



**WASHINGTON INFORMATION NETWORK 2-1-1**

**FEBRUARY 2004**

**BUSINESS PLAN**

**PREPARED BY**



## WASHINGTON 211 OPPORTUNITY

On July 21, 2000 the Federal Communications Commission created a significant new resource for the American people when it designated 2-1-1 – the three-digit dialing code – exclusively to provide public access to information about and referral to health and human services. The last of only eight operable three-digit dialing codes available (see Appendix C), 2-1-1 has the potential to stand beside 9-1-1 and 4-1-1 as an easy-to-remember access point for quick, responsive, universally available assistance to the public.

2-1-1 is more than just a dialing code. Its potential benefit comes from its marriage with the nation's existing comprehensive information and referral services (I&Rs) in communities where it exists and on the willingness of communities where it does not to use the opportunity of 2-1-1 to create and sustain these services. There are over 2,400 I&Rs – both comprehensive and specialized – throughout the country. Many are little known and most are unrecognized for the fundamental service they offer their communities – an entry point to help people in need identify and make informed connections with available health and human services.

The FCC ruling only designated 2-1-1's purpose. Each state must determine how best to turn this dialing code into a responsive, sustainable system of I&Rs available 24 hours a day, 365 days a year for all Americans.

This potential value was recognized on September 17, 2003 when a bipartisan group of members of the U.S. Senate and House of Representatives submitted the *Calling for 2-1-1 Act of 2003*. If adopted, this Act will authorize \$200 million in federal funding for the development of 2-1-1 nationwide. States would be asked to designate a lead entity that would develop a statewide plan for implementation of 2-1-1 and administer the funds.

For the State of Washington, WIN 211 – a coalition of local I&R providers and United Ways throughout the state – was assigned the responsibility for developing 2-1-1. The state legislature granted this assignment through ESHB 1787, which was adopted on April 15, 2003. As such, our coalition is the conduit for any federal funding that becomes available to support 2-1-1.

Our goal is to build an integrated, efficient statewide system of local and regional call centers that will work together to provide telephone access to trained referral specialists 24 hours a day, 365 days a year – providing the right information in the right way at the right time. The building has begun.

This business plan describes the way that we will develop the statewide 2-1-1 system, to project the start-up and operational costs for this system, and to invite investors from both the public and private sectors to join as partners in ensuring that every person throughout Washington has the opportunity to connect with the help they need, when they need it, in the most efficient and effective ways possible.

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## CONTACT

Tom Page  
Executive Director  
WIN 211  
107 Cherry Street  
Seattle, WA 98104  
P / (206) 461-8505 F / (206) 461-6919  
[tpage@uwkc.org](mailto:tpage@uwkc.org)

## EXECUTIVE SUMMARY

### **What is Information & Referral (I&R)?**

Information and referral (I&R) gives people in need an easy link to information about local resources. I&R is the link between all community resources and all residents. From the single mother needing food for her children to the senior citizen looking for in-home care, I&R brings people and services together.

### **What is 2-1-1?**

2-1-1 is an easy-to-remember, three-digit dialing code for accessing community information and referral. 2-1-1 also offers social service providers help for their clients, and gives organizations who are dedicated to providing help a way to enhance their impact and maximize their resources.

### **What is Washington Information Network 211?**

Washington Information Network 211 (WIN 211) is dedicated to creating a linked, comprehensive I&R service for Washington State. Our vision is to provide:

- Washington state residents with a single, easy-to-use phone number by which they can obtain information on health and human services;
- Accurate and specific information on local resources contributed by community agencies that also have access to state and national information.
- Residents and professionals with access to a standardized health and human services database via the Internet.

### **Need for 2-1-1**

Why is 2-1-1 critically important to the people of the State of Washington? Consider these sobering facts:

- Washington is ranked as the third highest state for unemployment.
- Since reporting began in 1995, the U.S. Department of Agriculture has consistently ranked Washington in the top five hungriest states in the nation.
- Increasing number of children in Washington living in poverty.
- Mental health is now the single most common reason for hospitalization among Washington teens.
- We are one of the most mobile states in the nation.

These new realities paint a disturbing picture of a steadily increasing demand for health and human services at the same time that both public and nonprofit service providers are facing the necessity of reductions in these services. As a result, people in need are confronted by changing availability and eligibility requirements for services and providers that are over-extended and unable to meet demand or even to maintain current information on what help may be available from other sources.

**Statewide System  
Program Overview**

We will achieve our vision by building an integrated, efficient statewide system of local and regional call centers that will work together to provide telephone access to trained referral specialists 24 hours a day, 365 days a year – providing the right information in the right way at the right time.

Our goal is to have the system in full operation by December 31, 2005 with the first call centers moving from testing to operations across 2004 and then moving through a phased rollout until we have achieved statewide coverage.

**System Benefits**

The WIN 211 system brings the following strengths to the state:

- An innovative response to new realities by:
  - ♦ Providing an easy-to-remember entry point to I&R services;
  - ♦ Providing a single repository for comprehensive data on health and human services that is collected, maintained, and updated regularly;
  - ♦ Serving as a key partner with state government and “first responder” agencies during times of local or national emergencies to provide information to the public and quick access to crisis support services, as well as to help manage the response of citizens who want to help.
- Proven service model that leverages existing experience and capacity.
- Clear statewide vision and growth strategy led by experienced and representative leadership.
- Prepared to serve as part of the state’s system for response to emergencies and for homeland security.

**Public Impact**

When fully realized, the WIN 211 System will become a ubiquitous social utility of increasing importance to our state and will:

- Employ high-quality personal interaction to analyze callers’ needs and impact their lives.
- Provide an expanded infrastructure to connect individuals with precise information and social services that address their needs.
- Help to create new efficiencies in the delivery of health and human services.
- Generate new and useful data that can be aggregated and analyzed at the state and local levels for improvements in legislation affecting social services.
- Enable people throughout the state to give help as well as get help.

**Marketing Strategy**

Through a collaborative marketing strategy, we will educate the public about the most appropriate ways to use 2-1-1. Our marketing plan will include:

- Statewide coordination with appropriate opportunities for localization.
- Sustainability over time.
- Capacity to serve.
- Use of new approaches to reach all Washington residents.

**Rollout Strategy**

We want the WIN 211 system to be a strong, enduring entity that can meet the high expectations of its contribution to the state over the long-term. Our goal for completion of the full rollout of the system is December 31, 2005. To accomplish this, we are undertaking a systematic approach to laying a strong foundation and planning a phased build-out of the system.

- Phase I / Research & Planning / July 2000 to April 2002.
- Phase II / Infrastructure Development / May 2002 – May 2003.
- Phase III / Business Planning / June 2003 – January 2004.
- Phase IV / Implementation Phase / February 2004 – June 2004.
- Phase V / Demonstration Phase / July 2004 – December 2004.
- Phase VI / Public Launch / January 2005 – June 2005.
- Phase VII / Expansion / July 2005 – December 2005.
- Phase VIII / Sustaining the Network / January 2006 – ongoing.

**Governance & Management Structure**

WIN 211 was created as a coalition of organizations with a shared interest in the development of a statewide 2-1-1 system. The governance and management structure of WIN 211 includes three key components:

- WIN 211 Board of Directors.
- Network of Call Center Directors (NCCD).
- Staff.

## FINANCIAL SUMMARY

### Current Funding

Our first group of investors – organizations that have provided financial support to WIN 211 – are:

- Bill & Melinda Gates Foundation
- DSHS: Aging and Disabilities Services Administration
- Employment Security Department, Corrections Clearinghouse
- Microsoft
- United Way of America
- United Ways of Washington
- United Way of King County
- United Way of Snohomish County
- United Way of Benton & Franklin Counties

### Funding Requirements

To estimate the funding required to implement 2-1-1 across the state, we developed budget projections in consultation with current and potential 2-1-1 call centers statewide, using a financial model developed by the Alliance of Information and Referral Systems. The model uses industry-standard formulas to project staffing requirements based on population.

We require a one-time investment of \$3,920,788 spread over five years to accelerate our full transition to 2-1-1. With the transition to 2-1-1 complete, our annual operating budget requirements will increase to approximately \$10,272,996 at the local level, and \$538,170 at the state-office level.

Given our current funding, we will require additional capital to operate 2-1-1 across the state. The projections below highlight our funding needs.

### Use of Proceeds

Capital will be used to fund:

- **Telecommunications & Technology.** One-time and ongoing costs for the purchase and maintenance of automatic call distribution (ACD) equipment, software, telephone set-up charges to begin operating 2-1-1 service, database conversion, and website development;
- **Extended Service Hours.** Additional staff to meet the increase in call volume upon transitioning to 2-1-1 and increased staff hours in order to extend our services to meet public demands 24/7/365;
- **Public Education.** Execution of our public education and communications strategy, focus groups and the development of marketing tools; and,
- **Capacity Building.** Training and technical assistance to build the capacity of I&R providers at the local level, and facilitate transition to 2-1-1.

## Financial Summary

It is important to note that the projections are not final proposed budgets for any individual call center or for the state office activities. Rather, they are a representation of the cost of establishing and operating WIN 211 to provide full 24/7/365 telephone access for all Washington residents over a five-year period.

Over the five-year period, the total projected cost is approximately \$47,038,000. Of this amount, approximately \$14,375,000 can be paid with existing funding at the state level. This means that approximately \$32,663,000 in new funding, raised at the state or local level, will be required to build and operate the full system.

<i>For year ending (\$)</i>	<b>YEAR 1</b>	<b>YEAR 2</b>	<b>YEAR 3</b>	<b>YEAR 4</b>	<b>YEAR 5</b>
<b>FUNDING</b>					
State Sources	625,000	1,200,000	3,850,000	4,350,000	4,350,000
Total Funding	\$ 625,000	\$ 1,200,000	\$ 3,850,000	\$ 4,350,000	\$ 4,350,000
<b>COST OF LOCAL 211 SERVICES</b>					
Total Cost of Services	5,832,984	8,623,268	9,404,661	10,059,636	10,272,996
<b>STATEWIDE OVERHEAD</b>					
State Office Management	163,800	280,088	319,442	328,336	337,496
Marketing	103,000	103,000	103,000	103,000	103,000
General & Administrative	72,090	83,904	96,772	97,217	97,675
Total General & Administrative	338,890	466,992	519,214	528,552	538,170
<b>ONE-TIME TRANSITION COSTS - STATE</b>					
Total Transition	157,942	170,442	124,000	-	-
<b>NET FUNDING REQUIREMENTS</b>	<b>\$ (5,704,817)</b>	<b>\$ (8,060,703)</b>	<b>\$ (6,197,876)</b>	<b>\$ (6,238,189)</b>	<b>\$ (6,461,167)</b>



## PUTTING 2-1-1 IN CONTEXT

### Information & Referral (I&R)

Telephone-based information and referral service consists of three core functions:

- Collecting current, accurate, and complete information on health and human services and organizing it in a way that it is most accessible and useful;
- Assisting callers in defining both their immediate concerns and other life circumstances that may be contributing to those concerns; and,
- Connecting callers with the services they need by making referrals to the specific public sector agencies, non-profit organizations, and private providers for those services.

The value-added by I&R services for those in need is the *human* connection between the caller and a trained I&R specialist. By asking follow-up questions, the specialists are able to help callers define specific needs and refer them directly to the most appropriate service provider.

### Alliance of Information & Referral Systems (AIRS)

Telephone-based I&R services date back to the 1940s. The Alliance of Information and Referral Systems (AIRS), the national professional association that provides leadership for the development of 2-1-1 nationwide, was created in 1973. AIRS' professional standards and accreditation and certification programs have been praised in an independent audit for the quality of the standards and the emphasis on education and consultation in the processes.

### 2-1-1

In May 1997, United Way of Atlanta created the concept of using 2-1-1 as the dialing code to access I&R services. Since its creation, 2-1-1 in Atlanta has answered a total of 1.5 million calls, a dramatic increase over the pre-2-1-1 call volume. In addition, Atlanta has pioneered the use of 2-1-1 as a way for people to *give help* as well as to *get help*. Over 7% of its calls are from people seeking to volunteer their time, talent, and energy to help others and to make material and financial donations in response to community needs.

Since the FCC ruling, there has been rapid growth in the use of 2-1-1. As of February 2004, approximately 28% of the American public or 82 million Americans are able to access I&R services by dialing 2-1-1. There are 110 active 2-1-1 systems in 25 states. For example, fully integrated statewide 2-1-1 systems have been created in Connecticut, Hawaii and Minnesota and are emerging in states such as Texas, Florida, and Indiana. In the Pacific Northwest, 2-1-1 is actively being developed in Idaho and Oregon. This opens the potential for unprecedented regional collaboration among I&R providers and ensures the highest quality services for residents of the tri-states.

**Washington  
Information  
Network (WIN 211)**

The Washington Information Network 2-1-1 (WIN 211) – a coalition of existing local providers of information and referral services and local United Ways from every region of the state – was incorporated as a nonprofit corporation under the laws of the State of Washington in August 2001. The formalization of WIN 211 came after almost three years of active discussion in anticipation of the FCC ruling.

On April 15, 2003, the Washington state legislature passed ESHB 1787 in support of the creation of a 2-1-1 system for the state and gave specific leadership responsibilities to WIN 211. This legislation:

- Adopts 2-1-1 as the official state number for people to call for information and referral for health and human services and to get information about accessing services after a natural or non-natural disaster;
- Directs WIN 211 to study, design, implement, and support a statewide 2-1-1 system;
- Authorizes WIN 211 to select and approve local 2-1-1 service providers based on criteria that reflect the ability to meet national standards, organizational viability, support from their community, and partnerships with other providers;
- Creates a designated account in the state budget in anticipation of the future availability of federal or state funds to support the system; and,
- Directs state agencies and departments to consult with WIN 211 about using the 2-1-1 system before creating any new public information telephone line or hotline for accessing health and human services information.

**Bill & Melinda  
Gates Foundation**

In April 2003, we received funding from a grant given by the Bill and Melinda Gates Foundation to AIRS – in support of the development of 2-1-1 in the Pacific Northwest – to enable us to launch a formal strategic business planning process. This process has included consultation with local and statewide providers of both I&R services and direct health and human services, United Ways and other private sector funders, local and county governments, and state government agencies to ensure that the system that emerges will be responsive to their needs and will be built in active partnership.

## NEED FOR 2-1-1

### Overview

Why is 2-1-1 critically important to the people of the State of Washington? Consider these sobering facts:

- ***Washington is ranked as the third highest state for unemployment.*** Washington's jobless rate in June 2003 was 7.7%, the state's highest unemployment rate in more than a year.<sup>1</sup> Many of the layoffs in Washington have targeted relatively high-paid workers, such as Boeing, dot-com and high-tech employees.<sup>2</sup> As such, Washington's unemployment situation is spawning "new consumers" of social services – people who have never relied on social services before. For the first time, asking for rent and utility bill assistance has surpassed asking for shelter and food. This "new consumer" group needs assistance just to stay where they are economically.

In eleven of Washington's 27 rural counties, unemployment rates have exceeded 8% for the entire decade since the 1992 recession.<sup>3</sup> To give a context, the June 2003 national unemployment rate of 6.4% was the worst in nine years. This means the "normal" unemployment rate in rural Washington counties is higher than the worst state or national unemployment rates.<sup>4</sup>

From a geographic perspective, the Seattle-Everett metropolitan area, usually considered the economic engine of the state, has actually dropped 21,700 jobs, while the Tri-Cities and the rest of Washington have added 13,000 to local payrolls — for a net loss of 8,700 during the past two-plus years.<sup>5</sup>

Reported in June 2003, Washington expects to cut approximately 2,000 jobs at state and local governments, school districts and colleges. Under the 2003-2005 budget, the state work force is projected to shrink by about 1,150 through attrition or layoffs.<sup>6</sup> In King County, more than 450 jobs have been cut since 2000 and more layoffs are expected.<sup>7</sup> These government cuts plus the additional slump in the private sector will only prolong the current jobless recovery.

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<sup>1</sup> *The Seattle Times*, "No signs of slowing in state jobless rate," July 16, 2003.

<sup>2</sup> *The Seattle Times*, "Report: Income, poverty hold steady in Washington," September 28, 2003.

<sup>3</sup> "State of Washington's Children," University of Washington School of Public Health and Community Medicine, December 2003.

<sup>4</sup> *Ibid.*

<sup>5</sup> *The Seattle Times*, "State's revenue downturn shows signs of abating," September 19, 2003.

<sup>6</sup> *The Seattle Times*, "Government jobs shrink as budget gaps grow," June 22, 2003.

<sup>7</sup> *Ibid.*

- ***Since reporting began in 1995, the U.S. Department of Agriculture has consistently ranked Washington in the top five hungriest states in the nation.*** In 2002, Washington families made over six million visits to food assistance programs, an increase of over 700,000 visits, or 13%, from 2001.<sup>8</sup> Approximately 64% of Spokane County food bank clients report that they have gone without food so their children could eat.<sup>9</sup> By mid-2003, the number of Washington households depending on food stamps was up 17% from 2002.<sup>10</sup> Almost half were children (46.3%).<sup>11</sup> The U.S. Department of Agriculture estimates that more than one in three Washington households eligible for the Food Stamp Program are not participating in the program.<sup>12</sup> Food insecurity in rural areas was two times that of metropolitan areas (22% compared to 11.2%).<sup>13</sup>
- ***Increasing number of children in Washington living in poverty.*** In 31 of 39 Washington counties, more than 15% of children under age five are living below the poverty line.<sup>14</sup> Approximately 238,000 (17%) of Washington's children under 18 live below the federal poverty level.<sup>15</sup> It would be possible to completely fill Safeco Field more than five times with Washington children living in poverty – 238,000 children is more than the combined populations of Yakima, the Tri-Cities and Wenatchee. In 2003 Clark County reported a 17% overall increase in homelessness from 2002, and a 25% increase in the number of homeless children.<sup>16</sup> Over 13,000 adults and children were turned away from shelters in Snohomish County because of lack of space – 42% of these people were 17 or younger.<sup>17</sup>
- ***Mental health is now the single most common reason for hospitalization among Washington teens.*** By 1999, mental illness accounted for one in eight hospitalizations among school-aged children (ages 5-14) and one in five hospitalizations among adolescents (ages 15-19).<sup>18</sup> One in five children has mental health needs that warrant

<sup>8</sup> Children's Alliance, Hungry in Washington: Acting on the Evidence, September 2003.

<sup>9</sup> 15th Annual Client Survey, Second Harvest Food Bank of the Inland Northwest, 2001.

<sup>10</sup> The State of Washington's Children, University of Washington School of Public Health and Community Medicine, December 2003.

<sup>11</sup> Children's Defense Fund, January, 2003.

<sup>12</sup> Child Well-being in Washington State at a Glance: 2003 Kids Count Washington Fact Sheet.

<sup>13</sup> Hunger In Your State: A guide for producing state-level reports, Michael Leachman, Oregon Center for Public Policy, November 2002.

<sup>14</sup> US Census Bureau.

<sup>15</sup> Census 2000 Supplemental Survey, US Census Bureau, 2000.

<sup>16</sup> Washington State Coalition for the Homeless Newsletter, December 2003.

<sup>17</sup> Ibid.

<sup>18</sup> The State of Washington's Children, University of Washington School of Public Health and Community Medicine, Fall 2001.

intervention, of which two-thirds do not receive attention.<sup>19</sup> A state survey found that one-third of adolescents reported feelings of depression and that depressed teens were twice as likely to use marijuana or binge drink compared to those without depression.<sup>20</sup>

- ***We are one of the most mobile states in the nation.*** Washington ranks as the 6th most mobile state on a top ten list dominated by rapidly growing western states.<sup>21</sup> As people move from one community to the other, they lose contact with support systems and must seek out new sources of help and new opportunities for involvement. According to the U.S. Census Bureau, over half of us moved residences between 1995 and 2000. ECONortheast found that approximately 20% of the people in Washington reported a different address in 2000 from their address in 1999, a mobility rate that is nearly twice that of stable, eastern seaboard states such as Pennsylvania and New York. Researchers say that the mobility rate is a good measure of economic shocks such as divorce, unemployment and eviction.

## Implications

Taken together, these new realities paint a disturbing picture of a steadily increasing demand for health and human services at the same time that both public and nonprofit service providers are facing the necessity of reductions in these services. As a result, people in need are confronted by changing availability and eligibility requirements for services and providers that are over-extended and unable to meet demand or even to maintain current information on what help may be available from other sources.

It is in precisely this kind of environment that 2-1-1 can:

- Provide an easy, visible, and non-judgmental entry point for people, who need to turn outside their families for help;
- Increase efficiency by helping callers clearly define their needs and points them to the best places to seek help;
- Relieve some of the burden on service providers by reducing the number of calls from people who either are not eligible for their services or who are seeking services they do not provide;
- Provide a ready resource for service providers to use in referring their current clients to additional services available from other providers;
- Create new knowledge about needs and gaps in services that can help policy-makers and resource allocators make better decisions and more effectively plan for the future.

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<sup>19</sup> Ibid.

<sup>20</sup> Ibid.

<sup>21</sup> Children's Alliance, *Hungry in Washington: Acting on the Evidence*, September 2003.

## WIN 211 SYSTEM & CALLER BENEFITS

### System Benefits

The WIN 211 system brings these strengths to the state:

- ***An innovative response to new realities.*** 2-1-1 is a groundbreaking, efficient solution that significantly reduces the confusing maze of information and services that often overwhelms individuals who need help and that helps service providers better serve these people. When fully in place, the WIN 211 state system will:
  - ♦ Provide an easy-to-remember, highly accessible entry point to community I&R services;
  - ♦ Provide a single repository for comprehensive data on health and human services that is collected, maintained, and updated regularly and is easily accessible by both the public and by service providers through the Internet;
  - ♦ Be positioned to serve as a key partner with state government and “first responder” agencies during times of local or national emergencies to provide information to the public, provide quick access to crisis support services, and to help manage the spontaneous response of citizens who want to help.
- ***Proven service model that leverages existing experience and capacity.*** In planning the WIN 211 system, we have drawn on the best practices of states and communities that have pioneered 2-1-1 and have demonstrated that it works as promised. We are committed to leveraging the existing I&R services already in place, while fostering new levels of quality and increasing operational capacity system-wide to ensure service 24 hours a day, 365 days a year.
- ***Clear statewide vision and growth strategy led by experienced and representative leadership.*** WIN 211 is a collaborative effort of existing I&R services and the United Ways of Washington, with the support of key health and human service providers and state and local government. We are working to create true, shared ownership of 2-1-1 at the local level and to build a statewide system that transcends immediate geographic and political boundaries so that everyone who calls 2-1-1 from anywhere in the state will have the same high-quality and helpful experience. Our growth strategy extends existing capacity, creates new capacity, and makes best use of technology to develop a true system.
- ***Prepared to serve as part of the state’s system for response to emergencies and for homeland security.*** WIN 211 will be an important new resource in times of natural disasters or other large-scale emergencies. By working closely in advance with state government and, through our call centers with local government and service providers we will be ready to:

- Connect people with the specific services they need to cope with the crisis, relieving first-responder organizations from the need to divert staff to handling such phone calls. For example, during the blackout of the East Coast in August 2003, the 2-1-1 in Toronto handled over 1600 calls between 4 PM and 8 AM the next day, three times the normal volume. In the week following, it helped to handle the aftereffects of the crisis by handling twice its normal volume of calls;
- Help federal, state, and local government get accurate, current information to the public and provide reassurance to callers by responding to rumors and letting them know where they could call or go for support if they feel anxious or isolated;
- Work directly with service providers to ensure that accurate information is given about the services that are available, hours of availability, etc.; and,
- Channel the efforts of those who want to help in an emergency – from spontaneous volunteers to people wishing to donate material goods or money – to the right places that can benefit most immediately and directly, again relieving first-responder organizations from the need to respond to such offers.

## WIN 211 PUBLIC IMPACT & RESULTS

### Public Impact

When fully realized, the WIN 211 System will become a ubiquitous social utility of increasing importance to our state. The WIN 211 System will:

- ***Employ high-quality personal interaction to analyze callers' needs and impact their lives.*** Due to the often sensitive and complicated issues faced by callers, 2-1-1 staff will be fully trained and nationally certified by the Alliance of Information and Referral Systems (AIRS). By asking callers follow-up questions, trained staff can help identify underlying problems that must be dealt with to help people better cope with the expressed symptoms, and develop their own plan for tackling the root cause of the problem. It is no exaggeration to say that 2-1-1 has the power to change people's lives by connecting them with resources that help them move to greater self-reliance.

For example, 2-1-1 connects people with resources that:

- Assure children have access to proper housing, nutrition and health care so they can succeed in school;
  - Support families leaving welfare so they can remain self-sufficient and productive;
  - Aid senior citizens to find and pay for prescription drugs so that they maintain active lives;
  - Direct single mothers to affordable child care centers close to home, so that the mothers can keep their jobs instead of relying on welfare;
  - Connect victims of domestic violence with groups that provide shelter so that they can leave their violent situations; and,
  - Help individuals find resources to cope with the financial strain of layoffs so that they can remain in their own homes.
- ***Provide an expanded infrastructure to connect individuals with precise information and social services that address their needs.*** Everyone, from individuals to service providers, in Washington will be able to use the WIN 211 system to navigate the complex and ever growing maze of health and human service providers, nonprofit organizations, government agencies, and community service organizations and their associated programs. By creating an identity that becomes synonymous with easy-to-access help, we will make it not only easier but also more acceptable to use human service systems. This is critically important in the current environment where high levels of unemployment have created a totally new consumer group for health and human services, one neither comfortable with nor adept at accessing assistance.



In 2002, the comprehensive I&Rs throughout the state handled approximately 300,000 calls from people seeking help and from service providers. In King County alone, it is estimated that a lack of capacity meant that another 15,000 calls went unanswered. States which have already implemented 2-1-1 report an increase in call volume of 40% in each of the first three years that 2-1-1 is available. The industry standard for the ultimate market penetration of 2-1-1 is a call volume equal to 6% to 8% of the population served. For Washington, this means a significant increase in the number of calls – within five years potentially a doubling of the current volume.

- ***Help to create new efficiencies in the delivery of health and human services.*** There are three significant efficiencies that the WIN 211 system will contribute to when it is fully operational. First, it can save the time and ease the frustration of consumers in their search for appropriate services for which they are eligible. Second, as 2-1-1 becomes more widely known and used, it will be referring ever more callers to the right places, thus relieving some of the burden on service providers of handling inappropriate calls. Third, it will be a resource to service providers to help them do their jobs more easily – as a proven high quality service to which providers can refer consumers with needs they cannot respond to and as an immediately accessible source of information for the providers to use in making their own referrals to and connections with other providers.

In 1999, the Public Policy Center at the University of Nebraska concluded that a statewide 2-1-1 system “can be expected to provide important quantifiable and non-quantifiable benefits” for consumers, employers, human service providers, and legislators and others who plan for and pay for human services. They concluded that in all three system models that they investigated, “...the quantifiable benefits outweigh the costs in all three models with sufficient call volumes.”

- ***Generate new and useful data that can be aggregated and analyzed at the state and local levels for improvements in legislation affecting social services.*** As a statewide system, WIN 211 has the potential to become one of the key social barometers that provides current information on emerging needs and on demand for existing services. A sentinel in the community, we will generate information that can be used in the development of public policy, in evaluation of services, and in support of advocacy efforts. As a result, we can contribute to better use of scarce resources, including tax dollars and charitable contributions.
- ***Enable people throughout the state to give help as well as get help.*** Working in close partnership with the 27 United Ways and ten Volunteer Centers in the state, WIN 211 can become a primary access point for people to volunteer their time, talent, and energy in response to community needs and to contribute both money and material goods.

**Personal Impact of  
2-1-1**

Why will people call 2-1-1? A look at these statistics of calls received by the Community Information Line of the Crisis Clinic in King County, by the Human Services Council of Clark County, and Kitsap Mental Health in Kitsap County in 2002 shows the breadth of needs for which these individuals seek help:

<b>Vancouver</b>	
Temporary Financial Assistance – Rent & Utilities	14%
Housing assistance	10%
Legal assistance	9%
Community Services and Holiday Assistance	6%
Specialized Health	5%
<b>Seattle</b>	
Rent/Mortgage assistance	14%
Emergency Shelter	12%
Heat/Light bill assistance	12%
Financial assistance (excluding above reasons)	7%
Housing	6%
<b>Kitsap</b>	
Housing	21%
Rent/Mortgage	15%
Medical/Medication	11%
Emergency Shelter	8%
Legal	7%

The WIN 211 system will benefit individuals seeking help by providing:

- Access to comprehensive, current information at any time, at no cost;
- Confidential, judgment-free interactions with trained and certified referral specialists who are able to help people get to the root of their concerns and who can provide multiple options for services;
- Referrals that are sensitive to the caller’s limitations, including the need for geographic proximity;
- Information about services throughout the state and, in cooperation with 2-1-1s in Oregon and Idaho, thus serving people wherever they and their families live and work; and,
- Complete multi-lingual services and access for people with sensory impairments.

## Results

As a result of our work:

- Individuals will be better able to manage their own lives because they have access to the information and tools they require to find and make decisions about the support they need;
- Service providers will have an expanded knowledge of statewide resources to help them to better serve their consumers;
- Policy makers and resource allocators – both public and private – will have more complete information about trends in demand for services and early awareness of emerging needs; and,
- Public officials will be assured that their constituents are better able to get connected with the services they need in cost-effective and responsive ways.

## WIN 211 STATEWIDE SYSTEM OVERVIEW

### Statewide System Overview

Our vision is clear – to provide easy access to the health and human service information needed for all people in the State of Washington to lead fuller, healthier lives. This includes information on and referral to:

- Resources to meet basic human needs (i.e. food, housing, safety);
- Resources for physical and mental health;
- Resources for finding and maintaining employment;
- Specialized resources for children, youth, family, older persons, persons with disabilities, and persons living on the margin of the community;
- Support during community emergencies; and,
- Connections with opportunities to give time, talent, energy, and material resources to help meet community needs.

### Statewide System Program Components

We will achieve this vision by building an integrated, efficient statewide system of local and regional call centers that will work together to provide telephone access to trained referral specialists 24 hours a day, 365 days a year – providing the right information in the right way at the right time.

Our goal is to have the system in full operation by December 31, 2005 with the first call centers moving from system testing to operations across 2004 and then moving through a phased rollout until we have achieved statewide coverage.

The system will have seven primary program components:

- A governance structure that ensures that both policy direction and operational responsibility remain with the local providers of 2-1-1 services;
- A network of seven to nine regional call centers that, together, will provide coverage for 100% of the state during normal business hours and into the evening;
- A limited number of call centers that will provide coverage 24 hours a day, 365 days a year by accepting after hours call referrals from centers that cannot sustain round the clock operations;
- A shared telephone system that will allow for call referral after hours, for emergency back-up during times of emergency when centers may not be able to operate or may be overloaded with calls;
- A single, integrated statewide resource data base that will allow for complete back-up throughout the system;
- An extended network of specialized I&Rs and service providers, developed regionally by each call center, that are working closely

with the call centers through memorandums of understanding to ensure that callers are receiving the best referrals and the best assistance possible; and,

- A small state office and support center designed to meet commonly agreed system-wide responsibilities that are critical to developing and maintaining a strong statewide system.

Each of these components and the strategy for developing and sustaining them are described in the *WIN 211 Rollout Strategy* section.

**Statewide System Roles** As a statewide system, we will fill three primary roles:

- Provide the general public with 24/7/365 high quality telephone access to community I&R services staffed by trained information and referral specialists and complemented by access to information via the Internet;
- Provide relevant data to inform planning, policy development, and funding to improve service delivery; and,
- Advocate for required changes in the ways communities and governments address community problems.

**Guiding Principles**

Because fulfilling these goals effectively means adopting a shared commitment to quality and responsiveness, we have developed *Guiding Principles* to which each provider within the system must commit. These principles call for our joint work to be:

- **Inclusive.** Broad participation from the total community, including providers, governments, funders, businesses, and others interested in developing and sustaining a comprehensive statewide information and referral system.
- **Personal.** Personal contact with someone knowledgeable about available local resources is the most effective way to provide information and referral services.
- **Community-based.** Information is best collected and updated on a timely basis by providers who are most familiar with local resources.
- **Supported.** Government and the private sector can play important roles as active partners in supporting local information and referral agencies as well as the statewide 2-1-1 infrastructure with sustained and appropriate financial resources.
- **Standards-based.** The highest quality I&R services are achieved when partner agencies meet the AIRS *National 2-1-1 Standards* and other mutually agreed-upon statewide standards for I&R providers.
- **Efficient.** A coordinated statewide 2-1-1 effort can reduce duplication and fill existing gaps in access to information and referral services.

- **Accessible.** I&R services should be available to everyone, including those with sensory impairments or limited knowledge of English, in ways that respect and respond to cultural differences and pledges to provide access through telephone, TTY, printed directories, and the Internet.

## WIN 211 SYSTEM GOVERNANCE & OPERATIONS

### **Governance & Operations Overview**

WIN 211 was created as a coalition of organizations with a shared interest in the development of a statewide 2-1-1 system that serves the entire state. We recognize that to achieve our vision, we must build into our plan full ownership of and participation in the system by those responsible for powering the system.

Our approach to governing and managing the system encourages ownership and participation by those who are most critical to its operational success – the 2-1-1 call centers. It also sustains the broader coalition and provides the professional staff capacity required to meet WIN 211’s legislatively mandated responsibilities.

### **System-wide Responsibilities**

There are a number of critical system-wide responsibilities that must be met because of our legislative mandate and our shared commitment to building an integrated state system. These include:

- Developing public and private resources required to build the proposed system and to ensure ongoing operations;
- Working closely with government at all levels to ensure that any available federal funds are brought into the state;
- Developing partnerships through which the assets of the WIN 211 system can support emergency management and other public services;
- Selecting and approving local 2-1-1 service providers;
- Providing technical assistance, consultation and training support for the development and management of call centers;
- Monitoring the performance of call centers and working through performance problems;
- Ensuring the availability of professional development and training for call center staff;
- Developing and managing the systems to support the statewide data base and website;
- Ensuring appropriate management of the 2-1-1 brand and the development and coordination of a statewide marketing campaign;
- Coordinating the collection, analysis, and use of call data to identify emerging needs and assist policy-makers and resource allocators in ensuring that the right services are available in the right places; and,
- Taking a lead role to advocate and negotiate on behalf of the 2-1-1 statewide network at a system level.

### **Governance & Management Structure**

The governance and management structure of WIN 211 includes three key components:

- ***WIN 211 Board of Directors.*** Elected by the members, the board of directors is the governance body of WIN 211 with overall accountability for the strategic direction, policy formulation, financing, and operation of the WIN 211 system; and,
- ***Network of Call Center Directors (NCCD).*** The senior managers of each of the participating call centers will share responsibility for operation of those shared functions that link the individual call centers with one another, that provide consistency of operations, and ensure uniform quality throughout the system. They will recommend both policies and operating protocols to the Board of Directors.

On an ongoing basis, the NCCD will identify and resolve day-to-day operational issues, define needs and priorities for capacity building within the system, and assist in the planning and implementation of statewide marketing activities. Working individually and collectively, the NCCD members will also be responsible for building the WIN 211 network so that it includes both specialized I&R agencies and the service providers themselves as active partners.

- ***Staff.*** Fulfilling the system-wide responsibilities will require a small, well-organized staff at the state level. We are projecting a phased development of that staff corresponding with the build-out of the system and consistent with the availability of resources. At the outset, the staff's focus will be on resource development and on the specific tasks that will support the development of the statewide system.



## REGIONAL CALL CENTER SYSTEM

### System Design

To meet the goal of coverage for 100% of the state, around the clock, every day of the year requires a reconciliation of several competing values:

- Information is best collected and updated on a timely basis by those who are most familiar with local resources;
- Callers must feel comfortable with the sensitivity of referral specialists to local realities and to a diversity of cultural values;
- The system must be financially viable, designed to operate as efficiently as possible.

The system design is further complicated by the demographic realities of our state – high population density and urban centers around Puget Sound and in the I-5 corridor; smaller but equally dynamic regional population centers that serve as the economic and services hubs for surrounding counties; and relatively remote counties with small populations spread over large geographic areas.

We have chosen to address these challenges by designing a system with:

- A network of regional call centers, strategically located throughout the state to ensure sensitivity to regional differences, that will respond to 2-1-1 calls between 8 AM and 6 PM Monday through Friday – the hours when approximately 70% of all calls to 2-1-1 occur;
- A locally-driven approach, meeting specific standards set by the WIN211 board, to ensuring that there is a specific way that regional call centers will have a presence in all of the counties they serve, to make 2-1-1 visible and to collect and update information on available services in ways that maximize the “localness” of the data.
- The technological capacity to easily and efficiently transfer after hours calls to a limited number of centers, creating an aggregate call volume that can justify 24/7 operation.

There is a tremendous value to having I&R services delivered as “close to home” as possible. But considerations of cost efficiency require that many call centers operate regionally, to ensure coverage of our rural counties. Cost efficiency likewise dictates that we have only a limited number of call centers that remain open after normal working hours. Using call-forwarding technology and the integrated statewide database, they will provide after hours coverage that ensures full 24/7/365 access statewide. Ongoing planning between the Crisis Clinic in King County and Volunteers of America, which serves Snohomish and Skagit counties, -- to activate after hours coverage for the latter as soon as Crisis Clinic “goes live” as a 2-1-1 call center in 2004 – will serve as a model for similar planning throughout the state.

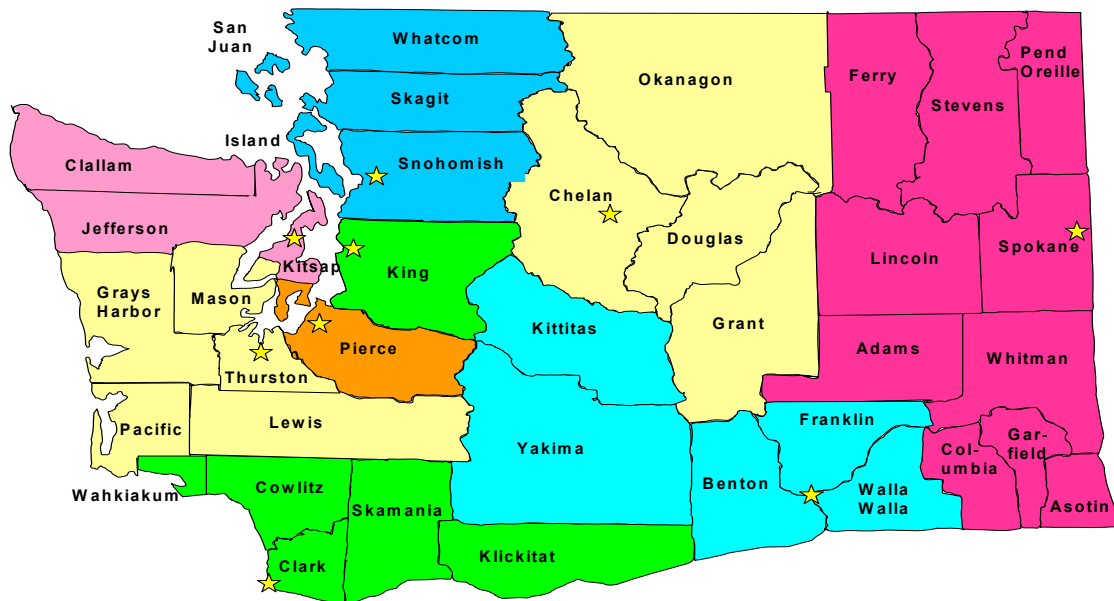
Potential regions and the likely call center provider, are described below:

**Table 1. The Potential Regions**

Region	Provider or Lead Organization
King County	Community Information Line of Crisis Clinic currently operates 8 AM to 6 PM, handling over 70,000 calls per year; developed a formal business plan to expand to full 24/7 operation by mid-2004.
Snohomish and Skagit Counties	The Community Information Line of Volunteers of America of Western Washington operates 8:30 AM to 5 PM, M-F, and took over 14,000 calls in 2002.
Whatcom, Island, and San Juan Counties	The United Ways in each of these counties are convening community meetings to determine how to support 2-1-1 service for this area.
The Upper Peninsula – Kitsap, Clallam, and Jefferson, counties	Joint leadership from United Way of Clallam County, United Way of Kitsap County, and Kitsap Mental Health is working to determine how best to serve this region.
Thurston County and the Mid-Peninsula – Thurston, Mason, Grays Harbor, Pacific, and Lewis counties	Crisis Clinic Resource Network in Olympia, with support from United Way of Thurston County, has been an active participant in state 2-1-1 planning and will begin formal business planning in early 2004 to enhance its capacity to provide 2-1-1 service.
Pierce County	United Way of Pierce County is preparing to enhance its Helpline to provide 2-1-1 services.
The Southwest – Clark, Wahkiakum, Cowlitz, Skamania, and Klickitat counties	211info, based in Portland OR, has been designed to serve the four-county region around Portland, including Clark County WA; currently Clark County generates 11,300 calls per year; will consider serving additional WA counties.
Mid-Columbia – Yakima, Benton, Franklin, and Walla Walla counties	United Way of Benton & Franklin Counties is convening community organizations from the four counties to begin a formal business planning process in January 2004.

Central Washington– Kittitas, Grant, Douglas, Chelan, and Okanagon counties	United Way of Douglas County is convening the five counties to determine community interest and support for a call center serving this region.
East – Spokane, Ferry, Stevens, Pend Oreille, Lincoln, Adams, Whitman, Columbia, Garfield, and Asotin counties	The United Way of Spokane has taken the lead to develop a 24/7 2-1-1 center for the region in partnership with Spokane Mental Health.

### Potential Washington State 2-1-1 Service Region



**KEY:** ★ Proposed 2-1-1 Call Center Locations – The lightly shaded counties indicate the likely affiliation, they have not been confirmed or ratified by the WIN 211 board as of 10/15/03.

#### Application & Selection Process

To complete the system by December 31, 2005, we are actively engaged in an ongoing process that is:

- Bringing us into dialogue with government leaders and human service providers in every county to define the most appropriate way to make the 2-1-1 system available to their residents and, collectively, to define the region in which the county wishes to participate;

- Mapping existing I&R services statewide, assessing their interest and capacity to participate as a 2-1-1 call center;
- Inviting potential host organizations for call centers to enter into a formal application and selection process that will ensure their readiness to join the system.

The application and selection process includes four major steps:

- *Preliminary consultation* between WIN 211 and the likely host organization to define expectations and to assess interest and capacity;
- *Statement of intent* in which the host organization formally indicates its desire to become a 2-1-1 call center;
- *Ongoing consultation* to assist the host organization in developing its plans, assess its readiness to meet the AIRS 2-1-1 National Standards, and complete the application; and,
- *Review and selection* will be done by the WIN 211 board of directors.

## WIN 211 TELEPHONE SYSTEM

### Telephone System Overview

To realize 2-1-1's potential as an asset for the state, it must be supported by two systems – the I&R provider system and an appropriate telephone system. During our planning, we have identified three potential models for telephone systems currently in use by operating 2-1-1s:

- **Single call center model.** The most basic model, common in smaller states, with incoming calls routed through 1-800 lines;
- **Multiple call center model.** In states with multiple call centers, commonly-available technology is used to allow for call-forwarding to centers providing after hours and back-up coverage;
- **Voice-over IP model.** The most sophisticated system, now operating in Texas, that uses the Internet-based “voice-over IP” system to link together 25 regional call centers in a seamless environment that allows for full back-up, system-wide communication, and seamless transfer of calls throughout the system.

Based on consultation with local communities, a review of existing systems call center technology, and discussion with existing 2-1-1 programs in other states, it is the judgment of the WIN 211 Technology Committee that a hybrid system is our best option at this time. It will build on the infrastructure of existing I&R programs, while at the same time taking advantage of new technologies like voice-over IP to assure reliable and efficient service.

The system we envision will include:

- Cost-free access to all users;
- Call routing technology that will appropriately direct calls to individual call centers based on time of day, day of week, location of caller and call volume;
- Redundant systems that allow calls to be quickly rerouted by local agencies or at the state level in the event of an emergency;
- Capability to easily transfer calls between call centers;
- Low operational cost; and,
- Anonymous call origination data linked to the program database to allow quick and efficient location of services.

### Wireless Access

There are a variety of challenges to providing wireless access to 2-1-1. At this time no state has a satisfactory solution for cell phone users to call 2-1-1 for help. Solutions are being tested in several states. At this time, WIN 211 anticipates that we will need to have wireless calls translate to a statewide 1-800 number. Voice-recognition software or other technology will be used to route calls to the appropriate call center.

## **DATABASE & WEBSITE**

### **Database Overview**

We are committed to building a single, integrated statewide resource database that will both serve the entire WIN 211 state system and be easily accessible to the public through the Internet.

The benefits of such a database include:

- 24/7 coverage for the entire state by simplifying access to the resource data required for the 24/7 call centers to handle calls forwarded from centers with more limited operations;
- Complete system-wide redundancy in case of natural disaster or emergency, allowing any center to accept and handle calls from any other, potentially important should one or more centers be forced to close;
- A single statewide website that will make the most useful information about services generally available over the Internet; and,
- A more efficient way to collect and update information about services available from statewide and national providers – such as state or federal government or nonprofit hotlines – by consolidating that function in a single location.

Because it is critical that information about services be collected and updated as close to the community source as possible, the statewide database will be fed by the local call centers as they update their own databases. In turn, WIN 211 will be responsible for collecting resource information from state agencies and national hotlines and downloading it to the call centers.

All databases in the system will be maintained in accordance with the National 2-1-1 Standards and any appropriate additional state-level standards established by the WIN 211 Board of Directors. This will ensure maximum consistency and quality in the data.

Although it is not essential that all of the call centers in the system use the same software package, WIN 211 will select a preferred package in anticipation that expanding or newly developing call centers will use the same or compatible software that is powering the state database. It is critical that all call centers move to software that incorporates XML protocols, which meet AIRS standards for exchange of data among databases running on different software. XML is an electronic protocol that allows data to be exchanged easily and accurately between different software programs.

### **WIN 211 Website**

The WIN 211 website, developed and managed by the WIN 211 staff, will have two primary components:

A publicly available, centrally managed website that will enable users to directly access basic information about local services – name and location of agency, hours of operation, nature of services offered, eligibility requirements, etc.; and,

- A private intranet site that will be used by members of the WIN 211 system to maintain communications with each other as well as for the training and professional development activities, and as an additional resource to sustain the system itself.

In addition, WIN 211 will work closely with the call centers to ensure that their websites are consistent with and complementary of the WIN 211 website. All websites will be hyper-linked to enable users access to both the integrated database and specific information about the call centers and their host organizations.

## QUALITY ASSURANCE

### Quality Assurance Overview

A reputation for quality service is the most important asset for an I&R center. We are committed to building a 2-1-1 system in which each call is handled in the same high quality manner, no matter where it originates or at which call center it is received.

### Steps to Achieve Quality Assurance

To achieve this level of quality, we are committed to taking the following five steps:

- Building a system in full compliance with the National 2-1-1 Standards developed by AIRS, our national professional association.
- Requiring each call center to achieve full AIRS accreditation within three years of “going live” within the WIN 211 system. We will provide training and technical assistance to assist them in doing this.
- Asking our Network of Call Center Directors to develop and recommend to the board of directors additional standards for the operation of 2-1-1 in Washington, building from the AIRS national standards, and to design a system through which they will continually assess and improve the quality of the services they are providing.
- Requiring call centers to meet the AIRS National 2-1-1 Standards for certification of I&R specialists, at least 25% of eligible professional staff to be formally certified by AIRS within three years of “going live.”
- Executing a pro-active, sustained program to ensure that call centers have the *cultural competence* to handle calls from people from different cultures, including working closely with grassroots groups to ensure that databases are reflective of culturally-appropriate resources and ongoing training is provided to call center staff.

In addition, because we recognize that our total system includes not just WIN 211 call centers but also specialized I&R providers, we will provide professional development opportunities and technical assistance to assist them in building their capacity to provide the highest quality services.

Our partner in this work is the Northwest Alliance of Information and Referral Systems (NW-AIRS), the regional affiliate of AIRS. NW-AIRS will play a lead role in educating call centers about the national standards, supporting them through the national accreditation process, and promoting certification training and testing opportunities for staff of call centers. Because they are regional, including Oregon and Idaho, NW-AIRS is an important asset in ensuring consistency of quality service for people in Washington wherever they live or work in the region.



## MARKETING & BRAND MANAGEMENT

### Marketing & Brand Management Strategy Overview

For 2-1-1 to make the maximum contribution to the state of Washington, we must have a well-defined brand that is effectively managed and a sustained marketing effort that ultimately will reach everyone in the state in ways that will encourage their use of the system as appropriate.

Our desired brand identity is clear – *2-1-1 is the way to get help and give help in the State of Washington. The 2-1-1 system is accessible and prepared to respond effectively to calls from all parts of the state at all times. Identification as a 2-1-1 call center is a reflection of assured quality and responsiveness.*

Through a sustained, collaborative marketing strategy, we will educate the public about the most appropriate ways to use 2-1-1, differentiating it from other N-1-1 numbers. Our marketing plan will have four critical components.

- ***Statewide coordination with appropriate opportunities for localization.*** We will send the same sustained statewide message, but will also be sensitive to local realities throughout the state. Our call centers will commit to joining in the development and implementation of a coordinated marketing effort and co-branding 2-1-1 with their existing identities, using the national and WIN 211 logos to ensure brand consistency.
- ***Sustainability over time.*** While we undoubtedly will make a major initial effort to publicize the availability of 2-1-1 as it “goes live” throughout the state, we recognize that the most effective public education will come through a sustained statewide campaign – in collaboration with call centers – that educates and invites use.
- ***Capacity to serve.*** We will ensure that before marketing is targeted to specific areas or population groups the call centers are prepared to respond to calls that may result. This will be done by carefully coordinating statewide marketing efforts, through WIN 211, with the individual call centers.
- ***Use of new approaches to reach all Washington residents.*** While use of mass media is an obvious approach to marketing, we know that word-of-mouth efforts, seeded among target populations, is an equally effective way to build confidence and understanding. Call centers will incorporate natural community leaders, grassroots and faith-based groups, and service providers and their staffs to develop an ongoing grassroots campaign to promote 2-1-1 in an effective and culturally appropriate way.

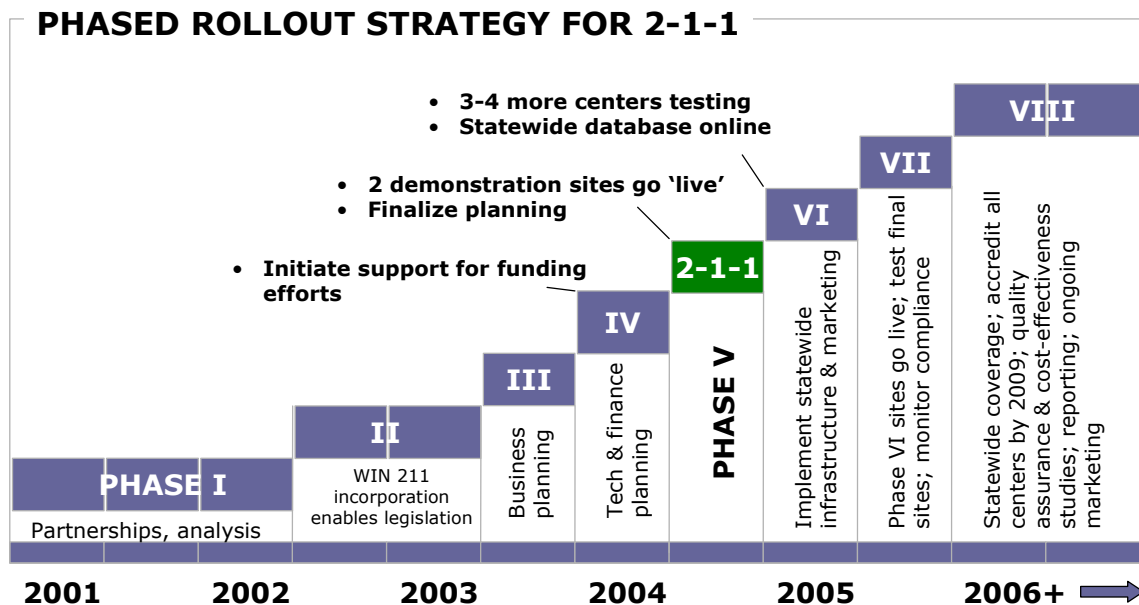
## WIN 211 ROLLOUT STRATEGY

### Rollout Strategy Overview

The assignment of 2-1-1 as the access number for community information and referral services is a unique and new asset for Washington. Thus, we want the WIN 211 system to be a strong, enduring entity that can meet the high expectations of its potential contribution to the state over the long-term. To accomplish this, we are undertaking a systematic approach to laying a strong foundation and planning a phased build-out of the system.

In 2003, we developed partnerships and conducted analysis and planning. In 2004, we anticipate that two call centers – the Crisis Clinic of King County’s 2-1-1 Community Information Line and 211info in Portland OR – will “go live.” We also anticipate that the Crisis Clinic of King County and the Community Information Line of Volunteers of America in Snohomish and Skagit counties will demonstrate how after-hours calls can be transferred among call centers.

Our goal for completion of the full rollout of the system is December 31, 2005.



**Rollout Strategy Phases** *WIN211's* strategy will be executed in eight operational phases. The first three phases have already been completed.

- **Phase I / Research & Planning / July 2000 to April 2002.**
  - Developed initial business plan to guide statewide activities, including identification of key elements—statewide coverage, statewide database, and telephone/technology.

- ♦ Developed plan for educating all areas of the state about 2-1-1 to determine lead agencies and conveners.
  - ♦ Initiated quarterly general meetings to develop support for 2-1-1.
  - ♦ Developed WIN 211 website and list serve.
  - ♦ Hired part-time staff to organize state office and support outreach.
  - ♦ Received funding through Employment Security grant to hire temporary part-time coordinator to complete incorporation process, develop legislative strategies and support statewide outreach and system development.
  - ♦ Hired temporary part-time coordinator to focus on statewide outreach and system development.
  - ♦ Incorporated WIN211 as a non-profit organization with membership and governance structure developed. Created vision, mission, and organizational structure.
  - ♦ Developed funding requirements plan and secured several start-up grants.
- ***Phase II / Infrastructure Development / May 2002 – May 2003.***
    - ♦ Secured initial funding to support WIN 211 activities from United Ways of Washington and United Way of King County.
    - ♦ Secured first non-United Way funding through Bill & Melinda Gates Foundation.
    - ♦ Hired staff to organize state office and support outreach.
    - ♦ Passed 2-1-1 Washington state enabling legislation.
    - ♦ Established 2-1-1 call center application process.

- ***Phase III / Business Planning / June 2003 – January 2004.***
  - ♦ State legislation goes into effect.
  - ♦ Designated King and Clark Counties as demonstration sites.
  - ♦ Completed formal business planning process for Washington State and two demonstration sites.
  - ♦ Finalized Business Plan with detailed financial projections.
  - ♦ Created regional partnerships with Oregon, Idaho and NW-AIRS to coordinate development of 2-1-1 and support local providers.
  - ♦ Secured Breaking the Barriers grant in conjunction with United Way of King County and United Way of Columbia Willamette.
  - ♦ Participated in OR 211 business planning summit.
  - ♦ Supported NW AIRS hiring a training and quality assurance staff member.
  
- ***Phase IV / Implementation Phase / February 2004 – June 2004.***
  - ♦ Support demonstration sites as they enhance programs and infrastructure.
  - ♦ Support local business planning processes in Snohomish/Skagit, Peninsula, Thurston, and Mid-Columbia.
  - ♦ Secure funding to support business planning for Spokane and other areas.
  - ♦ Prepare and implement detailed financing plan including federal, state and charitable support.
  - ♦ Advocate for government funding, secure state funding, and work for passage of Federal 2-1-1 authorization.
  - ♦ Prepare technology plan:
    - Telephone integration.
    - Complete Call Center assessments for technical infrastructure and staffing needs.
    - Select statewide database software and implementation plan.
  - ♦ Finalize criteria for call center selection.
  - ♦ Prepare staffing plan for long-term operation of WIN 211.
  - ♦ Establish MOU's between demonstration sites and specialized I&R providers.

- ***Phase V / Demonstration Phase / July 2004 – December 2004.***
  - ♦ Begin testing at demonstration sites.
  - ♦ Initiate cost benefit baseline study.
  - ♦ Implement Technology Plan:
    - Implement statewide database, and perform XML testing.
    - Complete design and select hardware and infrastructure for statewide phone system.
  - ♦ Complete designation of call center providers.
  - ♦ Implement the formal structure of the NCCD.
  - ♦ Complete business planning for remaining call centers.
  - ♦ Prepare marketing communications plan.
  - ♦ Finalize MOU's with EMD, State 9-1-1 system, and other state programs.
  - ♦ Begin testing of other designated call centers.
  - ♦ Online public access to database for all active call centers.
  
- ***Phase VI / Public Launch / January 2005 – June 2005.***
  - ♦ Live public demonstration sites.
  - ♦ Implement infrastructure and initiate testing for statewide phone and call routing system.
  - ♦ Perform testing at 3 to 4 additional call centers.
  - ♦ Statewide database is available on-line.
  - ♦ Implement marketing communications plan.
  - ♦ Hire additional staffing for WIN 211 (i.e. Resource Development Director, Tech Support).
  - ♦ NCCD begins to formulate policy and procedure recommendations.
  - ♦ Develop statewide contracts to expand use of 2-1-1.
  
- ***Phase VII / Expansion / July 2005 – December 2005.***
  - ♦ Public launch of call centers performing system testing in Phase VI.
  - ♦ Begin systems testing with remaining call centers.
  - ♦ Ongoing monitoring for compliance.
  
- ***Phase VIII / Sustaining the Network / January 2006 – ongoing.***

- Achieve statewide coverage.
- Accredite all call centers by 2009.
- Maintain ongoing system-wide marketing & communications.
- Provide consolidated/aggregated reporting on system usage.
- Ability to measure quality assurance, including cost effectiveness study.

## CHALLENGES TO SUCCESS

### Key Challenges

Listed below are two key challenges we will confront and our approaches to addressing them:

- ***Obtaining sustained, consistent public and private support to build out the network of regional call centers in a timely manner and to ensure their ongoing operations.*** The added value of 2-1-1 is that it is an easy-to-remember, easy-to access way for people to get connected to the help they need. This value is eroded if the system is not fully built or if service is inconsistent. Because the benefits of 2-1-1 extend not only to consumers but also to service providers and governments, bringing greater efficiencies to overall health and human service delivery, we believe that a strong case can be made for ongoing financial support from government at all levels. While it is likely that private sector support can be obtained for start-up costs and to expand the capacity of existing call centers, it is unlikely that foundations or businesses will be inclined to provide major new, recurrent operational support.

Our best response to this challenge is three-fold:

- First, we will actively build strong partnerships with state, county and local governments, both in health and human services and in emergency management, to ensure that 2-1-1 is directly responsive to their priorities and that our collective call center capacity is available to support their work.
  - Second, we will actively organize support and advocate for passage of the proposed federal legislation to provide funds for 2-1-1 and will be prepared to receive and effectively utilize those funds should they become available.
  - Third, we will work in close partnership with the United Ways in Washington to ensure maximum private support for the WIN 211 network, particularly in the start-up phase.
- ***Educating the public about 2-1-1.*** Washington is a large, diverse state that is home to people of many different cultures and encompasses a variety of community types, from highly urban to very rural. 2-1-1 is for everyone, no matter where they live, no matter what language they speak, no matter what their cultural heritage. We will find effective ways to take the message of 2-1-1 to these residents, demonstrating both regional and cultural sensitivity. In particular, we will be concerned with reaching those who live on the margin of the community and thus not reached through conventional media promotion. We will be welcoming to those who, for the first time in their lives, are seeking help.

We will respond to this challenge with a sustained, multi-faceted, statewide public education program. While we will use the media, our public education campaign will feature community-based approaches that invite the participation of natural community leaders, both individuals and organizations, of service providers, and of consumers themselves. We will also work in close partnership with the specialized I&R services throughout the state as well as with service providers to reach their consumers in appropriate ways. We will work to demonstrate that everyone can reach 2-1-1 and that everyone will be received with sensitivity and respect.



## APPENDIX A: WIN 211 LEADERSHIP

### Board of Directors / Officers

Listed below are the members of our Board of Directors:

Bev Peterson, Chair	Executive Director, Crisis Clinic Resource Network: Thurston, Mason, Lewis Counties
Linda Woodall, Vice-Chair	Human Services Manager, United Way of King County
Kathleen Southwick, Treasurer	Executive Director, Crisis Clinic of King County
Bill Laaninen, Secretary	800# Operations Manager, Healthy Mothers/Healthy Babies

### Board of Directors / Members

Jerrie Allard	Vice-President Community Initiatives, United Way of Spokane County
Dave Foote	Executive Director, United Way of Kitsap County
Pari Gill	Healthy Communities Coordinator, United Way of Clallam County
Frank Glaspey	Executive Director, Central Washington Non-Profit Resource Center
Tom Halazon	Executive Director, United Way of Benton & Franklin Counties
Deborah Latimer	Corrections Clearinghouse Director, Washington State Employment Security Department
Jane Lowrey	Community Resources Librarian, Bellingham Public Library
Terra McCaffree	Supervisor, Senior Information & Assistance of Seattle/King County
Diane Offord	Response & Recovery Unit Manager, WA State Emergency Management Division
Bob Quirk	Program Director, Senior Information & Assistance of Snohomish County
Jeri Shumate	Executive Director, Guide Line
Dennis Smith	Vice-President, Community Building United Way of Snohomish County

### WIN 211 Leadership Organizations

Listed below are the organizations that have provided significant staffing and/or leadership for 2-1-1 development at the state and local levels:

- Bellingham Public Library
- Benton/Franklin Volunteer Center

- Central Washington Non-Profit Resource Center
- Companis
- Crisis Clinic of King County
- Crisis Clinic Resource Network of Thurston, Mason & Lewis Counties
- Guideline, Inc.
- Healthy Mothers/Healthy Babies
- Human Services Council
- Kitsap Mental Health
- National Council on Aging – Washington State Chapter
- Northwest Alliance of Information and Referral Systems
- Olympic Area Agency on Aging
- RECA Foundation/Columbia Basin Public Information Network
- Rural Eastern Washington Community Resource Coalition (4people.org)
- Seattle Human Services Department
- Seattle & King County Public Health
- Senior Information & Assistance of King County
- Senior Information & Assistance of Snohomish County
- Skagit County Community Action Agency
- South Sound Outreach
- Spokane Mental Health
- United Way of Benton & Franklin Counties
- United Way of Chelan and Douglas County
- United Way of Clallam County
- United Way of the Columbia-Willamette
- United Way of King County
- United Way of Kitsap County
- United Way of Klickitat and Skamania Counties
- United Way of Pierce County
- United Way of Snohomish County
- United Way of Spokane County
- United Way of Thurston County
- United Ways of Washington
- United Way of Whatcom County

United Way of Yakima County

- Volunteers of America Western Washington
- Washington State Department of Social and Health Services
- Washington State Emergency Management Division
- Washington State Employment Security Department

**Executive Management** The Executive Director of WIN 211 currently is:

*Name*

**Tom Page, MNPL**

*Experience*

- Ten years experience working with non-profit organizations, including incorporation, board and organizational development. Served in leadership positions of local, state and international boards and commissions.
- Former Executive Director, Municipal League of King County.
- King County Children & Family Commission, Former Vice-Chair.
- Leadership Tomorrow, graduate.
- Master of Not-For-Profit Leadership, Seattle University.

## APPENDIX B: NATIONAL 2-1-1 BACKGROUND

### How 2-1-1 Began

In 1996, the United Way of Metropolitan Atlanta received a gift of telecommunications equipment that had been used by a local for-profit information service using a three-digit phone number. This gift inspired the transformation of the United Way's I&R program and the creation of America's first 2-1-1 Center. In May 1997, the Georgia Public Service Commission assigned 2-1-1 to the United Way of Metropolitan Atlanta as a simple, easy-to-remember number to call for Georgians who want to find or give help within the 13 counties of metro-Atlanta.

### Historical Milestones

After May 1997, a grassroots effort began driving the establishment and growth of a national 2-1-1 system. Listed below are key events that have laid the groundwork for a coordinated National 2-1-1 Initiative:

- Created the National 2-1-1 Collaborative;
- Implemented first statewide 2-1-1 service in Connecticut;
- Established National 2-1-1 Standards that were accepted in the field;
- Introduced federal legislation supporting the 2-1-1 assignment;
- Secured assignment of 2-1-1 dialing code from FCC;
- Created the AIRS/UWA Council;
- Implemented 2-1-1 service in additional states including Florida, Georgia, Louisiana, Tennessee, and Texas.
- Created National 2-1-1 Coalition.

### National 2-1-1 Initiative Leadership

Leadership for the National 2-1-1 Initiative comes from:

- ***The Alliance of Information and Referral Systems (AIRS).*** Established in 1973, AIRS is a nonprofit 501(c)3, professional membership organization of nearly 900 information and referral service providers, primarily in North America. AIRS meets its goals through the establishment and promulgation of Standards for Professional Information and Referral, the promotion and quality assurance of credentials, education and training, technical assistance, and leadership to the entire information and referral field.
- ***United Way of America (UWA).*** UWA is the national service and training center supporting 1,400 member United Ways by helping them pursue dual strategies of community building and conducting cost-effective fund raising. UWA provides a wide range of services to its members, including (but not limited to):
  - National brand management, marketing and advertising;
  - Training conferences and technical assistance on all functions of a United Way (e.g. community building, marketing, etc.);
  - Organizing local and national initiatives; and,
  - Promoting public policies.

## APPENDIX C: N-1-1 OVERVIEW

### N-1-1 Overview

Among the FCC's abbreviated dialing arrangements, N-1-1 codes, are three-digit codes of which the first digit can be any digit other than one or zero, and the last two digits are both one. N-1-1 codes "0-1-1" and "1-1-1" are unavailable because "0" and "1" are used for switching and routing purposes. Hence, there are only eight possible N-1-1 codes, making N-1-1 codes among the scarcest of numbering resources.

The following chart outlines the existing N-1-1 code assignments:

N-1-1 CODE	ASSIGNMENT
2-1-1	Assigned for community information and referral services.
3-1-1	Assigned nationwide for non-emergency police and other government services.
4-1-1	Unassigned, but used nationwide by carriers for directory assistance.
5-1-1	Assigned for traffic and transportation information.
6-1-1	Unassigned, but used broadly by carriers for repair service.
7-1-1	Assigned nationwide for access to Telecommunications Relay Services (a service for the hearing and speech impaired).
8-1-1	Unassigned, but used by carriers for business office use.
9-1-1	Unassigned, but used nationwide for emergency services.

## NOTES