



MEMORANDUM
OFFICE OF THE
COUNTY EXECUTIVE OFFICER
COUNTY OF PLACER

To: Honorable Board of Supervisors

From: David Boesch, County Executive Officer
By: Bekki L. Riggan, Principal Management Analyst

Date: October 8, 2013

Subject: 2-1-1 Information and Referral Services

ACTION REQUESTED

Provide feedback and direction regarding:

- 1) Board of Supervisors' support for pursuing development of 2-1-1 information and referral service capability in Placer County;
- 2) Placer County assuming the lead role in working with community stakeholders in developing a sustainable and reliable 2-1-1 service.

BACKGROUND

History and Benefits of 2-1-1

2-1-1 is the three-digit telephone number designated by the Federal Communications Commission (FCC) as "an easy-to-remember and universally-recognizable number" that provides widespread public access to community information and referral services. 2-1-1 services were first launched by the United Way of Atlanta in 1997 to connect people with services across the 13 counties in the greater-Atlanta region. Atlanta's success gave rise to development of the National 2-1-1 Collaborative, led by the Alliance of Information & Referral Services (AIRS) and United Way of America (UWA), who later petitioned the FCC for assignment of 2-1-1 dialing codes across the nation. Given the limited availability of N-1-1 dialing codes, the FCC required evidence that a compelling public need existed that could not be satisfactorily met by existing 9-1-1, 4-1-1 or 3-1-1 services. In July 2000, the FCC ruled in favor of the petitioners, declaring that 2-1-1 services for community information and referral best satisfied the public interest.

Since the 2000 FCC ruling, efforts toward implementing 2-1-1 services have continued across the country with varying business models and results. Some 2-1-1 systems have become operational within months of initial efforts, while others have met with considerable challenges and delays, often attributable to challenges in establishing telecommunications infrastructure or with developing a common database. According to the 2-1-1 Nationwide website, as of February 2013, 2-1-1 services are available to over 283 million Americans – over 90% of the entire population – and exist in all 50 states, including the District of Columbia and Puerto Rico. In California, 27 counties have functional 2-1-1 systems (Attachment 1).

Across the country 2-1-1 information and referral systems are reported to have demonstrated a variety of public benefits, such as:

- Providing quick, simple, around-the-clock assistance to help people define their needs and navigate the complex and ever-growing maze of government, corporate and non-profit social services available in their local communities;
- Ensuring that people get to the right place the first time thus reducing misdirected calls and frustration for constituents and service providers;
- Providing a ready resource for businesses and service providers to use in referring current clients to additional services available within the community;
- Serving as an additional support system for emergency management by disseminating critical information, assisting people through disasters, and providing extended connection to relief and recovery services in natural or man-made disasters;
- Connecting people with opportunities to give help through volunteering and contribution of resources.

The types of information and referral services provided by 2-1-1 systems across the country include:

- **Basic Human Needs and Resources:** Food banks, clothing closets, emergency shelter, rent and utility assistance;
- **Physical and Mental Health Services:** Crisis intervention, health insurance, support groups, counseling, drug and alcohol intervention, rehabilitation, maternal and children's health programs;
- **Employment Support:** Job training, transportation and childcare resources, unemployment benefits, education, and other opportunities that support self-sufficiency;
- **Support to the Office of Emergency Services:** Disseminate critical information, assist people through disasters and provide long-term connection to relief and recovery services;
- **Support for Older Americans and Persons with Disabilities:** Home health care, adult day care, Meals-on-Wheels, respite care, and transportation;
- **Support for Children, Youth and Families:** Childcare, after-school programs, family resource centers, summer camps and recreation programs, mentoring, tutoring, and protective services;
- **Connection to Volunteer Opportunities and Community Service Organizations:** Connecting individuals with opportunities to volunteer, donate goods and services, or provide support to other community partners.

Leadership and Collaborative Partnerships

Members of the Placer 2-1-1 Steering Committee have addressed your Board during public comment seeking support for establishing 2-1-1 services in Placer County. Their planning efforts began in 2011 with a steering committee comprised of the Roseville Police Department, Seniors First, Placer People of Faith, and other community and faith-based leaders. They conducted local outreach with several organizations and obtained letters of support for 2-1-1 services from several community organizations including: Salvation Army in Auburn and Roseville, Latino Leadership Council, Sutter Auburn Faith, Sutter Roseville and Kaiser Permanente – Roseville, the Cities of Roseville and Auburn and the Town of Loomis. (See Attachment 2 for a full list of support letters obtained by Placer 2-1-1).

Authorization for providing 2-1-1 services is obtained through formal application to the California Public Utilities Commission (CPUC) with designation of a lead agency responsible for the quality and timeliness of services. Applications must demonstrate broad community support for these services and for the lead agency acting on behalf of the collaborative. They must also demonstrate technical and organizational capacity necessary for managing components of a 2-1-1 service system including telecommunications infrastructure, system software, resource database, and trained call-center staff.

Community Link Capital Region is the CPUC designated provider for 2-1-1 in Sacramento County and currently provides services in Sacramento, Nevada, Shasta and Yolo counties. 2-1-1 services can be provided through a variety of organizational models ranging from centralized to decentralized as demonstrated by the existing Community Link Capital Region contracts outlined below:

Sacramento County

- Designated by the California Public Utilities Commission as the 2-1-1 service provider for Sacramento County
- Administer all aspects of the 2-1-1 program
- Maintain the community resource database
- Host the website and online searchable database
- Operate the call center

Nevada County

- Field after-hours calls from Nevada County (after hours is considered 5pm-8am, Monday through Friday; 24 hour coverage on Saturday and Sunday and County holidays)
- 2-1-1 in Nevada County is administered by Nevada-Sierra IHSS Public Authority

Shasta County

- Operate the call center for Shasta County (24 hours per day, 7 days per week)
- 2-1-1 in Shasta County is administered by United Way of Northern California

Yolo County

- Operate the call center for Yolo County (24 hours per day, 7 days per week)
- 2-1-1 in Yolo County is administered by Yolo County Library

Current Placer County Capabilities

Placer County has a number of resources that currently provide information and referral services. However, the County's 9-1-1 and 4-1-1 systems are the only existing systems available for residents to speak with a "live person" after hours or on weekends.

The award winning Human Services Call Center in Rocklin is staffed Monday through Friday from 8:00 am to 5:00 pm to assist existing and potential clients with eligibility issues concerning healthcare coverage, food and nutrition assistance, cash assistance, housing assistance and employment services.

Placer County's Network of Care is a web-based program designed to connect people with program providers to assist with: substance abuse, depression, Post Traumatic Stress Disorder (PTSD), housing, transportation, health care, employment and child care. The Network of Care website also provides emergency services for at-risk children and adults in emergency and crises situations. A special 24-hour, 7-day a week response program is available by contacting one of the telephone numbers provided on the website for Adult Crisis & Intake Office, Adult Protective Services (APS) and Child & Family Crisis and Intake.

Placer County's Office of Emergency Services (OES) provides emergency management services countywide. During an active incident OES directs Placer County's response and recovery efforts in full coordination with public safety agencies and affected jurisdictions. In coordination with the Sheriff's dispatch center, the fire service dispatch center in Grass Valley and any other affected jurisdiction's public safety answering point, Placer County PIO under OES direction establishes a call center at the Placer County EOC. This call center is staffed with County employees who are briefed

regularly on the current incident and are familiar with the affected area and specific issues associated with the community.

Successful 2-1-1 projects are supported by a variety of stakeholders and investors including federal, state, county and local governments, private foundations, businesses, nonprofit service providers, community foundations and United Ways. Community Link Capital Region worked with Placer 2-1-1 to develop a preliminary business model and cost plan based on their varied experiences in the Sacramento region (Attachment 3). They readily acknowledge this is but one potential business model for consideration and that other alternatives would be feasible to provide reliable, sustainable 2-1-1 services in Placer County. Should your Board direct moving forward, staff would work with community stakeholders to assess this and other potential models to determine the best course for Placer County, to include development of a "fair share" sustainable public-private funding strategy so that this community service would not become the exclusive financial responsibility of government.

FISCAL IMPACT

The estimated cost for implementing 2-1-1 in Placer County is \$405,343 for the first 3 years, with annual expenditures of \$169,415, \$116,738, and \$119,190 respectively. This cost is based on a centralized business model with all calls being handled through a call-center with an average annual call volume of 6000 calls. Additional planning and assessment is required to determine a sustainable business plan for 2-1-1 information and referral services for Placer County residents. Placer County staff anticipates that costs could vary based on the chosen business model and if partnerships are achieved with existing resource databases.

Attachments:

1. Summary of California Counties providing 2-1-1 services;
2. Summary of local 2-1-1 information and referral service endorsements;
3. Community Link Capital Region's Business Plan and estimated 3-year budget.

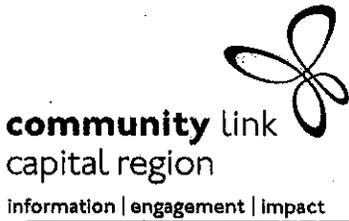
211 Coverage in California by Population

| Counties with 211 | | Counties without 211 | |
|-------------------|------------|----------------------|------------|
| County | Population | County | Population |
| Los Angeles | 9,962,789 | Placer | 361,682 |
| San Diego | 3,177,063 | Merced | 262,305 |
| Orange | 3,090,132 | Butte | 221,539 |
| Riverside | 2,268,783 | Yolo | 204,118 |
| San Bernardino | 2,081,313 | El Dorado | 180,561 |
| Santa Clara | 1,837,504 | Imperial | 176,948 |
| Alameda | 1,554,720 | Madera | 152,218 |
| Sacramento | 1,450,121 | Humboldt | 134,827 |
| Contra Costa | 1,079,597 | Sutter | 95,022 |
| Fresno | 947,895 | Yuba | 72,926 |
| Kern | 856,158 | Lake | 63,983 |
| Ventura | 835,981 | Tehama | 63,406 |
| San Francisco | 825,981 | San Benito | 56,884 |
| San Mateo | 739,311 | Tuolumne | 54,008 |
| San Joaquin* | 702,612 | Calaveras | 44,742 |
| Stanislaus | 521,726 | Siskiyou | 44,154 |
| Sonoma | 491,829 | Amador | 37,035 |
| Tulare | 451,977 | Lassen | 33,658 |
| Santa Barbara | 431,249 | Del Norte | 28,290 |
| Monterey | 426,762 | Glenn | 27,992 |
| Solano | 420,757 | Colusa | 21,411 |
| San Luis Obispo | 274,804 | Plumas | 19,399 |
| Santa Cruz | 266,776 | Inyo | 18,495 |
| Marin | 256,069 | Mariposa | 17,905 |
| Shasta | 178,586 | Mono | 14,348 |
| Kings | 151,364 | Trinity | 13,526 |
| Napa | 139,045 | Modoc | 9,327 |
| Nevada | 98,292 | Sierra | 3,086 |
| Mendocino | 87,428 | Alpine | 1,129 |

*In Process

| 211 Letters of Endorsement Received | |
|--|--|
| Target Service Organization | Placer County Organization |
| AIDS/HIV Services | Sierra AIDS Foundation |
| Disability Service | Placer Independent Resources Service |
| Emergency Food Provider | Placer Food Closet Collaborative |
| Ethnic Diversity | Latino Leadership Council |
| Faith Communities | Placer People of Faith Together |
| Health Service | Sutter Auburn Faith Hospital |
| Health Service | Sutter Roseville Medical Center |
| Health Service | Kaiser Permanente – Roseville Medical Center |
| Homeless Service | The Gathering Inn |
| Homeless with Children Service | Roseville Home Start |
| Law Enforcement | Placer County Sheriff's Office |
| Law Enforcement | Roseville Police Department |
| Mental Health | Sierra Mental Wellness |
| Municipality | City of Roseville |
| Municipality | City of Auburn |
| Municipality | Town of Loomis |
| Senior Service | Senior's First |
| Services for Children & Families | Golden Sierra Life Skills |

| 211 Letters of Endorsement Pending | |
|---|------------------------------------|
| Target Services Organization | Placer County Organization |
| Board of Supervisors | Placer County Board of Supervisors |
| Business/Labor | Auburn Area Chamber of Commerce |
| Crisis/Suicide Hotline | Placer Adult System of Care |
| Domestic Violence Service | Stand Up Placer/Peace for Families |
| Drug & Alcohol Counseling | Community Recovery Resources |
| Education | Placer County Office of Education |
| Emergency Services | Office of Emergency Services |
| Employment Service | Connections (One Stop Employment) |
| Library or Library System | Auburn Library/County Library |
| Mental Health | Campaign for Community Wellness |
| Rape Crisis Service | Stand Up Placer/Peace for Families |
| Services for Children and Families | Placer Children's System of Care |
| Services for Children and Families | First 5, Placer Commission |
| Women's Services | Stand Up Placer/Peace for Families |



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Proposal for Providing 2-1-1 Services in Placer County

Launching and providing 2-1-1 services in Placer County requires four primary activities:

- 1) Complete the one-time technological, logistical, and administrative arrangements associated with project start up.
- 2) Assure resource database development and maintenance.
- 3) Provide 24 hour, 7 day per week call center information and referral services.
- 4) Outreach to ensure widespread community awareness of the service.

The 2-1-1 Placer Steering Committee and Community Link Capital Region will fulfill these activities in the following manner.

WORKPLAN

Activity 1: Complete all one-time technological, logistical, and administrative arrangements associated with project start up.

| Task | Timeframe |
|---|--|
| 1) Prepare and submit the application for delivering 2-1-1 services in Placer County to California Public Utilities Commission. | Months 1-2 |
| 2) Coordinate with telephone companies to make all switch conversions, enabling the use of the 2-1-1 number. (Land line and cellular) | Months 2-3 |
| 3) Purchase iCarol software (resource database software). | Month 1 |
| 4) Purchase phone/computer equipment and licenses needed to accommodate the anticipated call volume. | Month 2-3 |
| 5) Recruit and convene at least quarterly a 2-1-1 Placer Advisory Group. | Month 1-3 and quarterly, subsequently. |

Activity 2: Develop and maintain a comprehensive resource database.¹

| Task | Timeframe |
|--|-------------|
| 1) Create a resource database in iCarol or a resource database that is compatible with iCarol. | Month 1-3 |
| 2) Clean database to ensure that all resources are indexed to meet Alliance of Information and Referral Services AIRS standards. | Month 1-3 |
| 3) Update all listings in the resource database at least once per year. | Month 13-36 |
| 4) Conduct additional research and outreach to ensure the resource database is as comprehensive as possible. | Month 13-36 |
| 5) Coordinate with Placer County Office of Emergency Services to establish a system in which 2-1-1 Placer can provide emergency response information to the public in real time. | Month 2-6 |

¹ Community Link and Placer People of Faith Together remain in conversations with the Network of Care and Senior Link to examine how the respective databases could be brought together to create efficiencies across all the programs and prevent unnecessary redundancy in data collection. A centralized resource database could be maintained by any provider. But for 2-1-1 purposes, the database must meet minimum taxonomy standards for indexing and all records must be verified or updated at least annually.

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Activity 3: Provide live, accessible information and referral services 24 hours per day, 7 day per week.

| Task | Timeframe |
|---|----------------------|
| 1) Hire information and referral specialist (1) | Month 1-2 |
| 2) Train 2-1-1 call center specialists on the Placer County database and any particular service, population, or other nuances that might be relevant to making the most appropriate referrals, as suggested by project funders. | Month 1 – 3, ongoing |
| 3) In partnership with Placer County (and other funders), establish expected standards for performance and quality of service. | Month 1-3 |
| 4) Create and abide by an evaluation and continuous quality improvement program that includes tracking of selected performance metrics, conducting follow up calls, and training for 2-1-1 staff. | Month 4 - ongoing |
| 5) Launch 2-1-1 Placer | Month 4 |
| 6) Field up to 6,000 ² information, referral, advocacy, and intervention calls from Placer County residents per year by having information and referral specialists available 24 hours per day, 7 days per week. | Month 4 - ongoing |
| 7) Negotiate with Placer County (and other funders) on any specialty campaigns that might be beneficial (such as CalFresh outreach/ screening, central intake for homeless services, taking overflow calls, etc.). ³ | Month 1 – ongoing |
| 8) Provide access to information and referral services in over 150 languages through in-house staff or language line services. | Month 4 – ongoing |
| 9) Provide access to deaf or hard of hearing populations through TDD/TTY services. | Month 4 – ongoing |
| 10) Produce regular statistical reports describing caller demographics, caller needs, and unmet needs. | Month 4 - ongoing |

Activity 4: Outreach to ensure widespread community awareness of the service.

| Task | Timeframe |
|--|--------------|
| 1) Coordinate with PPOFT and other partners to continue outreach. | Ongoing |
| 2) Produce outreach materials. | Month 1 – 6 |
| 3) Host community workshops to explain and demonstrate 2-1-1 services. | Month 3 – 12 |

3-YEAR BUDGET

Assumptions:

- 6,000 calls per year (approximately 1.75% of the Placer County population)
- Community Link will manage the resource database. Cost savings may be possible if partnerships can be achieved with an existing resource database.

² 6,000 calls annually assume a 2-1-1 utilization rate of approximately 1.75% of Placer County's population. This compares to utilization rates ranging from 2.0% to 8.5% in the four counties that we currently provide call center services. If call volume exceeds 6,000 calls, a rate structure of \$8.00 per call will be implemented and charged to the project's lead funder.

³ Placer County or other funders may identify special campaigns for which 2-1-1 could serve as a central number. Costs associated with performing any special campaign will be negotiated separately.

| | Year 1 | Year 2 | Year 3 | TOTAL 3-YEAR COST |
|--|----------------|----------------|----------------|-------------------|
| Personnel | | | | |
| Salaries (1.95 FTE in Yr 1; 1.6 FTE in Yr 2 and 3) | 78,236 | 64,498 | 65,788 | 208,522 |
| Benefits (@22%) | 17,212 | 14,190 | 14,473 | 45,875 |
| TOTAL PERSONNEL | 95,447 | 78,688 | 80,261 | 254,397 |
| Operating | | | | |
| CAIRS/2-1-1 CA Membership | 750 | 788 | 827 | 2,364 |
| Office Supplies | 200 | 200 | 200 | 600 |
| Printing/Duplicating | 250 | 150 | 150 | 550 |
| Postage | 125 | 100 | 100 | 325 |
| Telephone (including long distance, interpreting services) | 4,000 | 4,400 | 4,840 | 13,240 |
| Occupancy (rent/utilities) | 3,500 | 3,166 | 3,430 | 10,096 |
| Equipment Maintenance/IT Support | 2,000 | 1,200 | 1,200 | 4,400 |
| Marketing Materials | 7,500 | 3,000 | 2,500 | 13,000 |
| Travel | 1,320 | 1,320 | 1,320 | 3,960 |
| Conference Expense | 500 | 500 | 500 | 1,500 |
| Staff Development/Training | 500 | 500 | 500 | 1,500 |
| Website/Internet Expense | 1,200 | 1,200 | 1,200 | 3,600 |
| Recruitment | 150 | 0 | 0 | 150 |
| Database (iCarol) license fees | 6,000 | 6,300 | 6,615 | 18,915 |
| Telco Switch Conversion | 11,875 | 0 | 0 | 11,875 |
| Initial iCarol software set up | 10,000 | 0 | 0 | 10,000 |
| Computers | 2,000 | 0 | 0 | 2,000 |
| TOTAL OPERATING | 51,870 | 22,824 | 23,382 | 98,075 |
| Agency Administration (@ 15%) | 22,098 | 15,227 | 15,547 | 52,871 |
| GRAND TOTAL | 169,415 | 116,738 | 119,190 | 405,343 |
| Minus Teichert Funding for Database | (7,200) | | | |
| | 162,615 | | | |

BUDGET JUSTIFICATION

| Personnel | Notes/Justification |
|--|--|
| Director, 2-1-1 (.15 FTE) | Provide overall program management. Works with partners in continued growth and visioning of the 2-1-1 effort. |
| Call Center Manager (.15 FTE) | Provide supervision and oversight to 2-1-1 Call Center staff. Coordinate training and quality assurance programs. |
| Resource Database Manager (.40 FTE in Yr 1; .15 FTE in Yr 2 and 3) | Provide oversight and management of development and maintenance of the resource database. Assumes that Community Link will manage the database. However if coordination with an existing resource database system can be achieved, cost savings are likely. Regardless of who manages the database, ensuring compilation, conversion, and/or creation of the resource database that abides by 2-1-1 taxonomy and other standards will require considerable time in Year 1. |
| Resource Database Assistant (.25 FTE in Yr 1; .15 in Yr 2 and 3) | Supports Database Manager in entering and maintaining the resource database. Cost savings possible if coordination with an existing resource database can be achieved. |

| | |
|---|--|
| Information and Referral Specialist (1.0 FTE) | Provide information and referral support. Assumes approximately 6,000 calls per year. If annual call volume exceeds 6,000 calls, a rate structure of \$8.00 per call will be applied to ensure that additional Specialists can be added to respond to the call volume. |
| Benefits (@22%) | Includes health benefits, retirement contribution, and all payroll taxes. |

Operating

| | |
|--|---|
| CAIRS/2-1-1 CA Membership | Membership dues in California Alliance of Information and Referral Systems and 2-1-1 California. Access to educational support, technical assistance, and advocacy is available through both organizations. |
| Office Supplies | For routine office supplies associated with program implementation. |
| Printing/Duplicating | For routine printing or duplicating of reports or other materials associated with program implementation. |
| Postage | For delivery of billing or other reports, and delivery of printed resource materials, as might be requested by callers. |
| Telephone (including long distance, interpreting services) | Cost of toll free calls and outbound calls (at \$.025 per minute); cost for language line services. |
| Occupancy (rent/utilities) | Rent and utilities, pro-rated by FTE dedicated to program. Rent at \$1.10/sq.ft in year 1, with \$.10 increases each subsequent year. |
| Equipment Maintenance/IT Support | For routine equipment maintenance. Anticipated that maintenance costs and IT support needs will be higher during database development/transition in the first year. |
| Marketing Materials | Design and production of collateral materials for promotion of the 2-1-1 Placer program. |
| Travel | Travel to outreach and planning meetings throughout Placer County. Assumes approximately 200 miles per month. |
| Conference Expense | Registration and travel to CAIRS, AIRS, and/or 2-1-1 California conferences throughout the year. |
| Staff Development | Training of call center staff on the Placer resource database. Support of ongoing skill-based training for Information and Referral Specialist and Resource staff. |
| Website/Internet Expense | To support internet domain costs; costs to maintain internet access. |
| Recruitment | Recruitment and hiring of an Information and Referral Specialist |
| Database (iCarol) license fees | Cost for access to the iCarol system and to maintain and receive customer support through iCarol. |
| Telco Switch Conversion | Cost to convert approximately 25 switches through the hard line and cellular phone company providers needed to activate the 2-1-1 number. |
| Initial iCarol software set up | Costs to support conversion and loading of Placer resource database onto the iCarol system. |
| Computers | Purchase of computer for Information and Referral Specialist |