



**COP - R C O R P**

Communities of Practice for Rural Communities Opioid Response Program

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

**Sandusky County, Ohio**

**Health Partners of Sandusky County**

**Sandusky County Public Health**

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### **Acknowledgements**

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Health Partners of Sandusky County acknowledges the time and efforts that consortium members and other local stakeholders contributed to this sustainability plan.

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

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## Sustainability Plan

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

Local Consortium: Health Partners of Sandusky County

Backbone Organization: Sandusky County Public Health

Location: Sandusky, Ohio

Date: September 29, 2019

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	Bethany Brown, Health Commissioner, Sandusky County Public Health	
	Judge Bradley J. Smith, Sandusky County Juvenile and Probate Court	
	Tim Wise, LPCCs, Site Director, Firelands Counseling and Recovery Services Fremont Office	
	Cathy Glassford, Director, Sandusky County Family and Children First Council	
	Jeff Jackson, Director, Sandusky County Emergency Medical Services	
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## Introduction

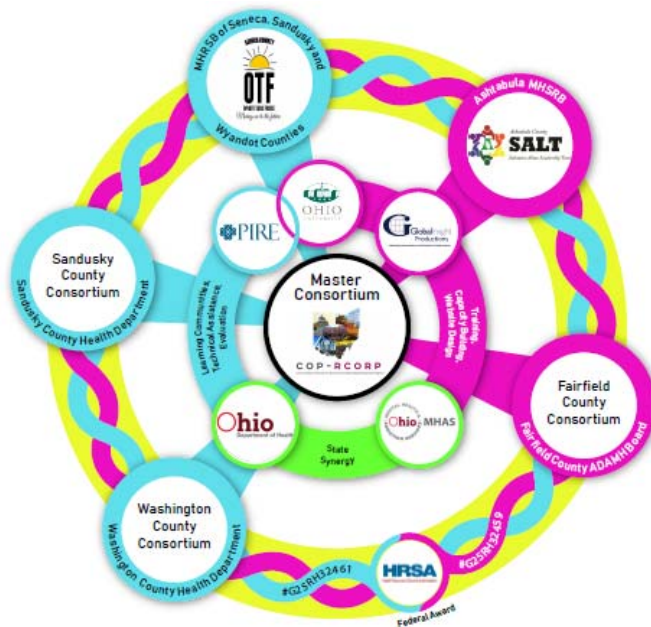
### RCORP-Planning

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 Health Partners of Sandusky County chose the option of group consensus.

## Local Sustainability Plan

### Health Partners of Sandusky County

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

Stacey Gibson	Sandusky County Public Health
Bethany Brown	Sandusky County Public Health
Judge Brad Smith	Sandusky County Juvenile and Probate Court
Cathy Glassford	Sandusky County Family and Children First Council
Jeff Jackson	Sandusky County Emergency Medical Services
Thomas Miller	Sandusky County Public Health

### 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 Sandusky 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 Health Partners of Sandusky County

County	Assessment Approach	Overall Sustainability Assessment Score	Overall Assessment Range	Prioritized Domain	Assessment Score for Prioritized Domain
Sandusky	Group Consensus	5.8	5.2 – 6.2	Communications	5.2

**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><b>Program Adaptation</b> – Health Partners periodically reviews 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><b>Environmental Support</b> – 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 regularly. Collectively, partners have extensive knowledge on assessment, planning, implementation.</p> <p><b>Program Evaluation</b> –Leadership has put staff/partners in place to ensure programs have the capacity for successful evaluations. Adjustments are made when needed.</p>	<p><b>Organizational Capacity</b> – Health Partners has many supporters in the community but often just has a small ‘core’ of people who take on active roles. While systems are in place to support program needs, there are concerns that 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><b>Strategic Planning</b> – 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>
Opportunities	Threats
<p><b>Partnerships</b> – 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> <p><b>Funding Stability</b> – 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 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.</p>	<p><b>Communications</b> – 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 employee needs.</p>

**Problem statement.** The Sandusky County Sustainability Planning Team identified communications as a key threat for the sustainability of the local consortium to address OUD.

Selecting this area was prioritized because 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 assure 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
- United Way of Sandusky County

**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 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): Host 5 community meetings to provide information on 2019-2020 CHA data by May 2020.

Seek input into the Community Health Improvement Plan as evidenced by promotional flyers, sign-in sheets and priority selection sheets.

*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>
Connect with the OHIO/PIRE TTAE team regarding the proposed communications plan and provide periodic updates on progress with activities	October 2019	Ongoing	Project Director, OHIO/PIRE TTAE	Tools, templates, materials, and TTAE expertise
Schedule CHA Release	January 2020	April 2020	Tim Wise, Chair	Staff, Location
Schedule an additional 2 community outreach/input events	February 2020	May 2020	Health Partners Members	Staff, Multiple Locations
Promote events	February	May 2020	Partners Agencies	Staff, Dues Paid
Present information	April 2020	May 2020	Members of Health Partners	Staff
Record community input	April 2020	May 2020	Marsha Overmyer, Support Staff	Staff, Priority selection sheets
Include input into Community Health Improvement Plan	June 2020	August 2020	Health Partners Members/HCNO	Contract with HCNO
Connect with TTAE team to strategize communication with those who offered input about how the input mattered for planning, especially to address OUD	May 2020	August 2020	Health Partners Members	Staff, Multiple Locations

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

Long-term Outcome: Increase opportunities for partners, organizations and community members to provide input into community health improvement goals and communicate with them how that input has been utilized.

Long-term Indicator: Number of sessions held seeking partner and community input and number of communication sessions about goals

## **Conclusion**

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

As a part of the June 2018 Access to Care Report, Health Partners continually reviews and discusses issues related to access to care and the 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**

Health Partners utilizes evaluation as a method to monitoring 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.

## References

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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: **5.8**

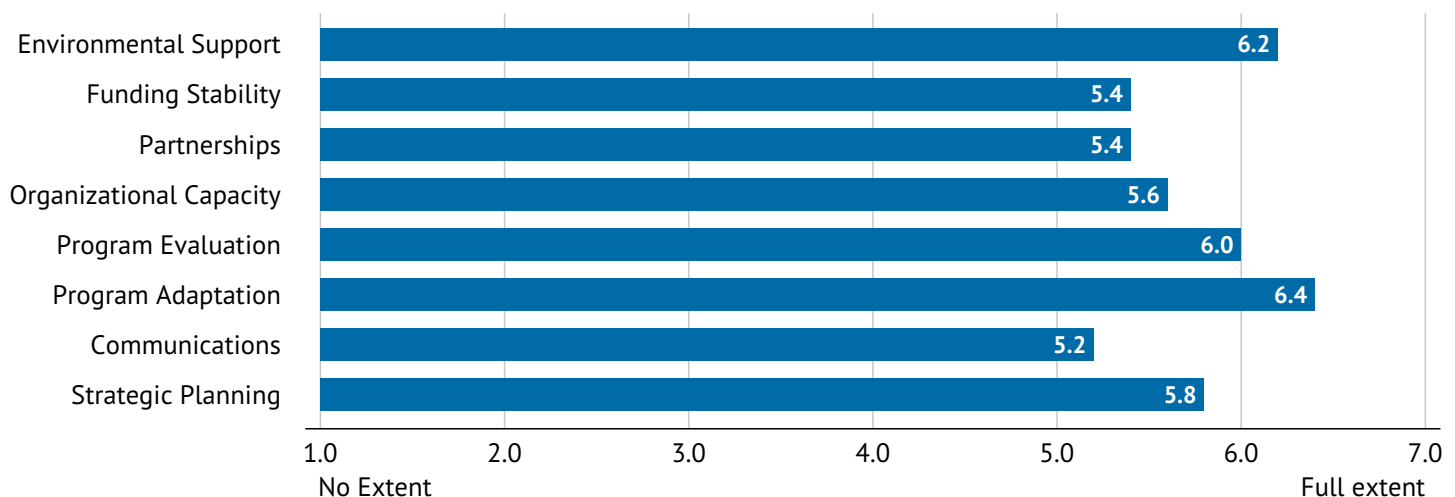
Domain	Domain Score
Environmental Support	6.2
Funding Stability	5.4
Partnerships	5.4
Organizational Capacity	5.6
Program Evaluation	6.0
Program Adaptation	6.4
Communications	5.2
Strategic Planning	5.8

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



## Partnerships Rating

- |  |     |
|--|-----|
| 1. Diverse community organizations are invested in the success of the program. | 7.0 |
| 2. Community leaders are involved with the program.                            | 6.0 |
| 3. Community members are passionately committed to the program.                | 4.0 |
| 4. The program communicates with community leaders.                            | 6.0 |
| 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.  | 6.0 |
| 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 key stakeholders. | 5.0 |
| 5. The program provides strong evidence to the public that the program works.                          | 5.0 |



## 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.               | 5.0 |
| 3. The program is marketed in a way that generates interest.                       | 5.0 |
| 4. The program increases community awareness of the issue.                         | 5.0 |
| 5. The program demonstrates its value to the public.                               | 6.0 |



## Funding Stability Rating

- |  |     |
|--|-----|
| 1. The program exists in a supportive state economic climate.        | 6.0 |
| 2. The program implements policies to help ensure sustained funding. | 5.0 |
| 3. The program is funded through a variety of sources.               | 7.0 |
| 4. The program has a combination of stable and flexible funding.     | 4.0 |
| 5. The program has sustained funding.                                | 5.0 |



## Organizational Capacity Rating

- |   |     |
|---|-----|
| 1. The program is well integrated into the operations of the organization.            | 7.0 |
| 2. Organizational systems are in place to support the various program needs.          | 7.0 |
| 3. Leadership effectively articulates the vision of the program to external partners. | 5.0 |
| 4. Leadership efficiently manages staff and other resources.                          | 6.0 |
| 5. The program has adequate staff to complete the program's goals.                    | 3.0 |



## Program Adaptation Rating

- |  |     |
|--|-----|
| 1. The program periodically reviews the evidence base.   | 7.0 |
| 2. The program adapts strategies as needed.  | 7.0 |
| 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.                                  | 7.0 |
| 2. The program has a long-term financial plan.                                   | 6.0 |
| 3. The program has a sustainability plan.  | 3.0 |
| 4. The program's goals are understood by all stakeholders.                       | 7.0 |
| 5. The program clearly outlines roles and responsibilities for all stakeholders. | 6.0 |



## **APPENDIX B**

### **CoP RCORP Sustainability Reflection Questionnaire**



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

<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.  <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.