



# COP - RCORP

Communities of Practice for Rural Communities Opioid Response Program

## ***Core Activity 5: Sustainability Plan***

**Washington County**

**Washington County Local RCORP Consortium**

**Washington County Health Department**

**This page is intentionally blank.**

### **Acknowledgements**

HRSA CoP-RCORP is funded by the HRSA Rural Communities Opioid Response Program-Planning: HRSA-18-116, CFDA: 93.912 grants G25RH32461-01-05 and G25RH32461-01-00.

The Washington County Local RCORP Consortium acknowledges the time and efforts that consortium members and other local stakeholders contributed to this sustainability plan.

The Pacific Institute for Research and Evaluation (PIRE) and Ohio University's Voinovich School of Leadership and Public Affairs (OHIO), through a shared services and braided funding approach, work directly with project directors from the five CoP-RCORP backbone organizations to provide leadership, training, capacity building, technical assistance and evaluation services, and management oversight for project activities. The project directors then bring back the shared learnings and experiences from the community of practice to their respective community-specific consortium, which is responsible for leading project activities within the five Ohio communities. This sustainability plan represents the shared work of the Washington County Local RCORP Consortium (local consortium), the Washington County Health Department (backbone organization), and the CoP-RCORP Training, Technical Assistance, and Evaluation Team (OHIO and PIRE).

## Table of Contents

Introduction .....	1
Measuring Sustainability .....	2
Local Sustainability Plan .....	3
Conclusion .....	5
References .....	7
APPENDIX A .....	8
APPENDIX B .....	11

## Sustainability Plan

### Communities of Practice for Rural Communities Opioid Response Program (CoP-RCORP)

Local Consortium: Washington County Local RCORP Consortium

Backbone Organization: Washington County Health Department

Location: Washington County, Ohio

Date: September 29, 2019

Grantee Organization	Pacific Institute of Research and Evaluation	
Grant Number	G25RH32461-01-00	
Address	11720 Beltsville Dr #900, Beltsville, MD 20705	
Service Area	Washington County, Ohio	
Project Director	Name:	Matthew Courser
	Title:	Research Scientist
	Phone number:	502-736-7841
	Email address:	<a href="mailto:coursem@pire.org">coursem@pire.org</a>
Local Project Lead	Name:	Richard Wittberg
	Title:	Health Commissioner
	Phone number:	(740) 374-2782
	Email address:	<a href="mailto:rwittberg@wccgov.org">rwittberg@wccgov.org</a>
Contributing Consortium Members and Stakeholders	Hilles Hughes, Washington County Behavioral Health Board	
	Emily Canaday, Washington County Behavioral Health Board	
	Shaeleigh Sprigg, Washington County Health Department	
	Cindy Davis, Director, Washington County Family and Children First Council	
	David Collins, COP-RCORP Training, Technical Assistance, & Evaluation Team	
	Laura Milazzo, COP-RCORP Training, Technical Assistance, & Evaluation Team	
	Casey Shepherd, COP-RCORP Training, Technical Assistance, & Evaluation Team	

# Introduction

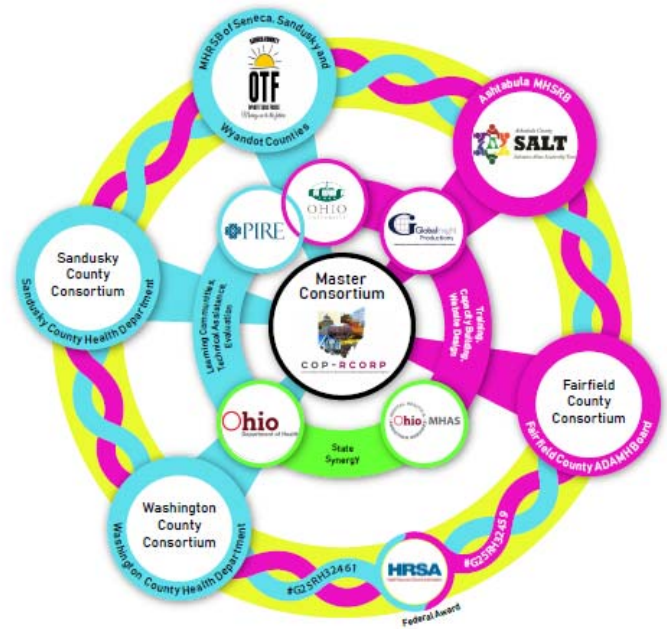
## RCORP-Planning

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

The overall goal of the planning phase 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. Under the one-year planning initiative, grantees are required to complete five core activities. The fifth core activity is to complete a sustainability plan for the consortium. This report contains the local consortia's sustainability plan from the planning phase.

## CoP-RCORP Consortium

The Communities of Practice for Rural Communities Opioid Response Program (CoP-RCORP) Consortium was created in 2018 when Ohio University's Voinovich School of Leadership and Public Affairs (OHIO) and the Pacific Institute for Research and Evaluation (PIRE) braided together funding from two separate awards (G25RH32461-01-05 & G25RH32461-01-00). OHIO and PIRE then offered equitable access to five backbone organizations in the rural communities of: Ashtabula, Fairfield, Sandusky, Seneca, and Washington Counties. An organizational chart of the braided CoP is included here for quick reference. More information about the organizational structure, co-developmental process, and shared economy may be found on the project website: <https://www.communitiesofpractice-rcorp.com/>



## Measuring Sustainability

Under the CoP-RCORP initiative, OHIO and PIRE approached the development of the sustainability plans as a process with a two-fold purpose. First, we wanted to fulfill the core planning objectives of the RCORP-Planning grant. Second, we wanted to provide local consortia with information about how to continue growing the local infrastructure they need in order to address ongoing opiate use disorder (OUD) issues beyond the planning period. This developmental process followed 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, OHIO 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 because the grant is in the planning phase and local consortia have not begun implementing any strategies yet. Moreover, our developmental evaluation and capacity building experience over the years has illustrated the importance of several points: (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).

At the beginning of the planning phase for the project, stakeholders in each of the five local consortia completed a capacity survey to measure readiness and capacity at the community level. That occurred from an external perspective. For the sustainability assessment, we asked the local consortia to identify two to four core members with intimate knowledge of the planning grant. Most of these core members included staff funded under the initiative. For the sustainability plan, we sought more of an internal perspective.

### Washington University Program Sustainability Assessment Tool

Each of the five 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.

Communities were presented with two options for completing the sustainability assessment tool. With 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, the project director identified a small group of people familiar with the planning grant to answer the questions independently. The project director then received a report that averaged all of those responses.

With both assessment options, reflections occurred based on the results of the online assessment results. The Washington County Local RCORP Consortium chose the option of group consensus.

## Local Sustainability Plan

### Washington County Local RCORP Consortium

The Washington County Local RCORP Consortium serves as the local consortium for the RCORP-Planning grant, while the Washington County Health Department 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):

- Richard Wittberg, Washington County Health Department
- Shaeleigh Sprigg, Washington County Health Department
- Hilles Hughes, Washington County Behavioral Health Board
- Emily Canaday, Washington County Behavioral Health Board

### Sustainability Plan

**Reflection questions and assessment results.** After completing the online PSAT assessment tool, communities received a summary of the assessment results for each domain (see Appendix A for a copy of the Summary Assessment Results for Washington County). Next, each community reviewed the summary results and reflected on a number of questions developed by OHIO 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 that has been selected.

*Table 1. Sustainability Assessment Results for Washington County RCORP Consortium*

County	Assessment Approach	Overall Sustainability Assessment Score	Overall Assessment Range	Prioritized Domain	Assessment Score for Prioritized Domain
Washington	Group Consensus	3.0	2.0 – 4.4	Program Evaluation	2.0

**Assessment summary.** To begin reviewing the assessment results, the Washington 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><b>Environmental Supports</b> - Strong leaders and champions are involved in the coalition.</p> <p><b>Partnerships</b> - There are many different organizations represented in the Washington County Opiate Hub (HUB).</p>	<p><b>Program Evaluation</b> - We do not have capacity at this time to evaluate HUB initiatives and thus evaluation results do not inform program planning and implementation.</p> <p><b>Communications</b> - We have spent little effort to date to market the HUB or its initiatives to the residents of Washington County.</p>
Opportunities	Threats
<p><b>Funding Stability</b> - There is much interest in developing effective community response to the addiction crisis and there is opportunity to increase/diversify funding.</p> <p><b>Strategic Planning</b> - With the RCORP Implementation funding, we will be able to help HUB initiatives be effective.</p>	<p><b>Partnerships</b> - If the HUB is not effective, we will lose the interest of champions and partners.</p> <p><b>Funding Stability</b> - When interest in supporting addiction services wanes and without better marketing of our successes, we could lose Levy (and other outside) funding.</p>

**Problem statement.** The Washington 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: program evaluation.

Selecting this area was prioritized because we feel that effective program evaluation will help with many of our other weaknesses, such as marketing (being able to tell the community that their investment has been used effectively) and communications (being able to tell the community about our successes), which will improve funding stability.

**Population of focus.** The organizations, agencies, community leaders, and staff/personnel who need to be present to work on this problem include the Washington County RCORP team, especially the health department (Shaeleigh Spriggs and Richard Wittberg) and the Washington County Behavioral Health Board (Hilles Hughes and David Browne).

**Goals and objectives.** Below is a goal this group will work to address, along with at least one key objective. Table 3 lists the specific activities for the goal and objectives.

Goal Statement: To identify and track data that will demonstrate the impact of the major HUB initiatives.

Key Objective(s): List current initiatives and key data outcomes to be tracked for current programs (PAX, housing, harm reduction, peer recovery support, etc.)

Table 3. Specific Activities for Goals and Objectives

Activity	Start Date	End Date	Responsible Party	Resources
Connect with local PIRE/OHIO Training, Technical Assistance, & Evaluation (TTAE) Provider to scope out a plan for program evaluation data	Oct 2019	Oct 2019	WCHD, PIRE/OHIO	Tools and Templates
Hold bi-weekly check-in meetings with PIRE/OHIO TTAE Provider to discuss progress on plan for program evaluation data	Oct 2019	Sept 2020	WCHD, PIRE/OHIO	Phone or video connection
Identify data sources	Oct. 2019	11/2019	WCHD, WCBHB	Support from partners
Assure continued access to data	Fall 2019	ongoing	WCHD, WCBHB	Support from partners
Establish workgroup to review and analyze data	November 2019	Ongoing	WCHD, WCBHB	Support from partners
Determine ongoing resource needs and plan for obtaining other necessary data	December 2019	Ongoing	WCHD, WCBHB	Support from partners
Communicate results to partners	2020	ongoing	WCHD, WCBHB	Continued partner support

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

Long-term Outcome: Use outcome data to keep partners engaged, make wise investments, and satisfy the community that we are making progress in our fight against addiction.

Long-term Indicator: Outcome data available on an annual basis for OUD strategies

## Conclusion

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

While Washington County has made much progress since the passage of their first Behavioral Health Levy, there is still much infrastructure that needs to be built. As we build infrastructure, such as treatment housing (including in-patient Medication Assisted Treatment (MAT) and Detox), accessibility improves. Likewise, developing a Peer Recovery workforce will also improve accessibility to these services. We have had an increase in accessibility to prevention services with the widespread implementation of PAX which has a potential return on investment of (100:1), making it the least expensive (and most affordable) community preventive program.

It is a major goal of the Washington County Local RCORP Consortium to make wise investments in addiction programming and infrastructure. Doing this will keep OUD prevention, treatment and recovery services affordable and accessible to individuals in Washington County.

## **Prioritization of Evaluation**

Program evaluation is the weakness that we will be trying to address to improve sustainability of our efforts. We recognize that this is a major current weakness. To address this weakness, we also recognize that we need to develop quantifiable metrics to assess the impact of future activities.

## References

- Luke, D. A., Calhoun, A., Robichaux, C. B., Elliott, M. B., and Moreland-Russell, S. (2014). The program sustainability assessment tool: A new instrument for public health programs. *Preventing Chronic Disease*, 11.
- Mancini, J. A., & Marek, L. I. (2004). Sustaining community-based programs for families: Conceptualization and measurement. *Family Relations*, 53, 339-347. doi: 10.1111/j.0197-6664.2004.00040.x
- Moore, M. H. (1995). *Creating public value: Strategic management in government*. Cambridge, MA: Harvard University Press.
- Schell, S. F., Luke, D. A., Schoole, M. W., Elliott, M. B., Herbers, S. H., Mueller, N. B., & Bungler, A. C. (2013). Public health program capacity for sustainability: A new framework. *Implementation Science*, 8(15).
- Weiss, H., Coffman, J., & Bohan-Baker, M. (2002). *Evaluation's role in supporting initiative sustainability*. Retrieved from Harvard Kennedy School of Government website:  
<http://www.hks.harvard.edu/urbanpoverty/Urban%20Seminars/December2002/Weiss.pdf>

## **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: **3.0**

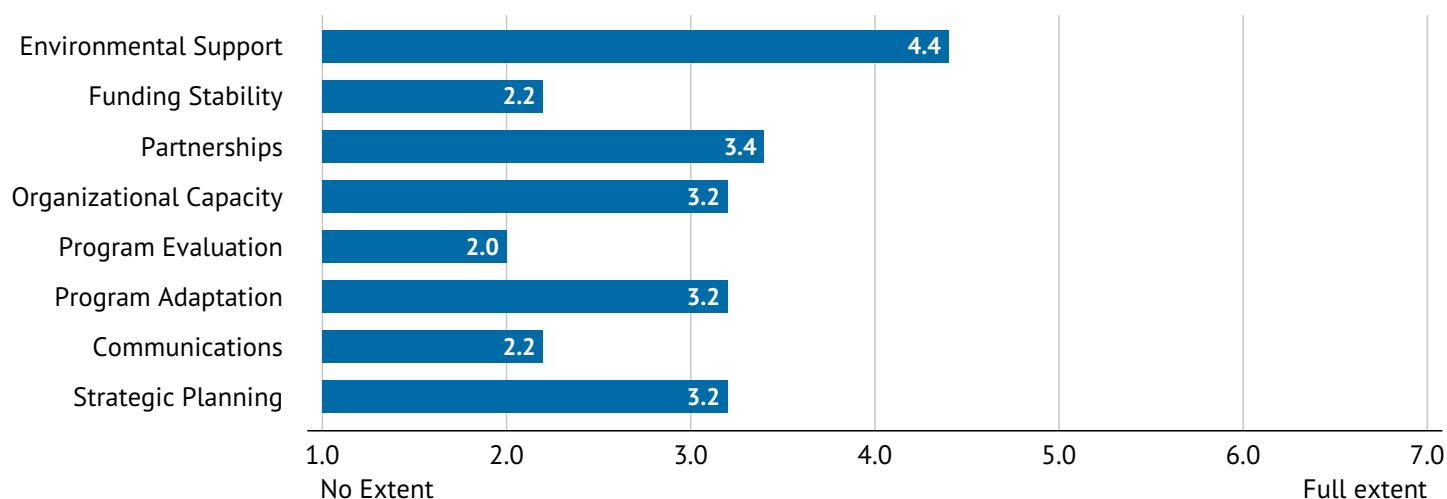
Domain	Domain Score
Environmental Support	4.4
Funding Stability	2.2
Partnerships	3.4
Organizational Capacity	3.2
Program Evaluation	2.0
Program Adaptation	3.2
Communications	2.2
Strategic Planning	3.2








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.	4.0	
2. The program has strong champions with the ability to garner resources.	4.0		2. The program implements policies to help ensure sustained funding.	2.0	
3. The program has leadership support from within the larger organization.	6.0		3. The program is funded through a variety of sources.	3.0	
4. The program has leadership support from outside of the organization.	3.0		4. The program has a combination of stable and flexible funding.	1.0	
5. The program has strong public support.	3.0		5. The program has sustained funding.	1.0	
	<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.	4.0	
2. Community leaders are involved with the program.	3.0		2. Organizational systems are in place to support the various program needs.	5.0	
3. Community members are passionately committed to the program.	3.0		3. Leadership effectively articulates the vision of the program to external partners.	2.0	
4. The program communicates with community leaders.	2.0		4. Leadership efficiently manages staff and other resources.	3.0	
5. The community is engaged in the development of program goals.	3.0		5. The program has adequate staff to complete the program's goals.	2.0	
	<b>Program Evaluation</b>	Rating		<b>Program Adaptation</b>	Rating
1. The program has the capacity for quality program evaluation.	1.0		1. The program periodically reviews the evidence base.	4.0	
2. The program reports short term and intermediate outcomes.	5.0		2. The program adapts strategies as needed.	3.0	
3. Evaluation results inform program planning and implementation.	1.0		3. The program adapts to new science.	4.0	
4. Program evaluation results are used to demonstrate successes to funders and other key stakeholders.	2.0		4. The program proactively adapts to changes in the environment.	3.0	
5. The program provides strong evidence to the public that the program works.	1.0		5. The program makes decisions about which components are ineffective and should not continue.	2.0	
	<b>Communications</b>	Rating		<b>Strategic Planning</b>	Rating
1. The program has communication strategies to secure and maintain public support.	2.0		1. The program plans for future resource needs.	4.0	
2. Program staff communicate the need for the program to the public.	2.0		2. The program has a long-term financial plan.	1.0	
3. The program is marketed in a way that generates interest.	1.0		3. The program has a sustainability plan.	1.0	
4. The program increases community awareness of the issue.	3.0		4. The program's goals are understood by all stakeholders.	6.0	
5. The program demonstrates its value to the public.	3.0		5. The program clearly outlines roles and responsibilities for all stakeholders.	4.0	

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.