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Counties Support Work

Counties play a critical role in our nation's workforce development system. As community representatives and employers to one in 50 Americans, county governments have a vested interest in building career paths for residents. Amid a nationwide workforce shortage, many counties are addressing a tight labor market by creating educational and employment pathways for groups who have historically faced barriers to job opportunities.

County authority over workforce development varies between jurisdictions. County officials and agency directors tend to participate in or work closely with local workforce development boards (WDBs) and American Job Centers (AJCs) to promote career readiness. Counties are involved in 90 percent of local WDBs, and nearly 30 percent of WDBs operate within a county department or as a county agency. County governments may also fund workforce development initiatives and engage in statewide and regional efforts to bring programs to scale.

Across the nation, county officials have a deep understanding of our communities' greatest assets,

THE COUNTY ROLE IN WORKFORCE DEVELOPMENT

- · Counties employ 1 in 50 Americans
- Counties are involved in 90 percent of local workforce development boards (WBDs)
- Nearly 30 percent of WDBs operate within a county department or agency

strengths and challenges. This knowledge is critical to building integrated and responsive workforce systems. Many counties partner closely with local community colleges and other post-secondary educational institutions to ensure resources and training opportunities are aligned with current and future job opportunities. County leaders are directing workforce development programs, often provided by human services agencies or through partnerships with community-based nonprofits, to address the social determinants of employment (e.g., housing, transportation, child care) as well as job skills. County leaders can influence local hiring policy and practice through county ordinance. As employers, service providers, conveners and policymakers, counties are ideal partners in preparing residents for the future of work - in both the public and private sector.

Archetypes

Workforce development trends, challenges and solutions will differ among America's 3,069 counties. In an attempt to understand these differences and identify bespoke solutions to support readiness for the future of work, <u>America at Work: A National Mosaic and Roadmap for Tomorrow</u> studies the economic and labor contexts of counties and identifies eight county archetypes. The archetypes below can support county leaders as they prepare their communities for evolving technologies and the rise of automation and help their residents build the skills they need to meaningfully participate in the labor market in pursuit of economic mobility.

FIGURE 1. COMMUNITY ARCHETYPES



Barriers to Career Success and County Solutions

To support counties with addressing workforce challenges, NACo conducted a series of interviews to catalog barriers and solutions for workforce development. Interview participants consisted of workforce development leaders representing 14 counties across a variety of regions, including eight from NACo's **Counties for Career Success** cohort. Participants were asked to identify the top barriers to career success and engagement in their programs, as well as successful and replicable solutions.

Barriers

Several themes emerged regarding barriers to workforce development, including lack of supports and accommodations needed to engage in work, skill mismatch or inability to transfer credentials, and lack of stable funds needed to provide support for residents.

TRANSPORTATION

The most frequently mentioned barrier to workforce development was transportation. Counties explained that limited public transportation infrastructure and geographic spread prevent access to programs and ability to reliably attend school or work. While counties exist on a rural-urban continuum, even suburban or urban counties can involve an economic center surrounded by transportation-sparse suburbs or rural areas. At times, the issue is the opposite: manufacturing plants and work sites may be located in outlying areas, while the population center is elsewhere. Often, low-income and marginalized county residents face disproportionate barriers to obtaining a vehicle or driver's license or spend hours traveling on limited public transit.

COUNTIES FOR CAREER SUCCESS

In 2023, NACo launched a time-limited intensive learning community for eight counties that met virtually and in person over 12 months to identify opportunities and reduce barriers in career pathways for county residents. Each of the communities in the Counties for Career Success (C4CS) initiative created a team of three leaders representing workforce development, human services and post-secondary education systems. The team worked with NACo staff and other subject-matter experts to develop a shared action plan to help students and jobseekers overcome barriers to education and employment.



A new tool offers insights from the experiences and achievements of those communities and key resources for all counties to build career pathways for our residents.



NACo Counties for Career Success Participant

HOUSING

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In counties with a high cost of living, housing instability can be a major barrier to education and employment participation. This further compounds transportation barriers, as affordable housing is often a long distance from economic centers. Several of the counties represented in this resource have high-cost housing. In addition to the local solutions described in this resource, NACo's Housing Solutions Matchmaker Tool provides counties with diagnostics and policy recommendations to support a healthy housing market.

CHILD CARE

Child care was mentioned as a barrier in nearly every county interview. Due to a nationwide shortage in the child care workforce, early care and education have often become unaffordable or unavailable altogether. A lack of child care limits working parents' or guardians' availability to participate in training programs or work. There is a specific dearth of child care availability outside of the traditional 9-to-5 workday, which impacts those interested in taking night classes or working evening shifts. As a result, jobseekers with child care needs may prioritize staying home to care for children over seeking education or employment.

ESSENTIAL (SOFT) SKILLS

Individuals who have been historically marginalized from education and employment often face barriers in obtaining or maintaining employment due to a lack of 'essential workplace skills' such as eye contact, punctuality and digital literacy. Without addressing this barrier, even learners who have been connected with job opportunities may encounter difficulties maintaining them.

IMMIGRATION STATUS

Many county residents, especially those that live in relatively urban counties (i.e., Urban Centers and Core Suburbs and Urban Periphery archetypes) are challenged with barriers unique to immigrants, refugees and New Americans. Many individuals who hold academic degrees and professional experience from other countries struggle to have their credentials recognized in the United States. In the workplace, New Americans can face language and cultural barriers that affect hiring and career growth. Immigrant workforce development is especially of concern in counties like Harris County, Texas, where more than a quarter of the population is born outside of the U.S.

FUNDING

[(\$)]

Workforce development leaders across counties mentioned that sparse, inconsistent and compliance-driven funding can limit their ability to deliver holistic and sustainable services. When focused solely on training and job placement, funding sources can miss opportunities to provide basic needs and services to learners that support their long-term professional development. The more flexible funding sources, such as philanthropic grants and American Rescue Plan Act (ARPA) dollars, are often time-limited, making them difficult to rely on.

Solutions

In response to these barriers, counties are implementing a variety of strategies to increase access to education and employment. The following 14 case studies provide examples of how counties are addressing each of the barriers described above.



City and County of Broomfield, Colorado



2021 POPULATION: **75,325**

U.S. REGION: WEST

ARCHETYPE: URBAN PERIPHERY

The consolidated City and County of Broomfield, located in the Denver-Aurora-Lakewood Metropolitan Statistical Area, is both Colorado's newest and smallest county by land area. The county is a center for technology employment with a growing population and high cost of living. As many refugees and immigrants from Ukraine and Afghanistan have resettled in the jurisdiction, these groups have been a focus of workforce development efforts.

Barriers



BARRIERS FOR IMMIGRANTS, REFUGEES AND NEW AMERICANS

Solutions

REFUGEE MENTAL WELLNESS PROGRAMS

The City and County of Broomfield recognizes that the experiences of immigration, job seeking and mental wellness are interconnected. To support immigrants and refugees in the job seeking process, the Broomfield Resettlement Task Force, a local nonprofit, uses federal grant funds to provide whole-person support, including swimming lessons, cooking lessons, women's groups, ski trips and more. These programs supplement resume writing services from county's workforce development staff.



The Broomfield Resettlement Task Force staff connects Ukranian refugees to support services.

Cass County, North Dakota



2021 POPULATION: 186,562 U.S. REGION: CENTRAL ARCHETYPE: SMALLER INDEPENDENT ECONOMIES Cass County, home to the City of Fargo, is part of the greater Fargo-Moorhead area that comprises both Cass County and Clay County, Minnesota. As the most populous city in North Dakota, Fargo has unique needs and assets compared to the state's rural jurisdictions. Cass County is the destination for the vast majority of immigrants and refugees resettled in North Dakota. Public transportation is limited, creating challenges for individuals who must arrive to their jobs at a reliable time.

Barriers



TRANSPORTATION





Solutions

INDUSTRY-RESPONSIVE TECHNICAL SCHOOL

Cass County's Career Workforce Academy is an industry-responsive career technical school for K-14 students that enables career awareness, exploration and preparation. The school hosts programs in a variety of fields, including HVAC, plumbing and coding, and prioritizes fields that have the greatest need for workers in Cass County. To expand the reach of the school, the county is considering special programs for New Americans, incumbent workers and justice-impacted individuals outside of school hours.

EMPLOYER-PROVIDED SUPPORT SERVICES

Some of Cass County's employers support their employees with multiple months of stable housing, tuition assistance and even personal vehicles. These supports are transformative for low-income workers, who may otherwise struggle with housing instability, cost of living or unreliable public transportation while trying to maintain meaningful employment.

Douglas County, Nebraska



2021 POPULATION: **585,008**U.S. REGION: **CENTRAL**ARCHETYPE: **SMALLER INDEPENDENT ECONOMIES**



NACo Counties for Career Success Participant Douglas County is home to the state's most populous city, Omaha, distinguishing its workforce development landscape from many of Nebraska's other, relatively rural counties. In Douglas County, marginalized communities – especially communities of color – are physically separated from wealthier ones, limiting access to services and supports that increase opportunity and equity in prosperity. Specifically, residents who need additional support with language and/or basic math face barriers to pursuing post-secondary education. If not addressed, these challenges can lead to low retention in training programs.

Barriers



TRANSPORTATION



ESSENTIAL SKILLS

Solutions

RIDESHARE PARTNERSHIPS

To reduce barriers to post-secondary education, Metropolitan Community College (MCC) operates the <u>Pass to Class</u> program to provide public transportation bus passes to students. MCC also compensates for gaps in public transportation by funding rideshare services to and from classes. MCC contracts directly with private rideshare companies to reduce costs of this program.

REFERRAL NETWORKS

In addition, training providers like MCC often recruit new participants by establishing strong referral systems with other community service providers. For example, local nonprofit Open Door Mission offers employment support embedded into substance use recovery services. The program prevents loss of housing or other support while a person is enrolled in an education program and looking for work.

Durham County, North Carolina



2021 POPULATION: **326,126**U.S. REGION: **SOUTH**ARCHETYPE: **SMALLER INDEPENDENT ECONOMIES**

Durham County includes an urban core from its county seat of Durham and rural areas in the county's north. As more than 14 percent of Durham County residents moved to the U.S. from another country, supporting immigrants and refugees is a major focus for county leaders. Many organizations in the county, ranging from county departments to nonprofits, are involved with workforce development services. Without coordination, the variety of stakeholders involved in workforce development can foster competition and a disjointed system of services.

Barriers



BARRIERS FOR IMMIGRANTS, REFUGEES AND NEW AMERICANS

Solutions

CITY-COUNTY COLLABORATION

During the COVID-19 pandemic, the county received community feedback on the need for more robust coordination of resources for immigrants and refugees. In response, Durham County and the City of Durham jointly established and funded a program director position for City/County Immigrant & Refugee Affairs. This type of intergovernmental coordination directly addresses silos across government entities and community-based organizations responsible for serving immigrant populations in Durham. By reducing these silos, the program director has been able to successfully engage with resettlement agencies, services programs and immigrant community groups.

Hamilton County, Tennessee



2021 POPULATION: 369,135 U.S. REGION: SOUTH ARCHETYPE: SMALLER INDEPENDENT ECONOMIES



At the foothills of the Appalachian Mountains in Southeast Tennessee, Hamilton County has the largest population size in the area due to its urban center and county seat, Chattanooga. A key challenge for the county is child care, with costs precluding many parents from going to work or school and low wages precluding potential providers from moving to the county. Though there are several workforce development stakeholders in the county, the lack of a coordinating entity contributes to duplication of services and disjointed referral systems.

Barriers



TRANSPORTATION



FUNDING



Solutions

CHILD CARE MICRO CENTERS

In Tennessee, licensed child care centers are permitted to have satellite locations. Workforce development planners in Hamilton County are leveraging this opportunity to open micro centers at work sites for some of the county's largest employers. Businesses often support this effort by donating space, paying for teachers' salaries or subsidizing costs for their employees.

CONSTRUCTION CAREER CENTER

In response to the growing need for construction workers, the Associated General Contractors, Chattanooga State Community College, Hamilton County Schools, City of Chattanooga, Hamilton County, the State of Tennessee, local foundations and private donors came together develop a skills training and career coaching program supporting individuals in construction. The facility, built on the site of an abandoned elementary school, houses a vocational high school, adult education programming and continuing education to provide seamless transition for construction learners, regardless of career stage. The center is a true example of crosssector collaboration, bringing together private industry, philanthropy, K-12 and post-secondary education and multiple levels of government.



Harris County, Texas



2021 POPULATION: **4,728,030**

U.S. REGION: **SOUTH**

ARCHETYPE: URBAN CENTERS

AND CORE SUBURBS

The Harris County seat is the City of Houston, one of the country's largest urban centers. With a labor force of over 2 million people and the headquarters of 24 Fortune 500 companies, Harris County operates a variety of programs to serve the diverse industries and individuals that call it home. Featuring over 1,700 square miles of land and 120 languages spoken, Harris County blends local and federal funding to address barriers to workforce development.

Barriers



TRANSPORTATION



FUNDING



Solutions

ADDRESSING SOCIAL DETERMINANTS OF EMPLOYMENT

Hire Up Harris is an ARPA-funded program that connects residents to both rapid reskilling and upskilling opportunities and wraparound support services that directly address known barriers to career readiness, including child care, transportation and professional attire, especially among the most vulnerable populations. Local workforce development leaders attribute the program's 80 percent completion rate to the availability of wraparound services that address social barriers to participants' success.

INCLUSIVE APPRENTICESHIPS

Apprenticeship Advantage aims to increase the availability of U.S. Department of Labor Registered Apprenticeship Programs (RAPs) in high-demand industries such as construction, public transportation, technology and live entertainment. A key focus of this program is outreach to and accessibility for people who are traditionally underrepresented in apprenticeships. For instance, Apprenticeship Advantage has challenged traditional perceptions around the age and gender of apprentices by enrolling more women and older adults. This strategy has effectively created career pathways for those whose jobs were adversely affected during the COVID-19 pandemic.

City and County of Honolulu, Hawai'i



2021 POPULATION: **1,000,890** U.S. REGION: WEST

ARCHETYPE: URBAN CENTERS

AND CORE SUBURBS



NACo Counties for Career Success Participant

The City and County of Honolulu comprises Hawai'i's capital region, economic center and the most populated part of the islands. Providers in the county serve a diverse population which includes many residents from Native Hawai'ian, Pacific Islander and Asian American communities. The county's workforce development leaders report that available funding sources often focus too narrowly on employment outcomes. Without the flexibility to address the social determinants of employment, many workforce development programs end up losing the trust of participants.

Barriers



FUNDING

Solutions

EARN-WHILE-YOU-LEARN PROGRAM

The CNA (Certified Nursing Assistant) to LPN (Licensed Practical Nurse) Bridge Program helps job seekers earn money while they learn in the City and County of Honolulu. The program began in 2023 as a partnership between Hale Makua Health Services, University of Hawai'i Maui College, the Hawai'i State Center for Nursing, Ohana Pacific Health, Kaiser Permanente and Unite HERE! Local 5 to develop working CNAs into LPNs in one year. Students can learn and work with continued access to financial aid, workforce grants and an employer-sponsored tuition program. Earning while receiving training reduces financial barriers for students to pursue post-secondary education.



The first cohort of 30 students graduated in 2023 from an "earn and learn" program designed to train licensed practical nurses (LPNs).

Howard County, Maryland



2021 POPULATION: **334,529**U.S. REGION: **NORTHEAST**ARCHETYPE: **URBAN PERIPHERY**



Howard County is a suburban county within one hour's drive of the City of Baltimore and Washington, D.C. Home to numerous immigrant populations, the county is also characterized by a high median income and cost of living. The county's high median income is reflected in higher transportation, housing and child care costs compared to elsewhere in the state. As a result, those seeking employment or working relatively low-wage jobs in the county may face significant financial challenges in meeting the basic needs that enable work or training.

Barriers



TRANSPORTATION





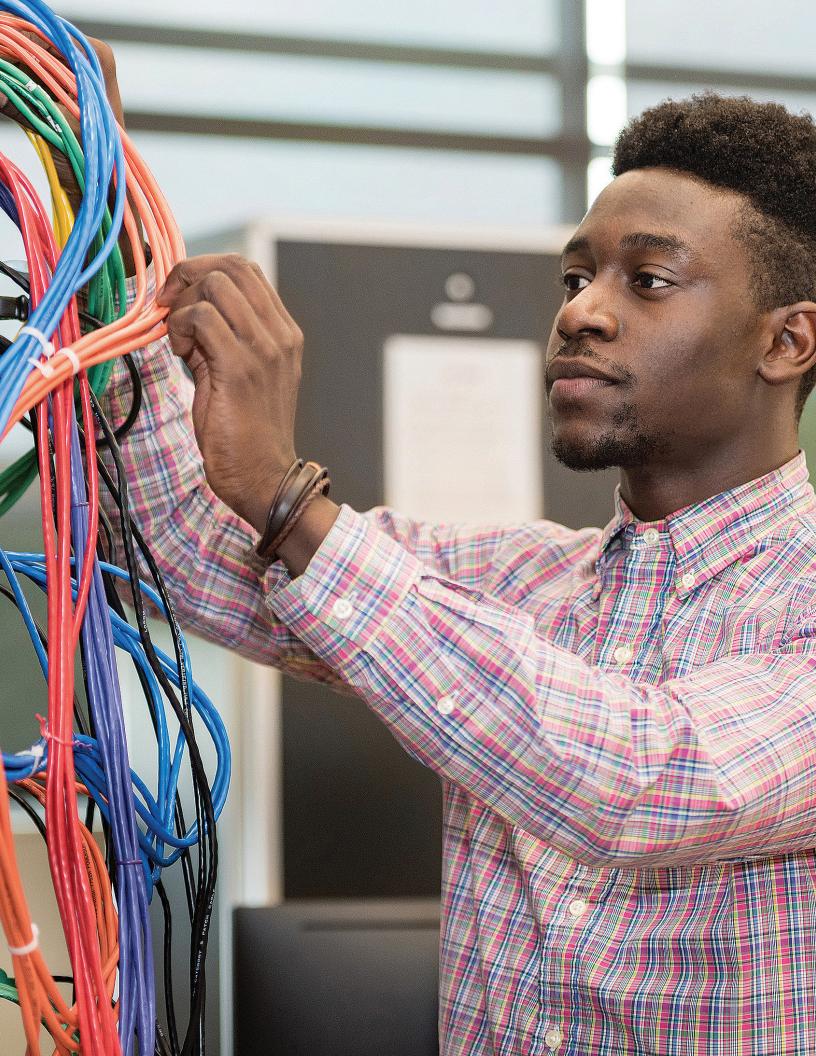
Solutions

APPRENTICESHIP PATHWAYS

Howard Community College (HCC) provides both traditional and non-traditional apprenticeships in the fields of information technology, medical technology, nursing, hospitality and construction management. The college works closely with the county's Office of Workforce Development and the public school system to provide access and connections to both students and local employers. In addition to supplying relevant work experience, the apprenticeships increase students' ability to afford transportation and child care by helping them earn income while they learn.

SUPPORTING ENGLISH LANGUAGE LEARNERS

Zap the Gap is a collaboration between HCC, the Office of Workforce Development and Howard County Library System to support English language learners at a higher proficiency level who are interested in health care careers. Training involves English as a Second Language (ESL) and medical terminology to teach participants fundamental skills to train as CNAs.



Lancaster County, Nebraska



2021 POPULATION: **324,514**U.S. REGION: **CENTRAL**ARCHETYPE: **SMALLER INDEPENDENT ECONOMY**



NACo Counties for Career Success Participant Lancaster County is home to the state capital, the City of Lincoln, and a mixed rural and urban area. The county frequently exchanges workforce talent with the nearby Omaha metropolitan area. Home to a significant number of New Americans, county workforce development stakeholders have identified a need for career navigation services. By raising awareness of career pathways and offering whole-person supports, Lancaster County is promoting economic opportunities for its residents.

Barriers



BARRIERS FOR IMMIGRANTS, REFUGEES AND NEW AMERICANS



ESSENTIAL SKILLS

Solutions

A PROFESSIONAL NETWORK FOR NEW AMERICANS

CareerLadder, a project of the City of Lincoln's New Americans Task Force, supports skilled immigrants and refugees with reattaining their former careers in Lancaster County. In addition to providing career navigation, CareerLadder also offers digital literacy training, leadership development, mentorship and networking opportunities. The program's goal is to foster economic opportunity and restore dignity through work.



The American Job Center in Lancaster and Saunders Counties increases access to education, work experience and support services for job seekers.

Maricopa County, Arizona



2021 POPULATION: **4,496,588**

U.S. REGION: WEST

ARCHETYPE: URBAN CENTERS

AND CORE SUBURBS



NACo Counties for Career Success Participant

Maricopa County is Arizona's most populous county, encompassing more than 60 percent of the state's population. Though the county is classified under the Urban Centers and Core Suburbs archetype, it covers a large geographic area that includes many rural communities. Accordingly, jobseekers from rural areas face transportation barriers that cause difficulty accessing and maintaining enrollment in workforce development programs. These challenges are often compounded by financial and geographic barriers to accessing affordable child care.

Barriers



TRANSPORTATION



CHILD CARE

Solutions

WORKFORCE DEVELOPMENT COORDINATORS

Maricopa County employs Workforce Development Coordinators to liaise with local employers, communities and partners to provide services across the county. Coordinators operate from within communities to reduce transportation barriers and work with students to find careers in their communities that promote workforce and industry growth in rural areas.

DUAL-ENROLLMENT STRATEGY

Maricopa County has prioritized Head Start slots for clients enrolled in their Workforce Innovation and Opportunity Act program and case management. Parents and guardians of children at Head Start facilities are also recruited for workforce development as part of a full scope twogeneration strategy.



Route to Relief — a collaborative program between Maricopa County and Maricopa County Community Colleges District — provides a flexible stipend for learners to meet their educational and basic needs.

Mobile County, Alabama



2021 POPULATION: 413,073
U.S. REGION: SOUTH
ARCHETYPE: SMALLER
INDEPENDENT ECONOMIES

Mobile County includes an urban county seat, the City of Mobile, and surrounding rural areas. Home to major employers such as Airbus, the county's workforce development efforts serve not only county residents, but thousands of commuters from surrounding counties.

Barriers



FUNDING

Solutions

COLLABORATION ACROSS SYSTEMS

The <u>Mobile Area Workforce Alliance</u> convenes education and training providers from K-12 to post-secondary, representatives from the city and county, the Mobile Chamber and the Southwest Alabama Workforce Development Council (SAWDC AlabamaWorks!) to coordinate efforts and develop a strategic plan to promote career readiness.

INNOVATIVE APPRENTICESHIPS

Many of Mobile County's greatest successes in workforce development can be attributed to its innovative adoption of registered apprenticeships in fields that do not traditionally use an apprenticeship model. In response to an industry-identified workforce shortage in health care, the county was a leading force in identifying an earn-while-you-learn model for nursing. This idea has since been replicated for surgical technology through close partnerships between workforce development, business and education providers.

Salt Lake County, Utah



2021 POPULATION: 1,186,421

U.S. REGION: WEST

ARCHETYPE: URBAN CENTERS

AND CORE SUBURBS

Salt Lake County is a major urban center in the Rocky Mountain region that includes Utah's state capital, Salt Lake City. Some of the county's largest employers include those in the public sector, transportation, business services and health. Local workforce development stakeholders report that county residents without professional networks face barriers to participation in workforce development opportunities. In Salt Lake County, this phenomenon is often observed in clients who are from rural or immigrant communities.

Barriers



CHILD CARE



Solutions

WRAPAROUND SERVICES

Salt Lake County established the temporary ARPA-funded Workforce Inclusion and Successful Employment (WISE) program in 2023 as a collaboration between the Office of Regional Development, University of Utah and other local partners. The program focused on supporting lowincome individuals to upskill to high-paying jobs by offering wraparound basic needs and child care support services to increase engagement in workforce development programs.





Saratoga County, New York



2021 POPULATION: 237,359 U.S. REGION: NORTHEAST ARCHETYPE: SMALLER **INDEPENDENT ECONOMIES**



NACo Counties for Career Success Participant

Saratoga County is Upstate New York's fastest growing county and is rapidly adapting to becoming a hub for the semiconductor industry. Child care is a leading barrier to employment for county residents. For those working in entry-level jobs, child care tends to be unaffordable; for those working third shifts or nontraditional hours, child care can be scarce, if not nonexistent. As a result, Saratoga County workforce development providers often observe underemployment and part-time employment among working parents who cannot commit to full-time work schedules because of their child care responsibilities.

Barriers



CHILD CARE

Solutions

IN-HOME CHILD CARE

Saratoga County partners with **Brightside Up**, a regional child care agency, to help people in the community establish licensed, in-home child care centers. The program addresses Saratoga County's shortage of accessible child care options and offers business opportunities to those looking to offer licensed child care out of their homes.



Warren County, Ohio



2021 POPULATION: **246,553** U.S. REGION: **CENTRAL**

ARCHETYPE: URBAN PERIPHERY



NACo Counties for Career Success Participant Warren County, a suburb of Cincinnati, is home to a high median income, but also encompasses many rural and low-income communities. Warren County Career Center, the county's career technical school, provides both high school and adult education programs on a shared campus. As Warren County's public transportation infrastructure is limited, most residents rely on personal vehicles to travel to school or work. However, many of the county's most marginalized residents face economic barriers to car ownership or obtaining a driver's license.

Barriers



TRANSPORTATION



ESSENTIAL SKILLS

Solutions

SUPPORTING ACCESS TO PERSONAL VEHICLES

For eligible youth, workforce development providers use Temporary Assistance for Needy Families (TANF) funds to assist with driver's education, car payment, insurance and mileage costs to address widespread transportation barriers for low-income families in Warren County.

RURAL OUTREACH

In response to transportation barriers and education disparities in rural areas of Warren County, the local OhioMeansJobs installed one of their signature **Resource Rooms** at a rural high school and developed a portable version for even more rural outreach. Resource Rooms are equipped with internet-connected computers, career navigators and employment resources including copiers, printers, job postings and education and training information.

About the National Association of Counties

The National Association of Counties (NACo) strengthens America's counties, serving nearly 40,000 county elected officials and 3.6 million county employees. Founded in 1935, NACo unites county officials to:

- · Advocate county priorities in federal policymaking
- Promote exemplary county policies and practices
- Nurture leadership skills and expand knowledge networks
- · Optimize county and taxpayer resources and cost savings, and
- Enrich the public understanding of county government

NACo's Mission

Strengthen America's Counties.

NACo's Vision

Healthy, safe and vibrant counties across America.

Acknowledgments

This resource draws upon research and an organizing framework for community archetypes from Walmart's America at Work: A National Mosaic and Roadmap for Tomorrow report. The research included in this report was made possible through funding by Walmart.org. The findings, conclusions and recommendations presented in this report are those of the National Association of Counties Research Foundation (NACoRF) alone, and do not necessarily reflect the opinions of Walmart.org. NACoRF would like to thank Walmart.org for its collaboration and support of this project.



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