table 3. Specific Activities for Goals and Objectives

Activity	Start Date	End Date	Responsible Party	Resources
Schedule a meeting with the appropriate Task Force Members	March 2024	May 2024	Judge Shuff, Judge Alt	Space, task force members and
				community members
Develop a plan on how to identify programs that are a priority to the task force	May 2024	June 2024	MHRSB	Space, task force member input
Develop a plan on how to secure funding to sustain identified program	May – June 2024	July 2024	MHRSB	Space, task force member input, funding
Communicate plans back to the Recovery Task Force as a whole	September 2024	September 2024	MHRSB	Space, task force member feedback
Review and evaluate the process	January 2025	January 2025 and as needed	MHRSB (Current chair)	Space, TA assistance as needed

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

<u>Long-term Outcome</u>: A long-term change we hope to see by addressing funding stability would be for programs that are identified as priorities to the task force to be able to be sustained regardless of funding changes and adaptations.

<u>Long-term Indicator:</u> We will know that we have achieved this outcome when we see additional changes in the future when it comes to funding, and we see a plan being followed in order to adapt or procure funding.

Conclusion

Affordability and Accessibility of OUD Prevention, Treatment, & Recovery

Throughout the implementation process the Seneca County RCORP Consortium will keep maintaining affordability and accessibility of OUD prevention, treatment, and recovery services for individuals as priority throughout the implementation process. Addressing the area of funding stability directly correlates with this goal and we will be sure to keep that in mind during the whole process.

Prioritization of Evaluation

As stated above, the Seneca County COP RCOPRP Local Consortium (Recovery Task Force) looks to address funding stability, one of our threats from the sustainability assessment. In addressing this threat, we hope to alleviate any prioritized programs from risk of dismantling in our community. We hope this will help further raise our funding stability score in the future and to ensure we have a plan in place when funding changes or cuts arise in the future. We plan to communicate this plan back to the Recovery Task Force and to ensure that the community is aware of the efforts that are taking place in the group to ensure funding stability for our current and future residence.

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APPENDIX A

Local Consortium Sustainability Assessment Report

Sustainability Report

INDIVIDUAL

Seneca County Recovery Taskforc@ubmitted by:

coordinator@mhrsbssw.org March 26, 2024 Date:

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. NA = not able to answer
- 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.

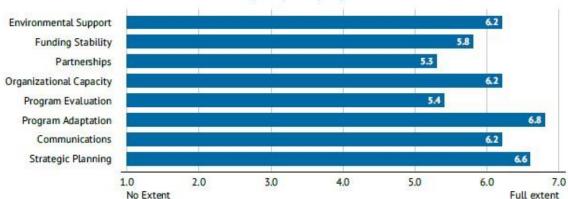
Here is your sustainability score:

-	4
0	

Domain	Domain Score
Environmental Support	6.2
Funding Stability	5.8
Partnerships	5.3
Organizational Capacity	6.2
Program Evaluation	5.4
Program Adaptation	6.8
Communications	6.2
Strategic Planning	6.6

^{1 =} program has this to no extent

Sustainability Capacity By Domain



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

^{7 =} program has to the full extent

Environmental Support	Rating
1. Champions exist who strongly support the program.	7.0
The program has strong champions with the ability to garner resources.	6.0
The program has leadership support from within the larger organization.	7.0
 The program has leadership support from outside of the organization. 	6.0
5. The program has strong public support.	5.0
Partnerships	Rating
 Diverse community organizations are invested in the success of the program. 	e 6.0
2. Community leaders are involved with the program.	6.0
Community members are passionately committed to the program.	NA
 The program communicates with community leaders. 	6.0
5. The community is engaged in the development of	3.0

Program Evaluation	Rating
 The program has the capacity for quality program evaluation. 	4.0
The program reports short term and intermediate outcomes.	6.0
Evaluation results inform program planning and implementation.	6.0
 Program evaluation results are used to demonstrate successes to funders and other interested parties. 	6.0
The program provides strong evidence to the public that the program works.	5.0

Communications	Rating
 The program has communication strategies to secure and maintain public support. 	6.0
Program staff communicate the need for the program to the public.	6.0
The program is marketed in a way that generates interest.	6.0
 The program increases community awareness of the issue. 	7.0
5. The program demonstrates its value to the public.	6.0

y Taskforce March 26,	
Funding Stability	Rating
The program exists in a supportive state economic climate.	5.0
The program implements policies to help ensure sustained funding.	5.0
The program is funded through a variety of sources.	7.0
 The program has a combination of stable and flexible funding. 	6.0
5. The program has sustained funding.	6.0
Organizational Capacity	Rating
 The program is well integrated into the operations of the organization. 	6.0
Organizational systems are in place to support the various program needs.	6.0
Leadership effectively articulates the vision of the program to external partners.	5.0
 Leadership efficiently manages staff and other resources. 	7.0
The program has adequate staff to complete the program's goals.	7.0
New Program Adaptation	Ratino

Note: Program Adaptation	Rating
1. The program periodically reviews the evidence base	6.0
2. The program adapts strategies as needed.	7.0
3. The program adapts to new science.	7.0
 The program proactively adapts to changes in the environment. 	7.0
The program makes decisions about which components are ineffective and should not continue	7.0

Strategic Planning	Rating
1. The program plans for future resource needs.	6.0
2. The program has a long-term financial plan.	6.0
3. The program has a sustainability plan.	7.0
 The program's goals are understood by all interested parties. 	7.0
The program clearly outlines roles and responsibilities for all partners.	7.0

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

Name of Person (s) Completing Form:		
Date:	Coul	unty 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

- 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	Weaknesses – Capture these domain(s) and		
they are strengths in this box.	why they are weaknesses in this box.		
Type your response here	Type your response here		
Opportunities – Capture these domain(s) and	Threats – Capture these domain(s) and why		
why they are opportunities in this box.	they are threats in this box.		
Type your response here	Type your response here		



- 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 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; others 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.