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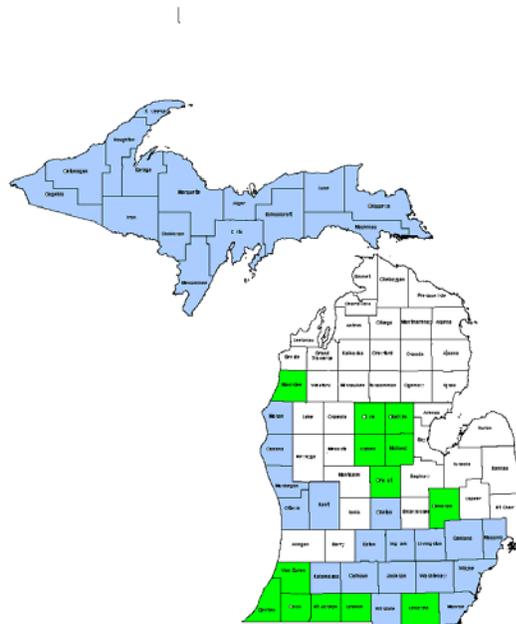
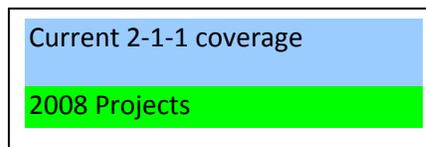
## Existing 2-1-1 Capacities

### **2-1-1 Availability**

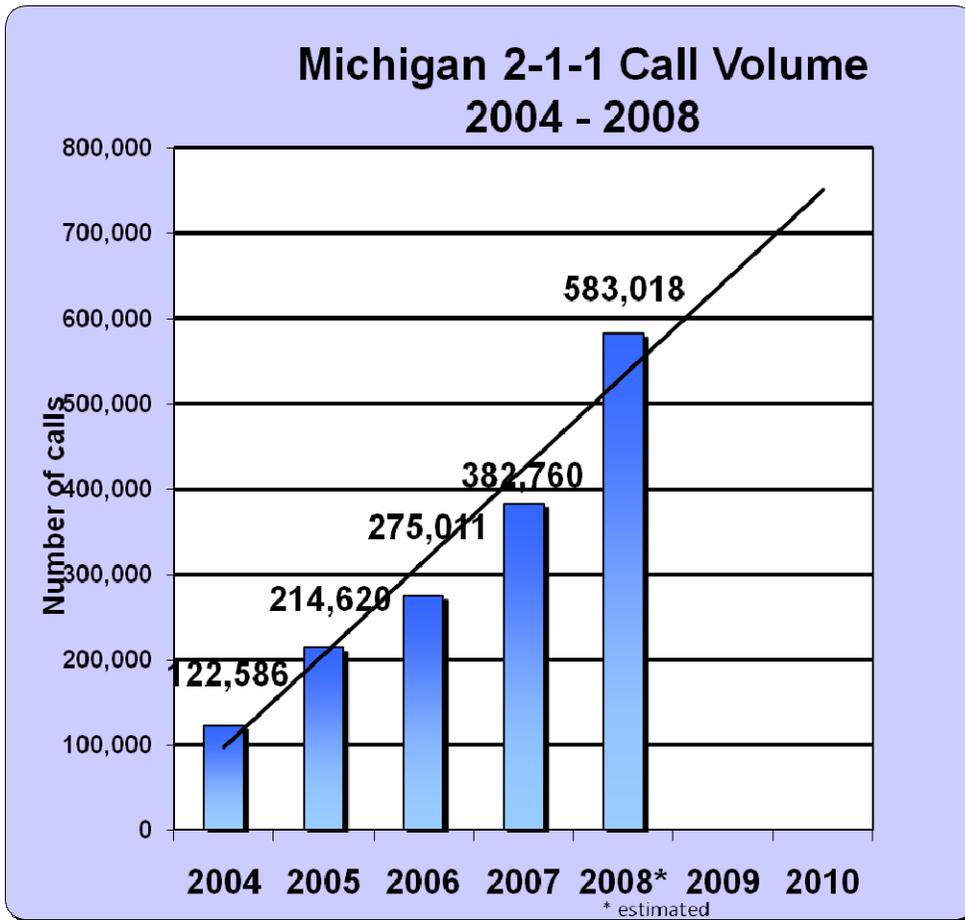
2-1-1 currently reaches over 70% of Michigan's population. It serves individuals and families in Calhoun, Clinton, Eaton, Ingham, Kalamazoo, Kent, Jackson, Livingston, Macomb, Mason, Monroe, Muskegon, Oakland, Oceana, Ottawa, Washtenaw, Wayne and the fifteen counties across the Upper Peninsula.

Availability of 2-1-1 is expanding according to the statewide system defined within the Michigan 2-1-1 Business Plan through regional call centers anchored by 'local points of contact' for each county. In March 2007, expansion of 2-1-1 service occurred for Ingham, Eaton, Clinton, and Hillsdale Counties through Central Michigan 2-1-1 call center located in Jackson. In November 2007, the regional 2-1-1 call center, located in Muskegon, expanded 2-1-1 service to Mason and Oceana Counties.

Looking forward, local financial commitments are in place to continue 2-1-1 expansion in 2008 to the following counties: Manistee, Berrien, Cass, Van Buren, St. Joseph, Lenawee, Genesee, Midland, Clare, Gladwin, Isabella and Gratiot. Following the 2008 expansion, 2-1-1 service will be available to over 80% of Michigan's population.



2-1-1- call volume increased from 275,011 in 2006 to 382,760 calls in 2007.



Cell phone access to 2-1-1 became available in 2007 to callers utilizing the following providers: Verizon Wireless, Alltel, T-Mobile, Nextel/Sprint, AT&T/Cingular and Centennial Wireless, significantly expanding the reach of 2-1-1.

### Quality and Coordination

Michigan 2-1-1 developed and implemented an endorsement process in August 2006 to ensure that new 2-1-1 call centers and counties served be part of a Statewide coordinated 2-1-1 system. The endorsement process builds upon the existing quality assurances established by the Michigan Telecommunications Act, Section 214 requiring 2-1-1's to be accredited by the Alliance of Information Systems. Accreditation requires barrier free, 24X7 service by trained and certified staff. In addition, quality assurance protocols are required, and Michigan's 2-1-1 Call Centers enjoy high customer satisfactions rankings (96.76%).

### 2-1-1 Investment

Michigan 2-1-1 continues to seek funding from all available sources, both public and private in order to meet its goal of building sustained and predictable funding for the entire 2-1-1 system. Local 2-1-1 call center investment combined with central operations in 2007 was \$3,934,000.

Michigan 2-1-1 central coordination made up \$214,000 of this total statewide investment. Michigan 2-1-1 is working to secure funding for its operations from a multitude of private and public sources, including local and state government agencies.

### **Organizational Advancements**

Michigan 2-1-1 was incorporated on August 19, 2004 and was incorporated as a wholly owned subsidiary of the Michigan Association of United Ways in August 2006. Three new members were added to the Michigan 2-1-1 Board in November 2007 expanding governance to include stakeholders beyond 2-1-1 call center interests. Michigan 2-1-1 also established the 2-1-1 Operating Council and statewide system development taskforces in 2007 adding to the statewide bodies listed below. All of this is evidence of ongoing progress to continually improve 2-1-1 delivery as a seamless statewide service for Michigan's residents.

#### *Michigan 2-1-1 Operating Council*

The Michigan 2-1-1 Operating Council was established in August 2006 by the Michigan 2-1-1 Board according to the Michigan 2-1-1 Business Plan. Comprised of Call Center directors representing identified regional call centers and representatives of the Resource Managers Workgroup, the Council addresses the day-to-day operations of Michigan's 2-1-1 system. Their initial focus was on identifying processes for the collection and sharing of statewide data, emergency preparedness, and consistent call center operations. The Operating Council works collaboratively on several statewide information and referral access programs such as Mentor Michigan, Earned Income Tax Credit (in collaboration with the Department of Human Services) and Mortgage Foreclosure Assistance (in collaboration with the Statewide Mortgage Foreclosure Taskforce).

#### *Resource Managers Workgroup*

The Resource Managers Workgroup comprised of Resource Managers from 2-1-1 Call Centers, comprehensive and specialized I & Rs, have been meeting monthly for over three years and receives oversight from the Michigan 2-1-1 Operating Council. Their mission is to ensure the quality of Michigan's resource databases, standardize taxonomy indexing, prioritize the scope of records, standardize record structure and content, develop and implement a standardization process that meets defined quality assurance criteria practices as outlined by MI-AIRS and AIRS, support and network with fellow resource managers. The Workgroup has made substantial progress toward their mission and has also provided capacity to other MI 2-1-1 workgroups.

#### *After-Hours Taskforce*

This Taskforce is charged to look at after-hours 2-1-1 service delivery and standardization of contractual agreements, as it relates to implementation of the Michigan 2-1-1 Business Plan. Currently, the Taskforce is in the process of defining the scope of service, identifying specialty services provided by the different regional call centers, and reviewing selection criteria and contracts from other states. Serving on the Taskforce are representatives from 2-1-1 Call Centers and Crisis Call Centers.

### *Statewide Database Project & Taskforce*

The Statewide Database Project has transitioned over the past year to a collaboration that now includes Dow Chemical Corporation. Dow Chemical Corporation has committed to leveraging their vendor partners to provide database and telecommunication support to Michigan 2-1-1, beginning with a five-county 2-1-1 Call Center to be based in Midland. Following the launch of this call center and an ample evaluation period, it is planned that the technology piloted in Midland will be made available to all Michigan 2-1-1 Call Centers, providing a statewide database and telecommunications backbone.

### *Emergency Preparedness Taskforce*

Comprised of state government representatives from the Department of Community Health (DCH) and Michigan State Police (MSP), AT&T, and Michigan 2-1-1 Regional Call Center directors, this group is looking at ways that the Michigan 2-1-1 system can be used during times of disaster and emergency. The Taskforce is developing statewide 2-1-1 protocols which identify the use of 2-1-1 in an emergency or disaster. In 2007, Michigan 2-1-1 has been identified in the MSP Emergency Public Information Plan as providing the call center function. A curriculum of the Federal Emergency Management Agency training courses have been identified for completion by Michigan 2-1-1 Call Center staff in 2008. Two of Michigan's largest 2-1-1 Call Centers (Kent County and Southeastern Michigan) have established mutual aid agreements to ensure 2-1-1 availability in times of emergency or disaster.

### *Statewide Data Collection Workgroup*

Work continues on development of a process for the collection and reporting of statewide 2-1-1 data is the charge of this group. The purpose is to identify, for a larger audience, the needs and unmet needs of Michigan 2-1-1 callers. Common data elements utilized by each 2-1-1 Call Center have been identified and standardized.

## **How State Departments Could Use 2-1-1**

### **Status since 2006 2-1-1 Study**

The 2006 2-1-1 report to Michigan's Legislature cited over 700 toll-free telephone lines maintained by state agencies for public access to governmental services and information (see appendix A). These numbers remain operational; the content of the 2006 report accurately reflects today's use of 800 lines, health and human service databases, and outreach efforts by state departments.

While we know that additional 800 numbers and community resource databases have been implemented since the 2006 Study, we are convinced that most of the departments are unaware of the potential to use 2-1-1 and specifically unaware of the 2005 Michigan Telecommunications Act (MTA), Section 214: (6)"Before a state agency or local unit of government implements a community resource information or referral service, the state agency or local unit of government shall consult with the state 2-1-1 coordinating agency designated by the commission under subsection (5)"

Since the MTA re-write does not affect most agencies, an effort should be made to create awareness of it. DIT will make 2-1-1 information available to the appropriate individuals of each agency along with language from the MTA rewrite Section 214. This will increase awareness of opportunities for coordinated use of 2-1-1 for 800 help lines and community resource databases across state departments. It will provide state agencies with contact information for Michigan 2-1-1, the coordinating agency designated by the Michigan Public Service Commission.

### **2-1-1 potential to increase capacity**

Jobs Education and Training (JET) and Michigan Prisoner Reentry (MPRI) are two key initiatives where 2-1-1 is under consideration to help increase capacity for addressing statewide challenges. 2-1-1 could be utilized in both programs to increase statewide efficiency and effectiveness reaching target populations and connecting them with community services.

To support the Michigan Department of Human Services goals of reducing the number of people that cycle from welfare to employment and back to welfare, and increasing the permanent labor force attachment and job retention of welfare clients, Michigan 2-1-1 could provide the following as enhancements to JET. Michigan 2-1-1 proposes to target those, Temporary Assistance for Needy Families recipients, that are neither employed nor permanently deferred, but instead the group that falls in the middle.

Michigan 2-1-1 proposes to provide:

For JET:

- *Information and referral for consumers* – Clients / Consumers often have complex needs. Trained Call Specialists can assist callers by pre-screening for appropriate referrals and providing follow-up calls to assure that needs have been met. If not, additional referrals can be made at that time.
- *Support for DHS staff* – Online searchable databases and 24/7/365 access to Call Specialists can provide professionals with easy access to an up-to-date, accurate database of community resources. Knowing eligibility criteria and how to access services can save much time and effort allowing more time to process public assistance cases and provide services to consumers.
- *Data* – Through a sophisticated software platform, data is collected on every call to 2-1-1. Michigan 2-1-1 can provide customized aggregated data reporting to DHS, identifying specific data elements, such as services requested, unmet need data, follow-up results, etc.
- *Intensive follow-up services* – Beyond normal 2-1-1 follow-ups, Michigan 2-1-1 proposes to provide intensive follow-up services, scheduling follow-up calls with DHS JET participants at specific time periods (e.g. 5 days, 14 days, 30 days, 60 days, 90 days) to identify service access outcomes, additional informational needs and advocacy services.
- *Feedback loop* – Michigan 2-1-1 proposes to provide prescribed feedback to the referring worker at prescribed intervals or incidents (e.g. record of contacts, referrals, results of follow-ups, continued barriers and unmet needs).

For MPRI:

To support the Department of Corrections Michigan Prisoner Reentry (MPRI) goal to reduce crime and enhance public safety by implementing a seamless system of service for offenders through their transition, community reintegration and aftercare in their communities, Michigan 2-1-1 can support staff and end users with timely community resource information. Wayne County MPRI currently utilizes 2-1-1 for this purpose.

## **What Departments Have Utilized 2-1-1 to Date**

### **EITC 2-1-1 demonstration project**

Michigan 2-1-1, in partnership with the Michigan Department of Human Services (DHS) and Community Actions Agencies throughout Michigan promoted 2-1-1 as an entry to information about the Earned Income Tax Credit (EITC) program, the preparation of tax forms at no cost, and the creation of volunteer opportunities related to the preparation of EITC forms. The Earned Income Tax Program is meant to help return dollars to those individuals who are “low-income” according to Federal Guidelines. Money returned to taxpayers can then be used to address critical needs and issues that individuals/families may be experiencing.

Millions of these federal dollars have gone unclaimed and more importantly, not spent in our communities because low-income Michigan wage earners have not made application for them. Many of these wage earners have no knowledge of the Earned Income Tax Program and are not aware if they are eligible for EITC assistance including free tax preparation services. The expected outcome of the 2-1-1 demonstration project is that individuals accessing these additional resources to address their own individual needs will become more self sufficient as they spend those resources within the community.

Michigan 2-1-1 collaborated with the Accounting Aid Society (AAS), American Association of Retired Persons (AARP), the Internal Revenue Service (IRS), the Statewide Earned Income Tax Credit Coalition, Community Action Agencies and other local resources to populate the Michigan 2-1-1 databases with up-to-date, accurate information about the availability of tax preparation sites for low-income Michigan wage earners. Updates on these tax preparation sites were provided daily to the call centers during the tax preparation season. Four hundred seventy-four tax preparation sites were maintained within the 2-1-1 database with detail on location, hours of operation, etc. A toll-free number to access EITC information through a 2-1-1 Call Center was used by unserved counties.

DHS and the Bureau of Community Action and Economic Opportunity collaborated with Michigan 2-1-1 to promote 2-1-1. Central Michigan 2-1-1, serving Ingham, Eaton, Clinton, Hillsdale and Jackson Counties, in partnership with Capitol Area United Way and their local CAA marketed tax help through 2-1-1 via billboards, radio and television public awareness campaigns. This resulted in a much stronger partnership among these agencies. Utilizing the formal DHS channels of communication (L-Letter) increased knowledge of 2-1-1 as a resource for low-income wage-earners.

Michigan 2-1-1 developed EITC call handling protocol as well as EITC call specialist training. The call training was uploaded to the Michigan 2-1-1 / Michigan AIRS Training Website for use by Michigan 2-1-1 Call Specialists. It included information about the EITC as well as the Child Tax and Home Heating Credit. Following the training, Call Specialists were required to take a test. Fifty-six call center staff participated in training and passed the test with an average score

of 92.5%. In addition, information regarding the Economic Stimulus packages was provided to all call centers.

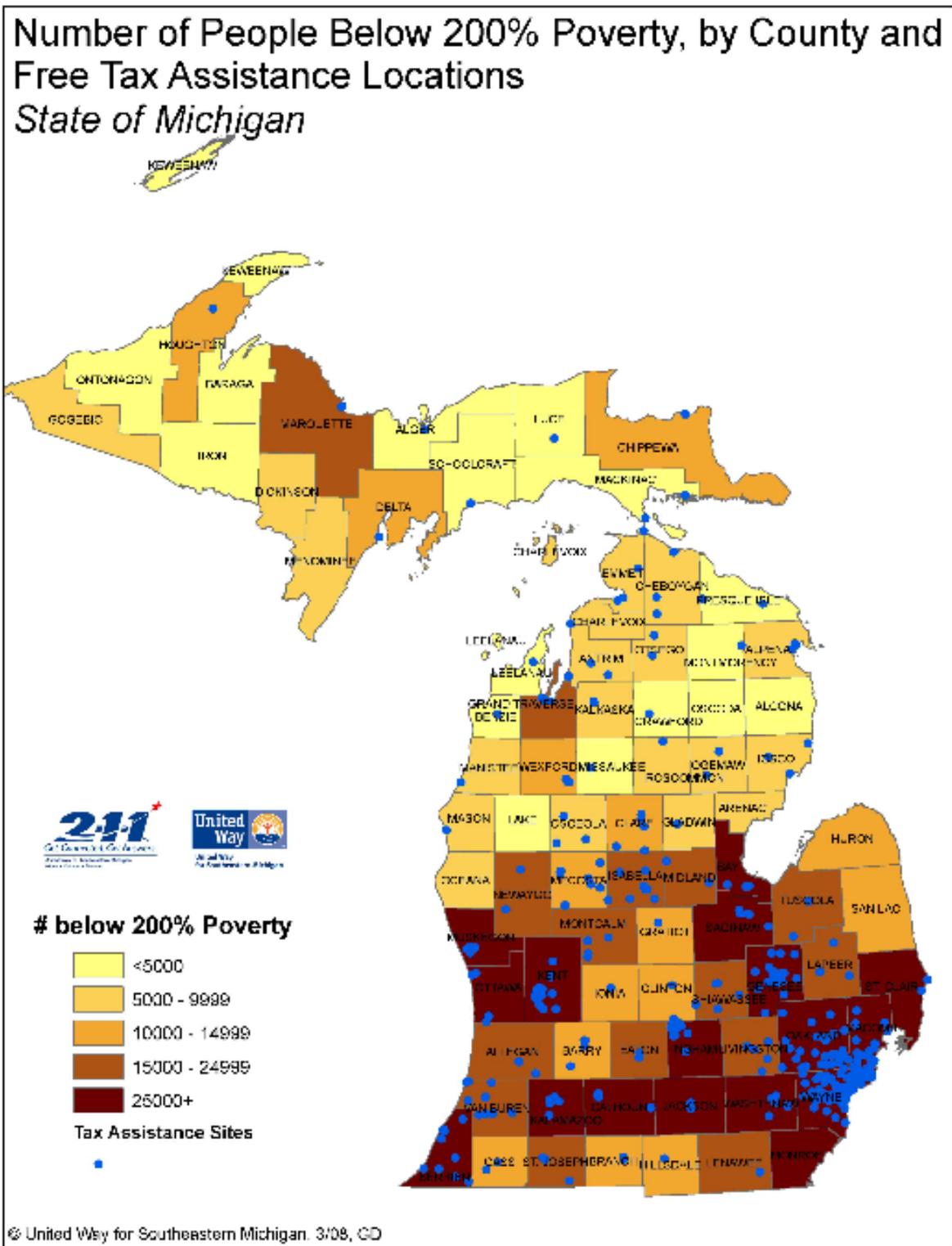
Data was collected on every 2-1-1 caller seeking or provided with information about EITC. Monthly data reports include information on the number of callers requesting EITC volunteer information, zip codes of these callers and the name of the agency (ies) in which the caller was referred. Following is the February example for report roll up total numbers:

Number of EITC Callers	8,028
Unmet needs (could not be referred)	140
Unmet need reasons (top 3)	Over income, service unavailable, registration full
Referral source (top 3)	Repeat caller, family / friend, DHS/ agency

Few callers requested information about volunteering to become trained to assist low-income wage earners with tax preparation. Though volunteer opportunities are listed in 2-1-1 databases, the pilot began too late in the tax season to train volunteers. It would appear that the best time to recruit and train volunteers for these opportunities is in the fall.

Though 2007 data on the amount of EITC refunds is not yet available, certain approximations can be made about the amount of EITC funds captured through this demonstration project. Using the 2006 average EITC refund of \$1,057, if just 80% of callers pre-screened for eligibility for this refund completed their filings, \$6,788,477 was brought in to Michiganders. Callers obtaining tax site referrals from 2-1-1 also benefitted by receiving other needed referrals to health and human services.

Add title - Free Tax Assistance Locations mapped from the statewide 2-1-1 database



## **State Police Emergency Preparedness Plan 2-1-1 inclusion**

Representatives from the state and Michigan 2-1-1 are collaborating to develop procedures and protocols to incorporate the use of Michigan's statewide 2-1-1 system to supplement state and local government in providing information to the public. In the event of an emergency or disaster, 2-1-1 would be utilized as a resource to supplement the capabilities and resources held by state and/or local governments.

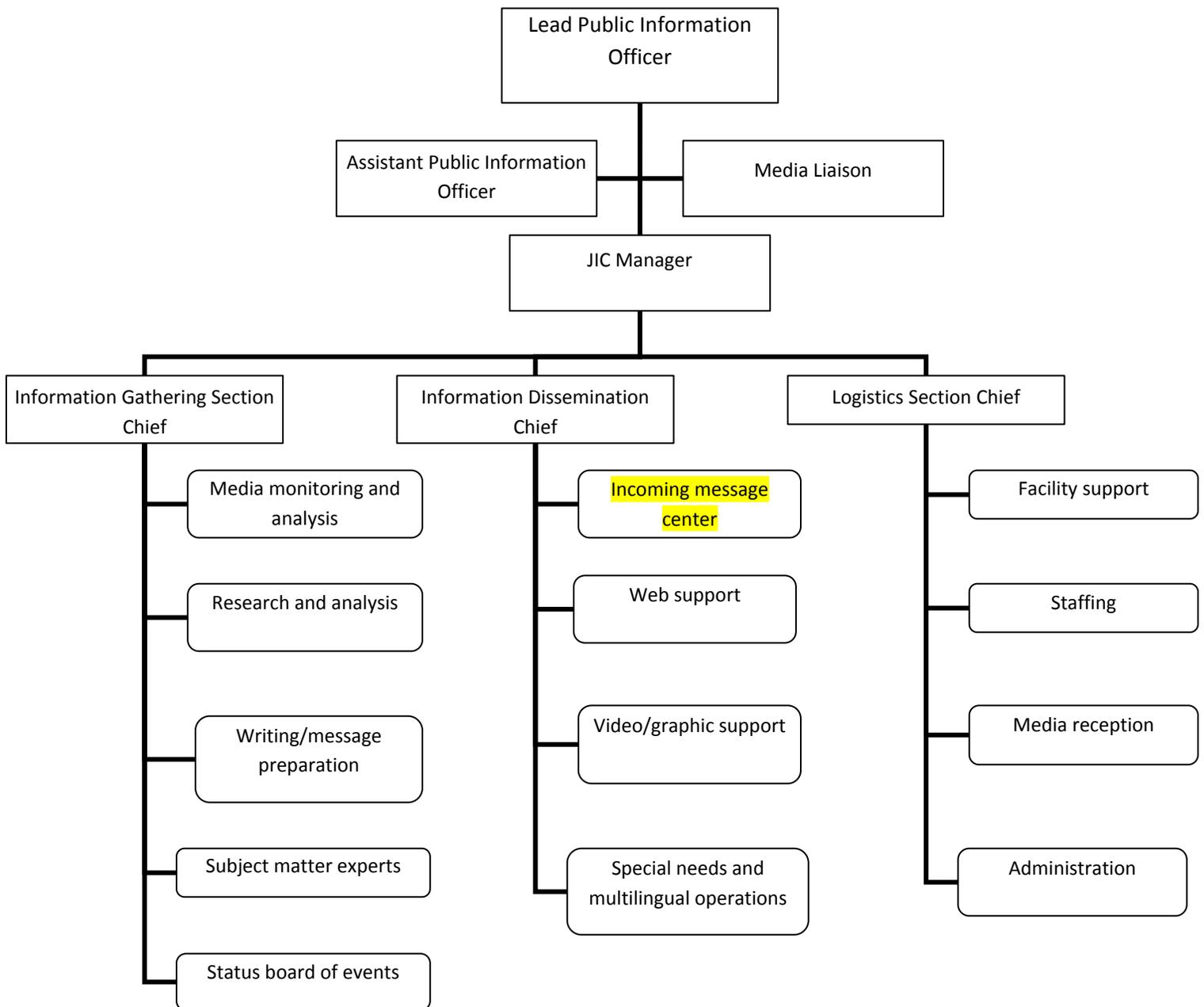
2-1-1 has been identified as a potential "Call Center" under "Methods of Public Information Communications" in the Michigan Emergency Public Information Plan (MEPIP). 2-1-1 would fall under Information Dissemination Chief, Incoming Message Center. The plan is currently a draft document with finalization of the plan expected in the next 12-18 months. In 2007, Michigan 2-1-1 was represented during a functional exercise to test the MEPIP within a Joint Information Center (JIC) setting.

The Michigan Department of State Police, Emergency Management and Homeland Security Division (EMHSD) holds the ultimate authority for emergency public information for the state of Michigan and the responsibility for disseminating information to protect public health and safety. Michigan 2-1-1 is deemed by the division as a highly valued resource that can be utilized at a moment's notice upon activation of the State Emergency Operations Center (SEOC) and/or Joint Information Center (JIC).

The utilization of 2-1-1 during times of disaster or emergency could potentially net a cost savings in time and efficiency in not having to establish a call center but to utilize 2-1-1 call center(s) and their experienced staff, available 24 hours per day, 365 days per year. Michigan 2-1-1 could also be utilized as rumor control/public inquiry and to provide information on assistance programs.

The figure below, an example from the Michigan State Police's draft Michigan Public Information Plan, identifies the need for a call center and identifies 2-1-1 as the incoming message center.

# Joint Information Center



## **Conclusion: Achieving a Statewide 2-1-1 System**

Since the Department of Information Technology's (DIT) last report in 2006, Michigan 2-1-1 has continued to increase its footprint throughout Michigan by offering coverage to more than 70% of the state. In this time frame, it has also held high quality standards and continued to expand its organizational development.

2-1-1 is currently in planning stages to align with multiple state agencies on initiatives including JET, MPRI and emergency preparedness plan. This planning is showing promise that it will demonstrate how 2-1-1 can be beneficial to information and referral type services at the state level. In addition, the statewide project using 2-1-1 for EITC outreach and participation demonstrated over the past year show 2-1-1 can improve efficiency and increase the effectiveness of a state program.

DIT recognizes the need to increase awareness of the Michigan Telecommunications Act directive for the use of 2-1-1, and will spearhead communications to the appropriate people within state departments about such directive. We support working with agencies on specific projects' use of 2-1-1 phone assistance as well as community database use.

DIT believes it is important that 2-1-1 continues to move toward the goal of becoming a statewide system to effectively and efficiently serve all Michigan residents; we congratulate Michigan 2-1-1 for significant progress in achieving this goal and moving forward with continued collaboration from the state of Michigan.

# Executive Summary

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## Introduction

In July 2000, the Federal Communications Commission assigned the three-digit dialing code 2-1-1 for the exclusive purpose of providing widespread access to community information and referral services. Once described as “elegant in its simplicity,” 2-1-1 is an easy-to-remember phone number linking callers in need to available health and human service programs and providing information important in preparing for and recovering from natural and man-made disasters. Planning for and development of 2-1-1 across the nation has been predicated on the expectation that this service will help build healthier and safer communities in a number of important ways. Today, 190 active 2-1-1 systems operate in all or part of 38 states, the District of Columbia, and Puerto Rico, reaching more than 165 million Americans, over 55 percent of the United States population.

The purpose of this study is to determine the feasibility of using 2-1-1 as a means of systematically improving public access to health and human services throughout Michigan. *Michigan 2-1-1* will be a public-private partnership embodied in an independent 501(c)(3) organization governed by a board of directors representing United Ways and 2-1-1 call centers, State government, business, private philanthropy, and the community. Based on national trends and the state’s population, the *Michigan 2-1-1* system is projected to deal with almost 800,000 calls in its third full year of operation and over 3.6 million calls over the first five years of operation. At the heart of the system will be the most comprehensive database of health and human services in the state, including thousands of entries for services and information provided by nonprofit organizations and by government at all levels. Callers will be linked to one of seven regional call centers staffed by nationally certified specialists prepared to help them define their need and connect them with the community resources available to help. The database also will be publicly accessible through the Internet.

# Methods and Materials

Five research tasks were conducted: (1) a scan of the 2-1-1 environment across the nation; (2) identification of additional detail on public funding for 2-1-1 programs that are in place in a few selected states; (3) identification of current State of Michigan-supported toll-free telephone numbers and the purposes for which they are used; (4) identification of potential applications of a statewide 2-1-1 system within Michigan; and (5) an analysis of the potential benefits these applications of 2-1-1 will have for the State of Michigan, if and when fully established and operational throughout the state.

Internet searches were conducted to identify all 2-1-1 programs throughout the United States. Four states (Connecticut, New York, Texas, and Washington) were chosen for additional analysis regarding their current status, current features and characteristics, and, most important, sources of funding.

The Michigan Department of Information Technology provided listings of all toll-free telephone numbers that are operated by state government agencies in Michigan. These toll-free numbers were identified by governmental department and, in some cases, by the specific program or service provided. Toll-free numbers for which no stated program was provided were given to research staff who called each unidentified number in order to determine if the number was currently in service and, if so, what program or service it serves.

In addition, five Michigan state agencies (Department of Community Health, Department of Labor and Economic Growth, Department of Education, Department of Human Services, and Michigan State Police) provided extensive information about the employment of toll-free telephone lines for information and referral (I&R) services for their clients along with opportunities for expanded I&R services and future applications that may benefit from the establishment of a statewide 2-1-1 system.

# Findings

Data collected from the nationwide 2-1-1 database and individual state sources indicate that all 50 states as well as the District of Columbia have initiated a 2-1-1 program as of spring 2006. Seventeen states currently have 100 percent 2-1-1 coverage. Five states have at least 75 percent statewide coverage, and seven more states (including Michigan) have at least 50 percent statewide 2-1-1 coverage. Virtually all 2-1-1 programs around the nation receive their funding as a mix of federal, state, and local government funding, as well as grants and donations from corporations, foundations, agencies, businesses, nonprofits, and individuals.

According to information provided by the Michigan Department of Information Technology, more than 700 toll-free telephone lines were maintained by state agencies for public access to governmental services and information, internal communications among state government employees, and Michigan's judiciary branch of government during the first half of 2006. A number of these toll-free lines are specifically dedicated to the transmission of digital information. The greatest uses of toll-free numbers at this time include various programs and initiatives within the Department of Labor and Economic Growth (92), the Department of Human Services (86), State Police (99), and the Department of Natural Resources (98).

## Opportunities in Current, Planned, and Future Programs

Much of the value of a statewide 2-1-1 system is its ability to serve as a common entry point for individuals who may have an array of needs, some of which may be served by state agencies while some may be served by other organizations or programs outside of state government. Current and future uses of toll-free access for critical information and services were identified in each of the following areas.

### Department of Community Health (DCH)

- Aging and long-term care
- Mental health and substance abuse services
- Public health prevention and emergency services
- Crime victims
- Health facilities and health professions

### Department of Labor and Economic Growth (DLEG)

- Michigan State Housing Development Authority (MSHDA)
- Bureau of Workforce Programs
- Michigan Commission for the Blind food stamps, transit services, and so on.
- Michigan Commission on Disability Concerns

### **Department of Education (MDE)**

- Office of Special Education and Early Intervention Services.
- MDE Databases—Project Great Start, Early-On, and Project Find

### **Department of Human Services (DHS)**

- General information and referral services
- Prescreen callers referred to DHS for services such as Food Assistance Program, Medicaid,
- SER, and others
- Central point of contact for specific programs and services—foster care, earned income tax
- credit, food assistance, prisoner reentry, and others
- Access to faith-based and non-faith-based community programs providing emergency
- services
- A centralized point of contact for volunteers and community activities targeting those in need

Other potential benefits that may emerge from the establishment of a statewide 2-1-1 system include:

- Reduction of nonemergency calls to 9-1-1
- Reduction in the number of toll-free numbers funded by government
- Enhanced tax assistance and recovery, including the Earned Income Tax Credit
- Volunteer recruitment for nonprofits and ability for government to mobilize volunteers in times of crisis
- Savings for businesses through reduced absenteeism and increased productivity due to enhanced information on where employees can find services
- Planning information for cities and counties informed by the data collection of call volume
- and referrals for a comprehensive array of services
- A broad communication network for public dissemination of information about changes in
- federal, state, and local programs
- Cost avoidance for state and local governments of misdirected calls for services
- 24-hour-a-day, 7-day-a-week service
- Ability to disseminate public health and crisis-preparation information

In addition, one of the most important potential features of the 2-1-1 system is that it serves as an information management tool that allows analysts to track requests for information and help on a real-time basis, thus allowing programs to identify the most common needs at any given time, pinpoint where those needs are most in demand, and determine whether those needs are being met.

## Results: Possibilities and Prospects

The overall benefit of a statewide 2-1-1 system for the State of Michigan will be realized—especially for individual state government agencies—through increases in both the efficiency and effectiveness of the services they provide to Michigan residents.

- Greater efficiency will be realized by serving the public through more appropriate information requests. The 2-1-1 system will free staff to provide more services to more people.
- Greater effectiveness will be realized by performing a triage function upon public requests for services. This becomes an important benefit as the elimination of digressions and interruptions allows agencies to serve additional requests without additional staff expense, thereby increasing both effectiveness and efficiency.
- Public benefit will be realized through early intervention. As has been demonstrated for decades within the health care arena, early intervention is one of the most effective ways of preventing illness and injury.

## Conclusions

As the State of Michigan moves forward with its consideration of establishing a statewide 2-1-1 I&R service, a few key conclusions emerged from this analysis that must be considered in making this determination.

1. There is considerable interest in the use of toll-free telephone communications to enhance and expand I&R services to Michigan residents in all economic and social situations, but especially to those Michigan residents who may be in need and, thus, need direction and assistance towards information and services that will help ameliorate their situations.
2. Familiarity with 2-1-1 programs is relatively high, and there is relatively broad recognition at this time that 2-1-1 has great potential to simplify and consolidate existing I&R services offered both regionally and statewide.
3. Key contacts in each of the targeted State of Michigan departments have been willing and able to assist this research project in identifying current toll-free telephone applications as well as potential applications to existing programs along with new and interesting application for I&R services.
4. The benefits to Michigan from implementation of a statewide 2-1-1 system are extensive and significant. The advantages of 2-1-1 are manifest in a variety of ways, including more efficient and effective public access to information and services; greater efficiency and local agencies to individuals and families in need; continuous availability of I&R

and effectiveness in the provision of information and the provision of services by state services 24 hours per day, 365 days per year; enhanced database resources for use by state and local health and human service providers; and resources critical for effective emergency preparedness and crisis management.

5. The impact of 2-1-1 in Michigan, while dramatic in its totality, is likely to be manifest in numerous small increments and instances over a considerable period of time rather than in one or two dramatic events.