A Workforce that Works: COUNTY INNOVATIONS IN WORKFORCE DEVELOPMENT
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Cover: Counties are using sector-driven strategies to strengthen ties with the business community and match employers’ needs with job opportunities for workers.

Photo source: WICCO
INTRODUCTION

There is mounting agreement among economists, policymakers and researchers that in order for local communities, counties and regions to stay competitive in a global economy, workers need to be educated, highly skilled and quickly adaptable to fast-paced economic trends. Such a workforce will help support current and future business and industry needs while enhancing employment opportunities and quality of life for residents. Counties across the country are realizing that a quality workforce is one of the single most important factors for promoting county economic competitiveness. From investing in sector-based education and training programs that prepare workers to meet employer demands to prioritizing data-driven methods that improve knowledge of local demographic trends, county leaders and their partners are marrying economic development and workforce development efforts in innovative new ways.

This publication showcases county-level strategies in workforce development by highlighting four counties that are aligning workforce development with economic development efforts to sustain a competitive and healthy economy. The publication is organized around three central themes that emerged from interviews with county leaders and partners. These themes, representing workforce system innovations that are emerging across the country, are:

- Pursuing Sector-Driven Strategies
- Investing in Education and Workforce Preparedness
- Advancing Data-Driven Approaches

The examples provided here indicate that county leaders can employ a variety of strategies to deliver workforce development approaches that respond to current and future industry needs, promote robust economic growth and enrich overall community quality of life.

Featured Counties

- Broward County, Fla.
- Clackamas County, Ore.
- Los Angeles County, Calif.
- Palm Beach County, Fla.
PURSUING SECTOR-DRIVEN STRATEGIES

A growing number of counties are pursuing sector-specific initiatives that integrate workforce and economic development strategies. A sector-driven approach to workforce development focuses on the needs of employers in a specific industry within a county or region. This approach to workforce development benefits employers, workers and jobseekers alike because it provides new employment opportunities and builds knowledge about the needs and challenges within a particular industry. This section highlights how counties are using sector-driven strategies to strengthen ties with the business community and match workforce demand with job opportunities for workers.

Los Angeles County, Calif.

Los Angeles County, Calif. spans more than 4,000 square miles, has a population of 9.9 million and boasts the third-largest metropolitan economy in the world. With a gross domestic product (GDP) of over $700 billion, Los Angeles County has a larger GDP than a number of countries, including Sweden, Norway and Taiwan. The county is also the largest manufacturing center in the United States, with more manufacturing jobs than the state of Michigan. Additionally, nearly 300,000 jobs are provided by the international trade industry, Los Angeles’s largest industry by employment.

The Los Angeles County Workforce Investment Board (WIB) is the third-largest in the nation and second-largest in the state of California, serving over 4 million residents in 58 cities and 151 unincorporated areas. Since 2000, the Los Angeles County WIB, in partnership with the Los Angeles County Board of Supervisors, has delivered employment and training services, plus information and services about career and labor markets, to both businesses and jobseekers. The Los Angeles WIB assists the Los Angeles County Board of Supervisors with oversight of federally funded WIA Programs. All five members of the Los Angeles County Board of Supervisors serve on the WIB and are allowed to appoint an additional three WIB members each. WIB membership not only consists of county elected officials but also business, labor, education and economic development representatives. Additionally, four staff members from the Los Angeles County Community and Senior Services department oversee the administrative duties of the WIB.

With a GDP of over $700 billion, Los Angeles County has a larger GDP than a number of countries, including Sweden, Norway and Taiwan.
In 2012, the Los Angeles County WIB adopted a Five-Year Local Area Strategic Workforce Development Plan (The Plan) to reshape their workforce system by placing a priority on training in high-growth industry sectors. Josephine Marquez, Los Angeles County WIB Executive Director, notes that the redesign was motivated by a vested interest in building a more efficient workforce system while using less money. Marquez states, “We started doing more analyses of other WIB designs across the country, and we found that some organizations were serving more people with less money. With that information, we came back to our own WIB with a motivation to look at ourselves critically to develop sector-driven strategies and operations to improve success rates for our employers and jobseekers.”

The Plan focuses on a complete redesign of the county’s workforce development system to meet the workforce needs of high-growth sectors in the local and regional economies by offering a number of demand-driven business services. One major tenet of The Plan was a commitment to transforming the workforce development system into a “One-Stop” model in which all employers and workers can enroll in a menu of services offered by the California Employment Development Office and the LA County Workforce Center. By adopting a more integrated and comprehensive model, the hope is to operationalize a demand-driven system that is sector-focused. Marquez notes a key takeaway that led to the success of the system redesign: “The most integral thing that worked for our system redesign process was communication with all levels of the workforce system, including county elected officials, staff and their local public and private partners. Without that transparency, there would be less buy-in and understanding of how our workforce system supports our businesses and jobseekers, and thereby our economy as a whole.”

These efforts complement parallel programs in Los Angeles County to develop a comprehensive economic and workforce development pipeline. In June 2007, regional leaders in workforce development agreed to meet regularly to build the Los Angeles Workforce Systems Collaborative (Systems Collaborative) to meet the employment and education needs of underserved communities in the city of Los Angeles. The following year, the Systems Collaborative expanded to support a countywide regional workforce development system, including leadership from the City of Los Angeles, Los Angeles County, Los Angeles County WIB, the Los Angeles Chamber of Commerce and other community partners. Beginning in 2013, the Systems Collaborative has focused on leveraging all of its partners’ individual assets and resources to create employment and training pathways in high-demand industries to enhance the economic competitiveness of the region.

To meet this vision, Systems Collaborative members co-invested in “industry sector intermediaries” for high-growth sectors in the region. A sector intermediary is often a consortium of representatives or groups from business, government, education and non-profit organizations that are formed to create career pathways that align training resources with employment opportunities to place jobseekers in industry-recognized training programs for high quality jobs. Sector intermediaries also conduct analyses of sector-specific training and education needs of both industry and workers. Additionally, sector working groups were formed and led by sector intermediaries to build partnerships, integrate a wide variety of resources, pursue public and private funding and measure and evaluate impacts of sector-specific training programs and initiatives.
Palm Beach County, Fla.

Located in southeast Florida, Palm Beach County is Florida’s second-largest county in total land area, as well as the state’s third most populous county with approximately 1.3 million residents. CareerSource Palm Beach is Palm Beach County’s WIB and is chartered by the state of Florida to work with Palm Beach County businesses to provide job placement, recruitment assistance and funding for skills training. Palm Beach County Commissioner Priscilla Taylor serves on the WIB, along with private sector, education and economic development local and regional leaders.

In an effort to better match programs and curricula with industry demands, CareerSource Palm Beach developed industry-based task forces to convene targeted industries, colleges and universities. Current active task force areas include aerospace/aviation engineering and manufacturing. The industry task forces work to attract and retain businesses that will generate further growth, open new investment opportunities and attract highly skilled workers and technology companies into the sector. Industry task force representatives have a number of responsibilities, including identifying and taking action on current and future company needs and facilitating communication and fostering relationships within the industry. Each taskforce meets quarterly or as needed for special projects, and participation is restricted to companies directly involved in the industries.

Clackamas County, Ore.

Located in the Willamette Valley region in the state of Oregon, Clackamas County has a population of approximately 388,000 and a total area of 1,879 square miles. Clackamas County is part of the broader Portland-Vancouver Metropolitan Area, which has a population of over 2.2 million, a workforce of 1.7 million and more than 70,000 businesses. Since the county’s early days, agriculture, timber, manufacturing and commerce have been its primary economic activities.

The Workforce Investment Council of Clackamas County (WICCO) is a nonprofit organization that represents public and private entities in the workforce system. It is dedicated to building a highly skilled workforce that creates sustained economic prosperity in Clackamas County and the region as a whole. WICCO has a 35-member board of directors with members representing private industry, labor, educational institutions, county staff and other local leaders. Over the past five years, WICCO has coordinated public-private partnerships to provide advocacy and outreach to employers and jobseekers, organize and communicate information about the county-wide workforce system, align programmatic services with community partners and neighboring workforce investment boards, draw state and federal level resources to the area and identify gaps in the workforce system. From 2008-2012, WICCO served over 60,000 adult jobseekers, developed back-to-work programs and engaged in education, employment and training services for youth ages 14-21.
Workforce investment boards representing the Portland-Vancouver Metropolitan Area set out to create a cross-county approach to serve industry, support economic development and guide public workforce investments. To meet this goal, the boards, including WICCO, Southwest Washington Workforce Development Council (Clark, Cowlitz and Wahkiakum County) and Worksystems, Inc. (City of Portland, Multnomah County and Washington County), developed the Columbia-Willamette Regional Workforce Collaborative (The Collaborative). The Collaborative was established to improve the region’s ability to coordinate strategies, leverage multiple funding streams and link workforce supply with industry demand. WICCO Program Manager Bridget Dazey emphasizes the necessity of working on a regional level: “We need to stay very informed about how we are investing our dollars because the work we do is impacted by surrounding counties. Our job seekers, citizens and businesses all commute in and out of our county, so they are not constrained by the invisible jurisdictional boundaries, so it behooves us to work across county lines with like entities.”

The Collaborative is currently working on implementing targeted sector strategies through regional partnerships with employers, educators, workforce developers and other stakeholders to address the skill needs of the health care, advanced manufacturing and high tech sectors. To do this, the Collaborative developed a five-phase framework, coined the Industry Engagement Framework (Framework), to engage employers in support of regional workforce development efforts. The Framework directly involves industry in the design, development, delivery and oversight of regional workforce programs and services. Currently, the Framework focuses on three targeted sectors: advanced manufacturing, health care and high tech. The Collaborative works with employers, educators, workforce developers and other stakeholders to implement targeted strategies in each sector and address the skill needs of these regional industries. The five phases of the Framework include:

- **Phase One:** Determine growth sectors to investigate. The Collaborative does this by evaluating industries against more than 10 economic development variables and other key factors related to growth.
- **Phase Two:** Analyze growth and industry trends of the identified growth sectors, reviewing employer and labor pool data and conducting employer workforce surveys to gather local data.

“...Our job seekers, citizens and businesses all commute in and out of our county, so they are not constrained by the invisible jurisdictional boundaries, so it behooves us to work across county lines with like entities.”

– Bridget Dazey
WICCO
The goal of this phase is to vet growth trends and produce a report focused on local issues, trends and labor shed data.

- **Phase Three:** Convene members of the target industry to determine how to prioritize potential workforce initiatives and identify industry stakeholders who can guide the implementation of the initiatives. The Collaborative then develops preliminary action plans for the prioritized initiatives.

- **Phase Four:** Implement the workforce initiatives identified in Phase Three by developing an operational plan for WIB staff, identifying potential roadblocks and continuing to re-evaluate industry trends in real time as initiatives are carried out.

- **Phase Five:** Evaluate outcomes and successes by conducting collection and analysis of quantitative and qualitative data that is then consolidated into a report for an audience of industry employers, public officials and media.

**INVESTING IN EDUCATION AND WORKFORCE PREPAREDNESS**

Counties are realizing that investments in workforce preparedness and educational programs serve as a critical economic development strategy by preparing workers for diverse new job opportunities, including those that may not even exist yet. As economic trends and technology innovations continue to rapidly evolve, workers need to learn new skills to adapt to new and changing industries. Creating a pipeline of skilled workers to meet the needs of an ever-changing economy requires strategic investments and better education programs, which must be coordinated and aligned with employer needs. The examples outlined in this section illustrate how counties are adapting and coordinating education and workforce preparedness programs, partnerships and initiatives to prepare a skilled workforce ready to match business demands.

**Broward County, Fla.**

Broward County, Fla. is located in southeast Florida, between Florida Everglades National Park to its west and the Atlantic Ocean to its east. It is one of three counties that comprise the Miami metropolitan area, and is the second most populated county in the state with a population of approximately 1.7 million.12

The Greater Fort Lauderdale Alliance (GFLA) is Broward County’s official public/private partnership for economic development. The Alliance works to promote greater public/private collaboration for business development initiatives that increase the competitiveness of Broward County’s business...
environment. In March 2012, the GFLA, including Broward County business, civic and local government leaders, announced the launch of the Six Pillars Broward County strategic planning process to address topics identified as critical to the economic success of the county. The Six Pillars process is being led at the state level by the Florida Chamber Foundation. The Foundation will design a local strategic planning process through 2030, thereby helping communities throughout Florida prosper and create high-paying jobs. Over 300 businesses, civic, community and government leaders are involved in Six Pillars Broward County, with Broward County Commissioner Chip LaMarca serving as a co-chair to the initiative.

The first pillar in Six Pillars Broward County is “Talent Supply & Education,” with the expressed goal that educators collaborate with employers to ensure they are fostering a workforce prepared to meet the needs of local employers. To do this, Broward County and its partners have joined forces with Broward College, a community college in the county, to provide programs related to logistics, trade and high-tech sectors. To date, Broward College has leveraged more than $4 million in grants from the U.S. Department of Labor to design curricula and expand learning opportunities for the skills needed in the high-tech industry. Broward College has also placed an emphasis on admitting students obtaining an industry-recognized certificate upon high school graduation and increasing the numbers of students choosing majors in science and technology-related fields. Additionally, the Six Pillars Broward County board of directors conducts an annual survey of employers and educators to make sure current curricula are meeting employers’ needs. Broward County Commissioner Chip LaMarca states, “Broward County has witnessed a lot of companies wanting to site their businesses in Broward. It is our job to interpret their workforce needs and be proactive and not just reactive about that process.”
Coordinating County Services to Meet Employer Needs

One staff member from CareerSource Broward, Broward County’s WIB, sits on the GFLA to ensure that employers have access to information about funding opportunities, local and state workforce training initiatives and other services that CareerSource Broward provides. This award-winning collaboration is an excellent example of how Broward County is coordinating county services to align economic development with workforce development efforts. CareerSource Broward CEO and President Mason Jackson comments, “We want to coordinate our efforts with GFLA to offer targeted workforce development services to new and existing employers. Sometimes we can find talent for them, help them with on the job training programs or call on our community partners, such as Broward College, to help broker those services. We view CareerSource Broward as doing more than just the narrow administration of grants, but instead we see ourselves as community organizers for workforce issues.”

CareerSource Broward was recently honored as the Greater Fort Lauderdale Alliance’s 2014 Economic Development Partner of the Year. Accepting the award is CareerSource Broward CEO and President Mason Jackson (center) pictured with Greater Fort Lauderdale Alliance President and CEO Bob Swindell (right) and Greater Fort Lauderdale Alliance Chairman of the Board Ben Wesley (left).

Photo source: CareerSource Broward

Clackamas County, Ore.

The Workforce Investment Council of Clackamas County (WICCO) developed the Summer Youth Academy (SYA) to connect Clackamas County youth and employers with summer internships. The program not only improves the skills and employability of young workers, but it also introduces employers to the younger workforce population. In 2013, more than 50 youth (ages 14-21) participated in a weeklong work readiness “Boot Camp,” followed by a week of sector-specific trainings to introduce students to new industry trades and interview preparation activities. More than half of those students were placed in a paid position for the summer. In all, the students obtained nearly 4,000 hours of work experience and earned 130 college credits through Clackamas Community College. The success of the SYA in Clackamas County helps to ensure the next generation of workers is skilled and ready for job opportunities within the county.

Left: In 2013, more than 50 youth in Clackamas County participated in a weeklong work readiness “Boot Camp,” followed by a week of sector-specific trainings to introduce students to new industry trades.

Right: The Clackamas County Summer Youth Academy (SYA) improves the skills and employability of young workers to ensure the next generation of workers is prepared for job opportunities in the county.

Photo source: WICCO
Providing K-12 Students with Productive Training and Employment Opportunities

In 2008, The School District of Palm Beach County established the Career Academy Program to provide K-12 students with skills and knowledge required for productive employment in bio-tech, tech, aerospace, financial services, and trade and industry. Career academies include a curriculum that combines a career focus with meeting college requirements. Students enrolled in a Career Academy can take advantage of opportunities such as job shadowing, mentorships, internships and work-based learning.

The program not only supports students with lifelong learning opportunities but also helps develop a more skilled and ready pipeline of talent for these growth sectors. For example, the 2013 Web and Digital Design Academy helped certified hundreds of students in the use of the Adobe software suite, which exemplifies the program’s accomplishments in creating knowledge and expertise of youth for tech-based job opportunities.

Los Angeles County, Calif.

The Los Angeles County Board of Supervisors, in collaboration with varied Los Angeles County departments, the City of Los Angeles and public and private sector representatives, partnered to provide youth (age 14-21) with public- or private-sector employment and job readiness training during summer months. The goal for summer 2014 is to place 5,000-6,000 young people in paid positions. The partnership has integrated multiple funding streams (including WIA and General Funds) to maximize opportunities for high-need, foster, probation and homeless youth. In 2013, the Los Angeles County Board of Supervisors committed $5 million to the youth employment program, which helped to increase program funding by 40 percent and increase youth enrollment by 50 percent. In all, 75,000 youth have been hired over the last eight years.

ADVANCING DATA-DRIVEN APPROACHES

Access to accurate, easily shared data is an essential resource that aids county leaders in understanding local demographic trends and helps to guide investments of limited government resources in workforce development initiatives. Data-driven analyses provide critical economic information, labor market figures and industry projections for counties and regions. Furthermore, data-driven approaches chart employer engagement, indicate how local workforce boards can help employers fill their workforce needs and increase cost efficiency and relevancy in private and public sector workforce training program investments. This section provides a snapshot of counties that are pursuing innovative ways to increase local government capacity to access, apply and share new sources of data and technologies to inform and support workforce development decision-making.

Palm Beach County, Fla.

In 2013, Palm Beach County unveiled the PBCedu.org website, an initiative led by the Business Development Board of Palm Beach County, Inc., in partnership with the School District of Palm Beach County. The purpose of the website is to provide easy access to the county’s education data, including enrollment figures for public, private and charter schools and workforce readiness and curriculum alignment information. Palm Beach County understands that investing in education means supporting industries’ needs. Shawn Rowan, Vice President of the Business Development Board of Palm Beach County, notes that because Palm Beach County invests in accessible data related to education, they are able to provide the initial legwork for employers and workers interested in relocating to the county. Rowan also observes that investments in education are viewed as a key economic asset for the county because they help to foster a diverse and skilled workforce that attracts new industries and supports existing industries’ needs.
Broward County, Fla.

CareerSource Broward CEO Mason Jackson says, “All workforce organizations must become the go-to place for applicable data and resources, including labor market trends, workforce intelligence, grant opportunities and workforce legislation at the state and national level. Then it is our job to communicate this information to local elected officials, businesses and the community as a whole.” In an effort to stay competitive in talent supply and education in the global economy, Broward County addressed the need for a strong and collaborative research and development infrastructure as a goal in its Six Pillars strategic plan. Some of the main action steps include:

- Encouraging industry and university research collaboration to create new businesses and products,
- Advocating for state, federal and private funding at all local universities,
- Assisting with the expansion of research facilities and research parks in Broward County by providing free or low-cost land and other financial incentives, and
- Building incubators that match local businesses with university researchers to support entrepreneurial development.

Los Angeles County, Calif.

The backbone of Los Angeles County’s workforce system re-design is based on a deeper understanding of the Los Angeles-area regional economy – especially its industry and employer base. Accordingly, the WIB collects and studies regional economic data while also analyzing the outcomes of its workforce programs. This data-driven effort includes:

- Researching the regional economy, with emphasis on key and growing industries, occupational demands and occupational skills gaps,
- Analyzing multiple career pathways to work in targeted industries,
- Studying the needs of job seeking populations – including displaced workers, veterans and residents of high-unemployment neighborhoods, and
- Conducting research and documenting the best practices of WIB workforce programs and initiatives.
WORKFORCE DEVELOPMENT TAKEAWAYS FOR COUNTIES

For counties to stay economically competitive in an ever-changing global market, it has become increasingly important to pursue sector-driven approaches that rely on data-driven strategies for preparing and training a skilled workforce. These county examples reveal the varied and innovative ways that county leaders can influence a local and regional workforce system that promotes economic growth and improves quality of life for residents. County leaders can apply the approaches mentioned in this report within the context of the available assets, constraints and sector demands that exist in their local economies.

Based on the four county case studies and the three themes that emerged during the research effort, the following takeaways suggest how county leaders can align their workforce development and economic development efforts to advance economic competitiveness:

- **Counties can pursue and convene partnerships on multiple levels to advance workforce and economic development goals.** Creating quality jobs and developing a skilled workforce ready to meet industry demands is based on collaborative partnerships at the local, regional and state level. Counties can act as conveners to engage regional agencies, neighboring counties, municipalities, local businesses, school districts, educational and training institutions and others in workforce development efforts. A unified approach to workforce development better serves industry, creates quality jobs and guides public workforce investments.

- **Counties can invest in targeted education and training programs to provide unemployed or under-skilled workers with quality jobs and fill skills gaps for local employers.** To support unemployed and under-skilled workers, counties and their partners can provide industry-specific training programs that prepare workers for skilled positions and connect them with employers that have vacant job opportunities. Counties can affect the development and delivery of such employment and training services by coordinating with their workforce partners to leverage funding sources – both public and private – to support these training efforts.

- **Counties can help lead strategic planning and visioning processes to promote systemic change.** As best exemplified with Los Angeles County’s workforce system redesign, county leaders can spearhead programmatic revamping to foster a more comprehensive and sector-driven workforce system. Such reform uses strategic planning processes to develop a broad vision with measurable goals, based on a critical assessment of existing institutions, programs and policies.

- **Counties can emphasize a data-driven approach to better leverage and coordinate system resources.** Put simply, without valid and reliable data, many programs and initiatives may struggle to address the challenges they are trying to solve. Counties must not only pursue data-driven approaches to guide their program investments, but can also use robust data to integrate other local, regional and state resources to better understand the needs and trends of businesses, employers, jobseekers and residents. Counties leaders can guide data integration efforts by convening local and regional staff from workforce, education and economic development offices to ensure that data is easily accessible, shared and combined. Additionally, county staff can examine existing policies and programs that hamper innovations in data-driven methods to workforce development.
RESOURCES

Broward County, Fla.
- Greater Fort Lauderdale Alliance - http://www.gflalliance.org/

Clackamas County, Ore.
- Columbia-Willamette Regional Workforce Collaborative - http://www.workforcecollaborative.org/
- Summer Youth Academy - http://www.wicco.org/summeryouthac/

Los Angeles County, Calif.
- Los Angeles County Workforce Investment Board - http://www.worksourcecalifornia.com
- Los Angeles County Summer Youth Employment Program - http://www.hirelayouth.com

Palm Beach County, Fla.
- CareerSource Palm Beach - http://www.careersourcepbc.com/
- Palm Beach County Education Website - http://www.pbcedu.org/

ENDNOTES

2. Ibid.
3. Ibid.
5. Ibid.
About the National Association of Counties

The National Association of Counties (NACo) is the only national organization that represents county governments in the United States. Founded in 1935, NACo provides essential services to the nation’s 3,069 counties. NACo advances issues with a unified voice before the federal government, improves the public’s understanding of county government, assists counties in finding and sharing innovative solutions through education and research and provides value-added services to save counties and taxpayers money. For more information about NACo, visit NACo.org.

NACo is continuing to assist local communities with their workforce development goals. Please contact NACo to share your experiences and comments to support our continued efforts to build resources for county leaders.

About the Capacity Building for Sustainable Communities Program

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This effort is a component of the Partnership for Sustainable Communities, an innovative interagency collaboration between HUD, the U.S. Environmental Protection Agency (EPA) and the U.S. Department of Transportation. NACo is part of a network of teams providing capacity building and technical assistance to HUD and EPA sustainable communities award recipients. This work will strengthen the capacity of grantee communities to create more housing choices, make transportation more efficient and reliable, make more efficient investments in water and wastewater infrastructure and build vibrant, healthy and economically prosperous neighborhoods. More information about the Partnership and additional resources can be found at sustainablecommunities.gov.

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- Hon. Chip LaMarca, County Commissioner, Broward County, Fla.
- Josephine Marquez, Executive Director, Los Angeles County Workforce Investment Board
- Shawn Rowan, Vice President of Business Retention & Expansion, Business Development Board of Palm Beach County, Inc.

To request copies of the this publication or other materials about the National Association of Counties, please contact:
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As economic trends and technology innovations continue to rapidly evolve, workers need to learn new skills to adapt to new and changing industries.

Photo source: Broward County Public Schools