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Research Report

Community Asset Mapping and Environmental Scan of Workforce Services

For the
Northeast Workforce Development Board and the
Duluth Workforce Development Board

Bureau of Business and Economic Research
Geospatial Analysis Center

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Driven to Discover

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Executive Summary

UMD's Bureau of Business and Economic Research (BBER), an entity of the Labovitz School of Business and Economics, along with UMD's Geospatial Analysis Center (GAC) partnered to provide the Northeast Workforce Development Board and the Duluth Workforce Development Board with a comprehensive examination of employment and support services offered throughout the Northeast region. The purpose of the research was to inform the Boards of opportunities to align workforce development programs and related supportive service assets (service providers) with the people they serve, to expand and identify duplication of these programs and services, and to demonstrate a collaborative workforce system through visual and statistical means.

Employment service providers were identified using United Way's 2-1-1 database, and additional data was collected on each agency using a customized survey. In total, 128 unique employment service agencies, and 75 support service agencies were identified throughout the Northeast region. Surveys were distributed to all employment agencies, with 78 completing the survey in full, resulting a 60% response rate.

Of the 128 agencies identified, roughly half (n=65) are located within St. Louis County, and about 30% are located within the city of Duluth. Itasca County is home to 26 agencies. The remaining agencies are located elsewhere within the Arrowhead region. Cook County has the fewest locations, at only four.

Government, nonprofit, and educational institutions were the most common agency types, and nearly half of all surveyed agencies indicated that they had annual operating budgets of more than \$5 million. Most agencies receive some form of state, federal, or county funding, while the most common non-governmental funding sources included competitive grants, private donations, and fees and sales.

Agencies were divided between those serving very large numbers (more than 500 individuals each year) and those serving a very small but specialized population (fewer than 50 individuals). Most of the agencies serving very large numbers were Workforce Center partners.

In general, surveyed agencies serve a more diverse clientele than the overall population of the seven-county region, especially those agencies located within the Duluth metro. Less than 70% of the individuals served by Duluth agencies were white, compared with more than 80% of the clients served in the greater Northeast region. For comparison, roughly 90% of the population of the Arrowhead region is white.

One of the survey questions asked agencies to identify the top five barriers facing their organization's clientele. Reliable transportation was the most frequently cited barrier among all survey respondents. Of the 78 survey respondents, 64 agencies mentioned reliable transportation as one of the top five barriers, and nine agencies listed it as the number one barrier. Rural agencies were more likely to note transportation as a barrier to employment than agencies located in Duluth. While many agencies offer bus passes to job seekers, few agencies offer other transportation-related services, such as mileage reimbursement, gas cards, and car repair / purchase assistance.

Agencies also reported a lack of education and training, lack of appropriate soft skills, mental health issues, and childcare as being common barriers faced by their clientele. Minority-serving agencies were more likely to mention criminal history as a top barrier among their clients. Youth-serving agencies were more likely to select soft skills and mental health issues. Agencies that serve individuals with disabilities put more weight upon soft skills, mental health, and chemical dependency as problems for their clients. Finally, agencies that target low-income individuals were more likely to list mental health issues and childcare as major barriers.

Agencies were asked to select which services their organizations provided from the four broad categories of employment services, educational services, support services, and services for special populations. Employment services, such as career counseling and planning, job information, job development and placement, job search techniques, and resume preparation assistance, were the most widely offered among participating agencies. A much smaller number of the surveyed agencies reported offering support services. Fewer than ten agencies reported having a

homeless youth shelter, mental health services, tax preparation assistance, transitional housing, a homeless adult shelter, permanent supportive housing, day shelter / drop-in center, substance abuse services, mental health expense assistance, and soup kitchens. Interestingly, these services were primarily related to housing, mental health, and substance abuse.

Geographic data analysis of the agencies in the seven-county region focused on the distribution of services and the patterns of specific target populations accessing those services. Agencies were distributed in similar proportions to the population distribution between urban and rural areas except in Lake and Carlton counties, where significant proportions of the population live in rural areas outside of the town clusters where the agencies are located.

Low-income individuals, older adults, and individuals with disabilities or health conditions were the most common populations served by local agencies. Interestingly, the analysis found that these were also three populations with the highest individual-to-agency ratios when comparing the number of agencies with the population in the region. For example, there are nearly 1,600 low-income individuals in the region for every employment service agency that specializes in low-income individuals. Racial and ethnic minorities,

while not a significant percentage of the overall population in the region, are also among the more underserved groups, simply because so few agencies report serving those populations specifically.

Carlton County has higher than average individual-to-agency ratios for almost every demographic group, due to its relatively large population and small number of agencies; however, many of these individuals may utilize services in St. Louis County.

Access to services was considered by evaluating populations within a 30- and 60-minute drive time of agencies. The entire population of Cook County is outside a 30-minute driving distance to a Workforce Center and only 5% of Lake County's population can reach a Workforce Center within 30 minutes. The Duluth Workforce Center is the closest Workforce Center for more than 40% of the seven-county's total population.

Agencies were also reviewed for their proximity to public transit stops. More than 20% of the agencies can only be accessed by pre-arranged and periodic transit services and not by regular transit stops.

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Community Asset Mapping and Environmental Scan of Workforce Services

Chapter I. Introduction

Project Description

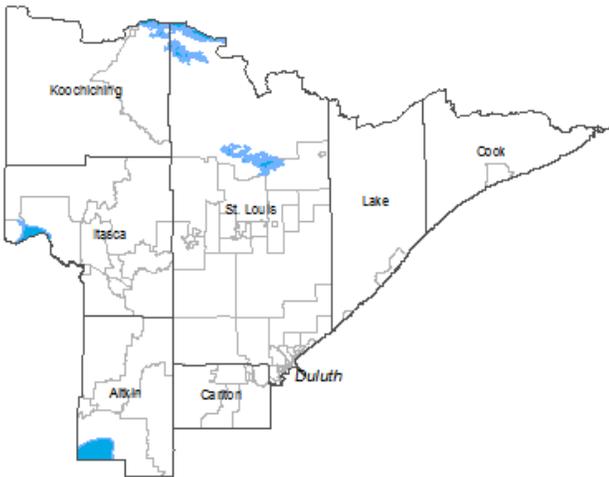
UMD's Bureau of Business and Economic Research (BBER), an entity of the Labovitz School of Business and Economics, along with UMD's Geospatial Analysis Center (GAC) partnered to respond to the Northeast Workforce Development Board and the Duluth Workforce Development Board's (the Boards) request for proposals (RFP). The purpose of the research is to inform the Boards of opportunities to align workforce development programs and related supportive service assets (service providers) with those they serve (both to expand and identify duplication) and to demonstrate a collaborative workforce system through visual and statistical means.

This report serves as a summary of the findings from the research project. Chapter I contains a summary of the project, including the study area and data collection methods. Chapter II contains detailed results from the survey. Chapter III contains a comprehensive collection of static maps and geographic findings. A companion web-based application was developed in order for the Boards' members and workforce agency employees to review agency services in the context of demographic and geographic data. The application is described in Chapter IV.

Finally, there are numerous resources in the Appendix that readers might find useful, including a list of detailed data sources, the survey instrument, and definitions.

Study Area

The study area consists of the City of Duluth and the seven counties of Aitkin, Carlton, Cook, Itasca, Koochiching, Lake, and St. Louis. The figure to the left illustrates census tract boundaries in gray, for which much of our demographic data are illustrated.



Methodology

The BBER and GAC each had specific roles as well as combined efforts. Data collection through surveys and secondary data sources, analysis, and report writing was conducted by the BBER. Identification and acquisition of data, geographic data analysis, and web interface design and implementation were provided by the GAC.

An initial a kick-off meeting on September 15, 2016, with participants from BBER, GAC, and members from the Boards clarified data needs, the project timeline, and additional details.

Utilizing a variety of methods, the BBER gathered each provider's data for the directory. Methods included a survey, the United Way's 2-1-1 database, and verification via organization's websites. The data collection and survey development occurred concurrently to ensure alignment between the two data sources.

The majority of data collected came from the United Way's 2-1-1 database, which provides health and human services information on thousands of non-profits throughout the country. The databases' taxonomy codes were reviewed to identify a list of agencies that offer employment-related services, such as adult basic education and job training, and support services, such as soup kitchens and childcare assistance.

Those agencies that provided any of the identified services were included in the study. Upon review by the Boards, the final list was amended to include several additional agencies that were not in the 2-1-1 database.

Note: For the purpose of this study, agencies refer to a physical location and not necessarily the parent organization, as some locations offer differing services or have other dissimilar characteristics, such as number served and/or client demographics, than the parent organization.

To prepare the survey tool, which was developed with the Qualtrics survey software, the research team worked with the Boards to develop survey questions on eight key areas:

- Employee headcount
- Mission
- Goals
- Individuals served
- Barriers to employment
- Services offered (e.g. employment, support, educational)
- Geographic target
- Budget and funding

To ensure ease of readability and information input, the survey tool was tested prior to dissemination on a focus group comprised of some of the key agencies included in the official study. This step allowed the team to determine which questions were most valuable, which were confusing, and which should have been removed altogether. Subsequent edits were made to the survey reflecting this input gathered from the focus groups and Boards. Taking into consideration that distribution methods would be online or in person, the survey tool was crafted to be flexible in format.

The final version of the survey was distributed via email to the identified agencies. In all, four emails were sent to the full list of agencies, along with a handful of personalized email reminders to agencies that the Boards identified as particularly important. Approximately two months were allowed for agencies to respond.

Because online surveys typically have lower response rates than other methods, the BBER staff, including an undergraduate research assistant, conducted follow-up phone calls with providers who had not responded within the allotted timeframe. During each follow-up call, the team would verify the accuracy of the contact information on file, explain the purpose of the survey, answer any questions about the project, and encourage the agency to complete the survey online. Focus was on those agencies that the Boards determined were essential to include in the final map product. Additional follow-up interviews were conducted with approximately ten agencies (primarily those with multiple locations) to confirm the accuracy of their responses and ensure that the agency's response was representative of all locations. Once the agencies and their services were mapped, all of the agencies were sent a link to an interactive map to review the services reported in the map. More agencies responded with service changes at that time which are not reflected in the data analysis but are corrected in the web application.

The BBER assisted the GAC with certain aspects of the mapping process, including the collection of other regional demographic and economic data and the interpretation of the results. Data sources utilized for this portion of the project included the U.S. Census Bureau for demographic data, the DEED customer registration system (MinnesotaWorks.net) and the USDA Economic Research Service's Rural-Urban Commuting Area Codes.

All data collected was compiled for compatibility with the GAC mapping requirements. Once agencies were identified with complete addresses and capabilities, Esri World Street Map (Esri, Tele Atlas) data were used as reference data to geocode agencies. In addition, publicly available base data (political boundaries, landmarks, etc.) were obtained from

the MN Geocommons (<https://gisdata.mn.gov/>). Northeast Minnesota Transit data were digitized and used for bus stop and route access analysis – these data are discussed in detail in Chapter IV.

The GIS data was used with other base and demographic data to create maps of the region and close-up focus areas.

Static maps, based on the Boards' desired outcomes, included:

- Basic demographic maps by census tract for total population, disability status, veteran status, poverty, and unemployment status.
- Locations of service providers by category in relation to demographic groups above using those services, Workforce Centers, and providers in relation to walking distances within public transit stops.
- Service areas of service providers based on a 30- and 60-minute drive time.
- Rural-Urban distribution of providers and population.

Finally, the same GIS data and underlying service agencies information was used to create an online, interactive map illustrating the same analysis as the static maps and more. The map allows the ability to zoom in and out; click on a service to view information; search by area, agency name, and services; and turn on and off layers illustrating various demographic characteristics. This tool will allow Board members the ability to explore patterns themselves and gain access to provider address, website, and services offered.

Chapter II. Survey Results

The purpose of the Community Asset Mapping project is to identify agencies that provide employment services, determine who the agencies serve, identify the services provided, and characterize which barriers to employment are most common among job seekers in the region. While there is some limited data available on employment providers from a handful of sources, a broad examination of this population has not been conducted Minnesota's Northeast region.

This chapter describes the primary data collection methods for the mapping project, which consisted of a comprehensive survey of all employment service providers, and highlights some of the key findings from the survey.

Chapter II Key Findings

- **Nearly 80 of 128 agencies fully completed the survey, for an overall response rate of 61%**
- **Government agencies were the most common, followed by nonprofits, and educational institutions.**
- **State funding is the most common funding source, followed by federal and county. Other funding sources included competitive grants, private donations, and fees and sales.**
- **Additional staff and better programming were cited as keys to improving agencies' effectiveness**
- **Most agencies serve either very large numbers or a small, specialized population, with workforce center partners making up the majority of the first group.**
- **Low-income individuals, older adults, and individuals with disabilities were the target populations most commonly served by local agencies. Refugees, specific ethnic groups, offenders, and the homeless were the least common.**
- **Career counseling, job information, job placement, job search techniques, and resume preparation are the employment services that are most widely offered throughout the region.**
- **Support services related to housing, mental health, and substance abuse are not widely offered. Fewer than ten agencies offer mental health services, homeless shelters, permanent supportive housing, day shelters, substance abuse services, and mental health expense assistance.**
- **While 65 agencies listed individuals with disabilities as a target population, there still appears to be a gap in services for that population.**
- **Reliable transportation was the most frequently cited barrier facing agency clientele, particularly in rural areas. Lack of education / training, lack of appropriate soft skills, mental health issues, and childcare were also among the top barriers cited.**

Background

The data collection process for the Asset Mapping project was two-fold: First, agencies were identified using United Way's 2-1-1 database. Second, additional data was collected on each agency using a customized survey, which was collaboratively developed by the research team and the Workforce Development Boards. This section describes the process for data collection and how the collected data were aligned to provide a more complete picture of employment service providers in the study region.

United Way's 2-1-1 (www.211unitedway.org) database provides health and human services information on thousands of non-profits throughout the country. It includes an extensive taxonomy of services, from employment-related services to support services, educational offerings, and more. To determine the initial list of employment service providers in the region, the research team began by reviewing United Way's taxonomy codes and identifying a list of employment-related services that were relevant to the project. The search revealed more than 40 unique employment-related services (e.g. job retraining, welfare to work programs, adult basic education, and vocational rehabilitation) and 20 additional support services (e.g. childcare expense assistance, gas money, soup kitchens) that the research team and the Workforce Boards felt were essential to the study.¹

Agencies were flagged as being either an employment service provider (if they provided one or more of the employment-related services) or a support service provider (if they provided one or more of the support services and no employment services). Support service providers (n=76) are included in some portions of the analysis and the maps, but they were not surveyed, as the focus of the survey was solely related to employment resources.

Data collection from the United Way and development of the survey happened simultaneously to ensure alignment between the two data sources. Originally, it was thought that having United Way's 2-1-1 data on each of the local employment service providers would eliminate the need for many of the critical survey questions, such as which services the agency offered and which populations it served. However, upon reviewing the data and verifying records with some select agencies, it was determined that, in many cases, the 2-1-1 data, while useful, was not complete, especially with regard to the services provided by the agencies. Therefore, rather than rely solely on the United Way data, agencies were asked to verify the accuracy of the data in the online survey and then update information for incorrect or missing data. The 2-1-1 data was also used to supplement agency records for those that did not complete the online survey.

Survey development was done in collaboration with the Workforce Boards to ensure questions were clear and easy to understand and captured the information that would be most useful to the boards. Key questions included the following:

- Employee headcount
- Mission
- Goals
- Individuals served
- Barriers to employment
- Services offered (e.g. employment, support, educational)
- Geographic target
- Budget and funding

Upon initial completion of the survey instrument, a focus group was conducted with a small number of agencies to provide feedback on the overall survey. Following the focus group, some final adjustments and changes were made to the survey tool.

The final version of the survey was distributed to employment agencies via a website link in an email. The link to the online survey was open for about two months. While agencies were initially contacted via email, those that did not respond were also contacted by phone. This was a means to ensure the highest possible response rate.

¹ See Appendix B for a full list of taxonomy codes used in this analysis

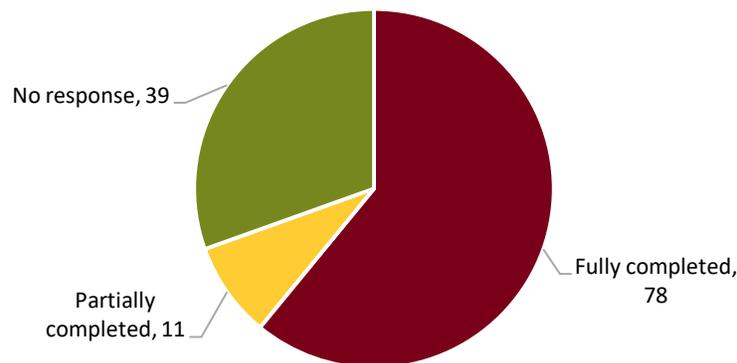
After numerous follow-up emails and phone calls, survey responses were collected and linked to United Way’s 2-1-1 database. Throughout the process, every attempt to verify the accuracy of the data was made through phone calls, interviews, and web searches.

In total, 91 employment agencies were identified using United Way’s database and 21 agencies were added to the initial list based on feedback from the Boards. The survey was distributed to these 112 agencies. After the survey responses were collected, the Boards identified 26 additional agencies for inclusion in the analysis and the online mapping tool. Most of these were not unique organizations but rather additional satellite locations, and for many of these added locations, responses were imputed using information from the parent organization and verified via phone or email, thereby eliminating the time needed for these locations to complete the survey in its entirety.²

When reviewing the survey results, please note that each *agency* represents a physical location, not necessarily the parent organization. For example, many regional organizations, such as Arrowhead Economic Opportunity Agency (AEOA), have one budget (operated by the parent organization) but multiple locations. For the purpose of this project, each location was considered a unique agency and counted because different locations often have differing characteristics (e.g. number served, demographics of clientele, barriers to employment).

More than 60% of Agencies Fully Completed Survey

Figure 1. Survey Response Rate (n=128)



SOURCE: UMD COMMUNITY ASSET MAPPING SURVEY

In total, the population of agencies includes 128 unique records. Nearly 80 of these agencies (n=78) completed the survey in full, for an overall response rate of 61%. An additional 11 agencies started to complete the survey but did not finish. Their responses were included when possible. For those who did not respond at all (n=39), some limited data from the United Way’s 2-1-1 database were available for certain survey questions.

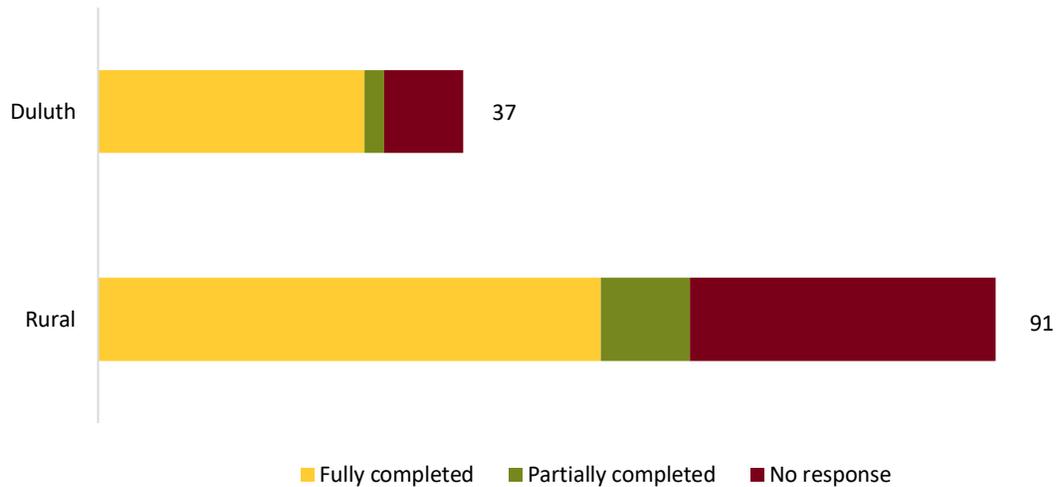
Throughout this chapter, the number of respondents (n) will change from question to question, as some items only include those that fully completed the survey, and others will include additional data from the United Way’s database. Whenever possible, the number of agency responses are included in the figure caption or in the text describing the results.

The following charts show some basic information about the agencies and response rates for each group.

² Due to the ongoing nature of the project, some agencies continued to submit information even after the survey was closed and analysis was underway. Therefore, survey results or static maps shown in this report may not match results shown in the online mapping tool precisely.

Especially Strong Survey Response from Duluth Agencies

Figure 2. Response Rate by Agency Location (n=128)

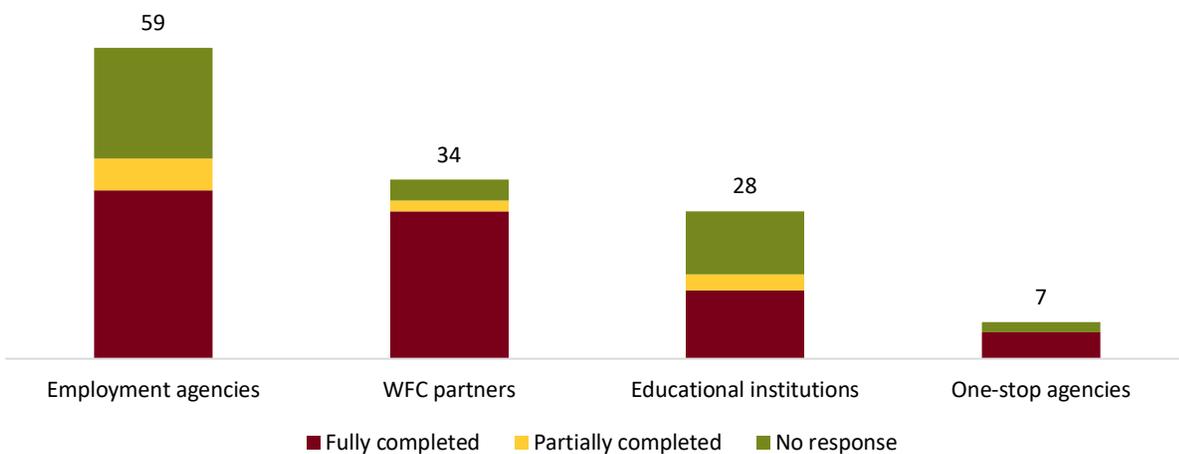


SOURCE: UMD COMMUNITY ASSET MAPPING SURVEY, UNITED WAY 2-1-1

Figure 2 shows the survey response rate by geographic distribution. Agencies were coded as being located in Duluth if the agency location was in a zip code beginning with 558. All other locations (including small cities outside of Duluth) were coded as “rural.” While a much smaller number of agencies (n=37) are actually located within the city of Duluth, their response rate as a population was much better than that of the rural agencies. In total, 73% of Duluth agencies fully completed the survey, while 56% of rural agencies did the same.

WFC Partners Had Highest Response Rate, Employment Agencies Lowest

Figure 3. Response Rate by Type of Agency (n=128)



SOURCE: UMD COMMUNITY ASSET MAPPING SURVEY, UNITED WAY 2-1-1

Response rates also varied significantly by type of agency. Agencies were classified as one of four types (Figure 3). Workforce Center partners (n=34) include all of the agencies housed in one of the seven Workforce Center locations throughout the Northeast region. Each location has a slightly different mix of partners from the following: AEOA, the

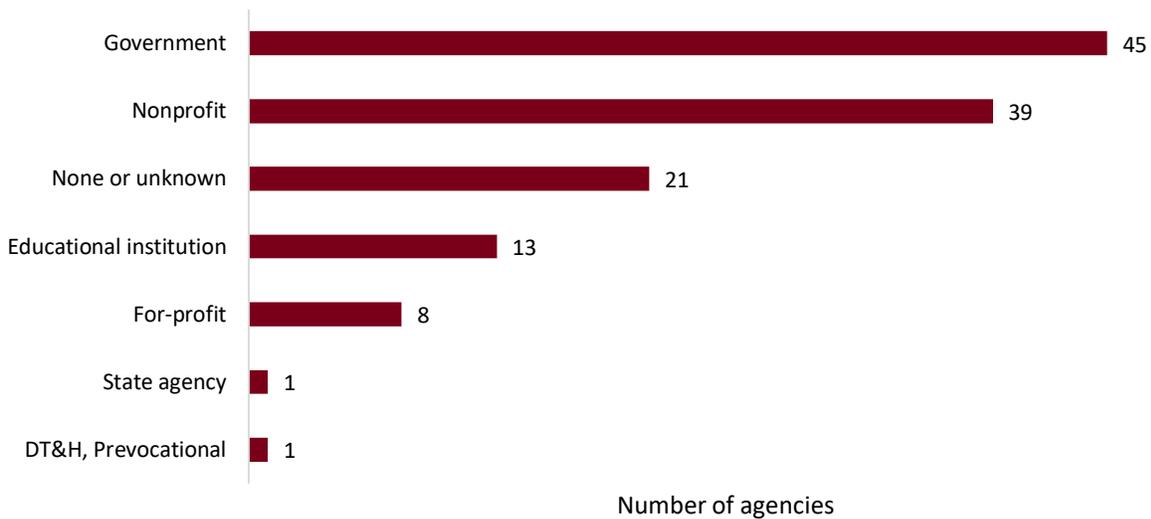
Northeast Minnesota Office of Job Training (NEMOJT), State Services for the Blind (SSB), Vocational Rehabilitation, the City of Duluth Workforce Development office, DEED’s Job Service, and the Minnesota Chippewa Tribe. One Stop agencies represent the physical Workforce Center locations. Educational institutions include all high schools, two-year colleges, and four-year universities. The category labeled “employment agencies” includes all other agencies.

Characteristics of Agencies Surveyed

The following section summarizes the results for some of the basic survey questions focused on the characteristics of the agencies in the region. These characteristics include the type of organization, number of employees, annual operating budget, and other general information. The intent of these questions was to identify common characteristics among the regional agencies and to see where, if any, outliers exist.

Government, Nonprofit Most Common Agency Types

Figure 4. Type of Organization (n=128)



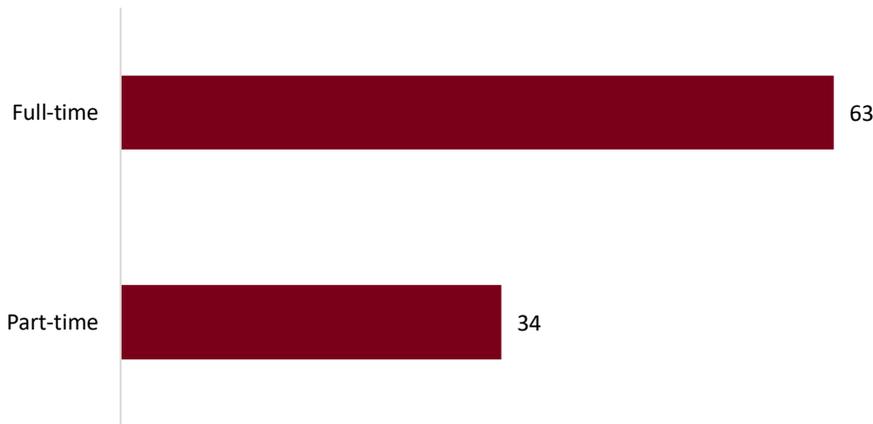
SOURCE: UMD COMMUNITY ASSET MAPPING SURVEY, UNITED WAY 2-1-1

Agencies were asked to classify themselves as one of five categories (for-profit, nonprofit, government, faith-based, educational) or to list another category. Survey responses were then joined with data collected from United Way’s 2-1-1 database, which had a similar list of classifications.

Government was the most common type indicated (n=45), followed by nonprofit (n=39), educational institution (n=13), and for-profit (n=8). None of the surveyed agencies identified as a faith-based organization. One agency classified itself as a state agency and another as “DT&H, Prevocational” (day training and habilitation). About 20 agencies did not respond and had no record in the 2-1-1 database, shown as none or unknown in Figure 4 above.

Average Surveyed Agency Reports More Than 60 Full-Time Employees

Figure 5. Average Number of Employees (n=80)



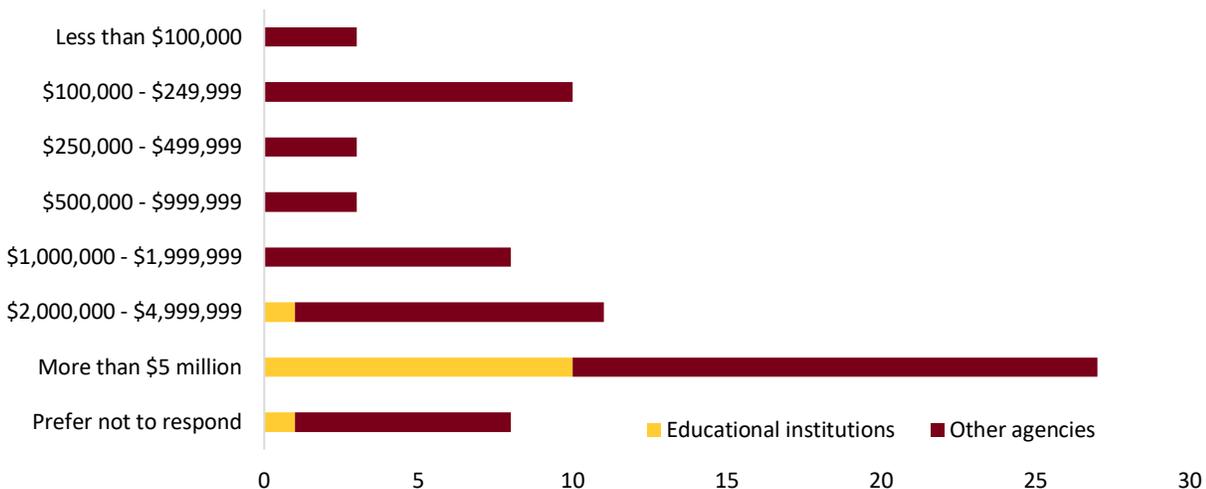
In addition, 62% of respondents indicated that they support staff capacity with interns and/or volunteers.

SOURCE: UMD COMMUNITY ASSET MAPPING SURVEY

Agencies were also asked to indicate the number of full- and part-time employees at their location. Based on responses from 80 agencies, the average agency has 63 full-time and 34 part-time employees. However, these responses are skewed slightly due to responses from a small number of very large organizations. For example, the Duluth Public School District reports nearly 1,000 full-time and almost 400 part-time employees. Despite some very large agencies, about 40% of those surveyed have fewer than 20 full-time staff. In addition, 62% of respondents indicated that they support staff capacity with interns and/or volunteers, highlighting the importance of these supplemental positions.

Most Agencies Have Budgets of Greater than \$5 Million

Figure 6. Total Annual Operating Budget, by Agency Type (n=68)

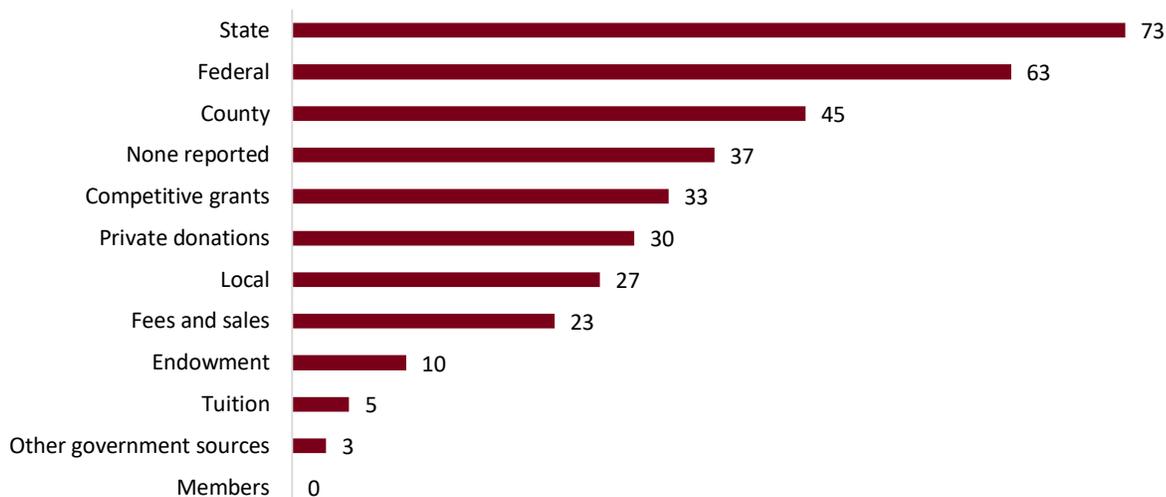


SOURCE: UMD COMMUNITY ASSET MAPPING SURVEY

Each agency was asked to select its annual operating budget from options ranging from less than \$100,000 to upwards of \$5 million. The most common response was also the largest, with nearly 30 agencies indicating that they had annual operating budgets of more than \$5 million per year. Because such a significant number of educational institutions (n=11) had operating budgets of \$2 million or more, these agencies are shown in Figure 6 in yellow.

Government Funding Sources are Most Common among Surveyed Agencies

Figure 7. From which of the following sources does your organization receive funding? (n=128)



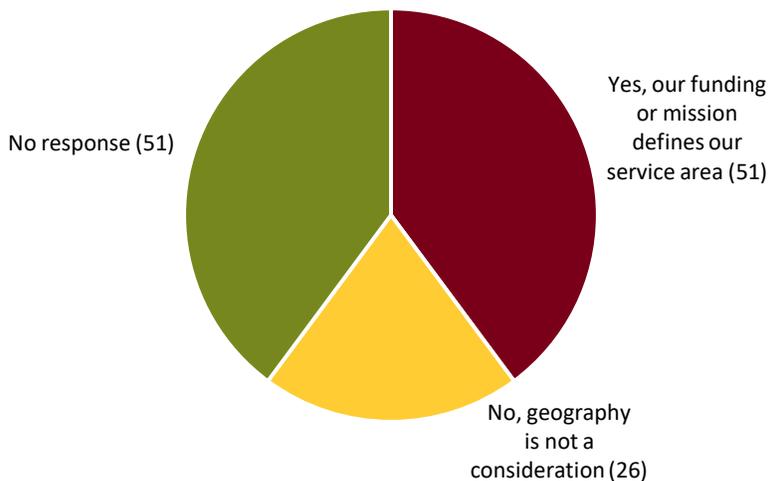
SOURCE: UMD COMMUNITY ASSET MAPPING SURVEY, UNITED WAY 2-1-1

Keeping with the theme of funding, agencies were asked to indicate all of their funding sources (Figure 7). Survey responses were then joined with funding data from United Way’s database. State funding was the most common source listed, with more than 70 agencies indicating that, followed by federal (n=63) and county (n=45).

The most common non-governmental funding sources included competitive grants (n=33), private donations (n=30), and fees and sales (n=23). Nearly 40 agencies did not respond to the question and had not reported any funding information to 2-1-1.

Two-Thirds of Agencies Have Service Areas Defined by Funding or Mission

Figure 8. Is your organization charged with serving a primary geographic target? (n=128)



SOURCE: UMD COMMUNITY ASSET MAPPING SURVEY, UNITED WAY 2-1-1

For many agencies, service area is defined by their funding source, their mission, or some combination of the two. Other agencies will serve any population, regardless of where the people reside. Figure 8 shows responses to the question, “Is your organization charged with serving a primary geographic target?” Of those that responded, about two-thirds indicated that geography is a consideration, while the other third stated that it is not.

Additional Staff, Programming Cited as Keys to Improving Effectiveness

Table 1. If funding weren't an issue, what would help your organization be more effective? (n=44)

<i>Category / Theme</i>	<i>Percentage of agencies</i>
More staff / improved workforce / better wages	23%
Additional / better programming	23%
Increased services for clients	11%
Housing	11%
More space (office, infrastructure)	9%
Improved equipment / technology	9%
Improved student support / services	9%
More employment/ training opportunities for clients	9%
Transportation	7%
Mental health services	7%
Increased collaboration between agencies	7%
Childcare	5%
Universal intake / wraparound services	5%
Flexibility in funding	2%
Flexibility in hours	2%

SOURCE: UMD COMMUNITY ASSET MAPPING SURVEY

Finally, agencies were asked some open-ended questions about the effectiveness of their organization. The first question asked was “If funding weren’t an issue, what would help your organization be more effective?” This was asked to identify goals and objectives that may be common among local agencies. Comments were coded by keyword and theme. Some agencies mentioned a number of topics. In those instances, each theme was noted individually. In total, 26 individual comments provided 15 unique categories or themes, as found in Table 1. For each theme, the number of agencies that mentioned that topic in their comment is shown.

The two most common themes centered on staffing and programming. Each topic was mentioned ten times. Comments regarding staff and workforce issues included the need for more staff, better wages (particularly for entry-level staff), and a more qualified workforce. Comments regarding programming centered primarily on the need for more specialty programs. Specifically, programs for homeless individuals, victims of domestic violence, and ex-offenders were all mentioned, as were job relocation programs, internships, and nutrition programs.

Other commenters (n=5) cited a need for increased client services (including adult day care, therapy, and legal services) and more housing options (both transitional and permanent). Office space, technology, student support services, and employment and training opportunities for clients were also mentioned multiple times.

Another open-ended question asked agencies to note any state or local policies that limit effectiveness. Many different policies were mentioned, with little consistency between comments. All comments from this question are shown in Table 2, on the next page.

Agencies Impacted by Wide Variety of State and Local Policies

Table 2. Are there any state or local policies or regulations that limit the effectiveness of your organization?

<p>Legislative changes including the Olmstead Act, WIOA, and changes in Extended Employment funding have greatly affected the way we provide services. Due to decreased funding we are, at this time, unable to provide many employment opportunities to consumers who are not ready or interested in community employment. Our Organizational Employment Services have been drastically affected to the point that we have had to reduce consumer schedules by one or two days per week.</p>
<p>The definition of "competitive integrated employment" excludes organizations with AbilityOne contracts, although MDI operates an inclusive social enterprise employing approximately 50% of people with and 50% of people without documented disabilities.</p>
<p>The Higher Learning Commission, Dept. of Ed., MN Office of Higher Education, Minnesota Legislature, and Minnesota State College and Universities all have policies and regulations that both limit and help the effectiveness of our organization.</p>
<p>WIOA</p>
<p>GED testing switched to an online system using Pearson Vue. This was so challenging for us that we finally closed our GED test center services.</p>
<p>The state legislature and executive branch have failed to maintain funding that would support competitive wages, which has led to a statewide, direct care, staffing crisis. Our organization has not been able to admit individuals seeking services due to staff shortages.</p> <p>The increase in MN minimum wage has worked to increase wages for the individuals we serve, however, it simultaneously depressed our workforce – job seekers making \$9.50 in minimum skill jobs rarely see the benefit of moving into a challenging field with very little extra pay.</p> <p>WIOA prohibits any employment that pays special minimum wage for adults under age 25.</p>
<ul style="list-style-type: none"> -MNSURE policy reform -Rural transportation funding limitations for personal vehicles. -Criminal justice reform policies -Fines and Fees reform for low-level traffic issues. -Improving the working family credit. -MFIP reform increasing cash allowance by \$
<p>It is difficult to find workers due to lack of education, distance, lack of housing, and more. There are also mandates and laws we have to follow, and the state enforces these laws but does not offer funds to the counties so that they may actually complete the task. The funding for many of these programs falls to the county itself. Also the programs (computer programs/software) put forth by the state are not always working properly and are faulty. So this also causes a decrease in production and an increase in cost to counties.</p>
<p>Limiting Federal policies/regs: providing portable housing vouchers after someone has been in permanent supportive housing for only one year; HUD mandated coordinated entry slows process through family shelter; not being able to mandate participation in services for residents of permanent supportive housing; reluctance of local Social Security Office to name CHUM as a rep-payee.</p> <p>State policies/regs: the process of constructing affordable housing seems guaranteed to produce the highest possible construction costs; this is due to the need for multiple funders, long project-lead times; requirements to build in excess of the local building code; etc.; low reimbursement rates for dental care for people on medical assistance; MFIP marriage penalty.</p>
<p>The ability to provide funding supports for training activities (classroom training or work experience /internships) based on program eligibility.</p>

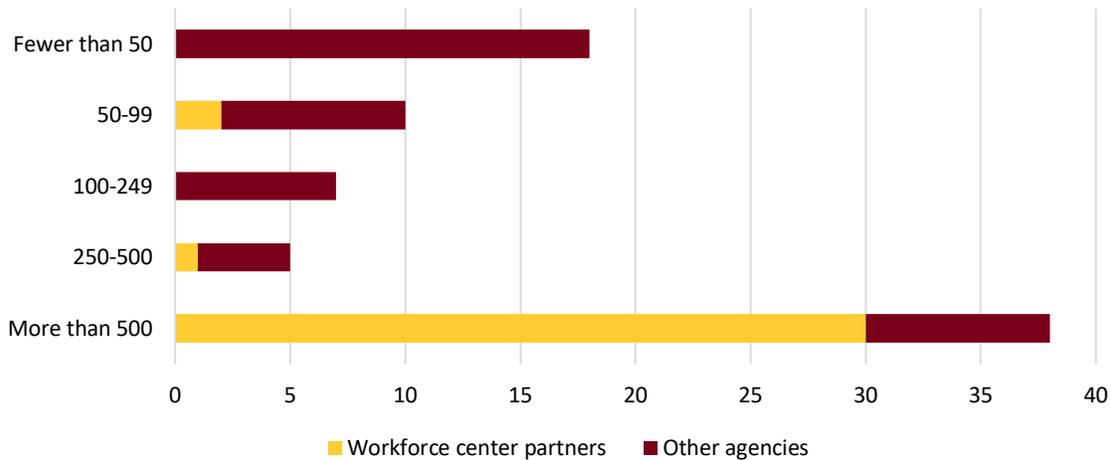
SOURCE: UMD COMMUNITY ASSET MAPPING SURVEY

Populations Served

The following section summarizes the results for questions regarding agency clientele. These questions include information on demographics, numbers served, and special populations.

Workforce Center Partners Serve Greatest Numbers Annually

Figure 9. Roughly how many individuals did your organization serve through its workforce development programs in the most recent year? (n=73)

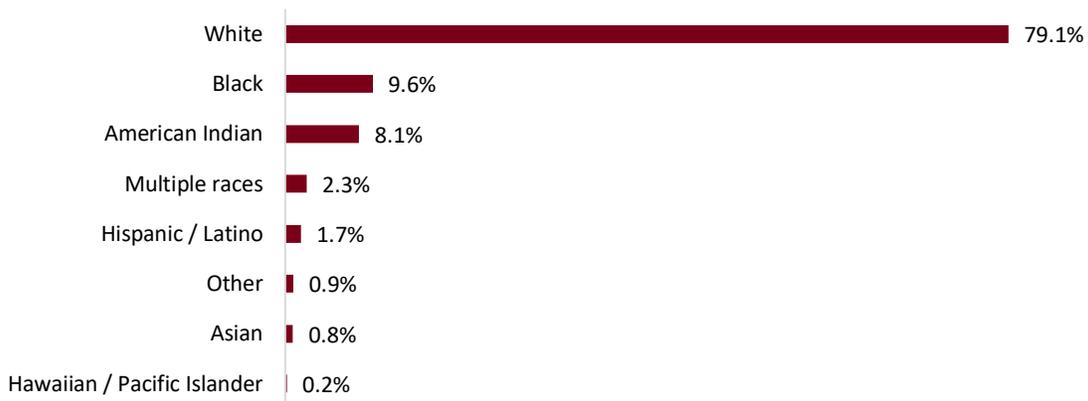


SOURCE: UMD COMMUNITY ASSET MAPPING SURVEY

Agencies were asked to indicate the number of individuals served in the most recent year. Figure 9 shows the responses from 73 agencies. Nearly half of those surveyed indicated that they served more than 500 individuals. For context, Workforce Center partners are shown in yellow. As mentioned previously, Workforce Center partners are the seven organizations (e.g. AEOA, State Services for the Blind) that are typically co-located at the regional Workforce Center facilities (i.e. “one stop career centers”). As can be seen in Figure 9, the Workforce Center partners make up a majority of the agencies serving more than 500 clients each year. The next largest group of agencies (n=18) reported serving fewer than 50 individuals in the most recent year.

80% of Agency Clients are White, Compared with More than 90% of Region’s Population

Figure 10. What percentage of individuals served were in the following racial and ethnic demographic groups? (n=65)



SOURCE: UMD COMMUNITY ASSET MAPPING SURVEY

Agencies were also asked to report on the race and ethnicity of the individuals served by their organization. Figure 10 on the previous page shows the average of the 65 responses with a large majority of clients served (nearly 80%) indicating white. However, considering that the city of Duluth (the most diverse location within the seven-county region) is nearly 90% white,³ it is clear that the surveyed agencies serve a more diverse clientele than the overall population of the seven-county region.

Black, American Indian Populations Most Common Minority Groups Served by Regional Agencies

Table 3. Client Race/Ethnicity by Agency Zip Code

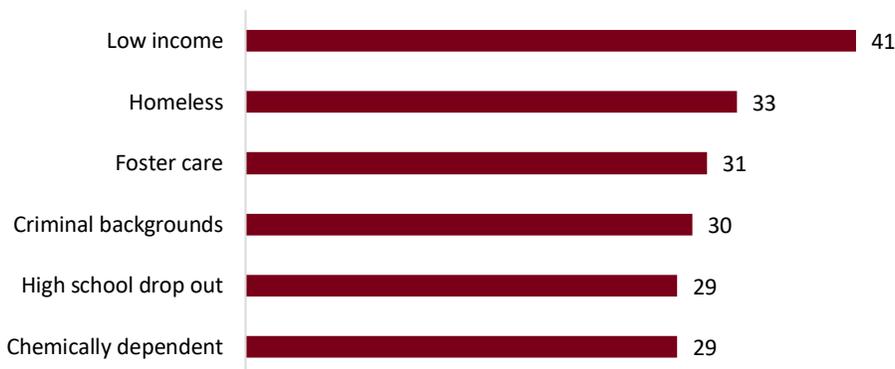
<i>Race/Ethnicity</i>	<i>558 Zip Code (n=22)</i>	<i>All other zip codes (n=43)</i>
White	68.7%	84.5%
Black	17.7%	7.9%
American Indian	8.4%	5.4%
Multiple races	4.1%	1.5%
Hispanic / Latino	2.4%	0.8%
Asian	1.1%	1.4%
Other	1.1%	0.7%
Hawaiian / Pacific Islander	0.6%	0.2%

SOURCE: UMD COMMUNITY ASSET MAPPING SURVEY

Table 3 shows the agency response to the same question broken out by the location of the agency. Agencies located within the three-digit zip code beginning with 558 (Duluth and surrounding area) are shown in the first column, and all other agencies are shown in the second. As shown in the table, agencies located within Duluth and the surrounding area reported serving a more diverse clientele than the other agencies surveyed. Less than 70% of the individuals served by Duluth agencies were white, compared with more than 80% of the clients served in the greater Northeast region.

Low-Income Youth Most Widely Served Among At-Risk Populations

Figure 11. Which of the following at-risk youth populations does your organization serve? (n=63)



58% of surveyed agencies have programs that specifically target at-risk youth populations.

SOURCE: UMD COMMUNITY ASSET MAPPING SURVEY

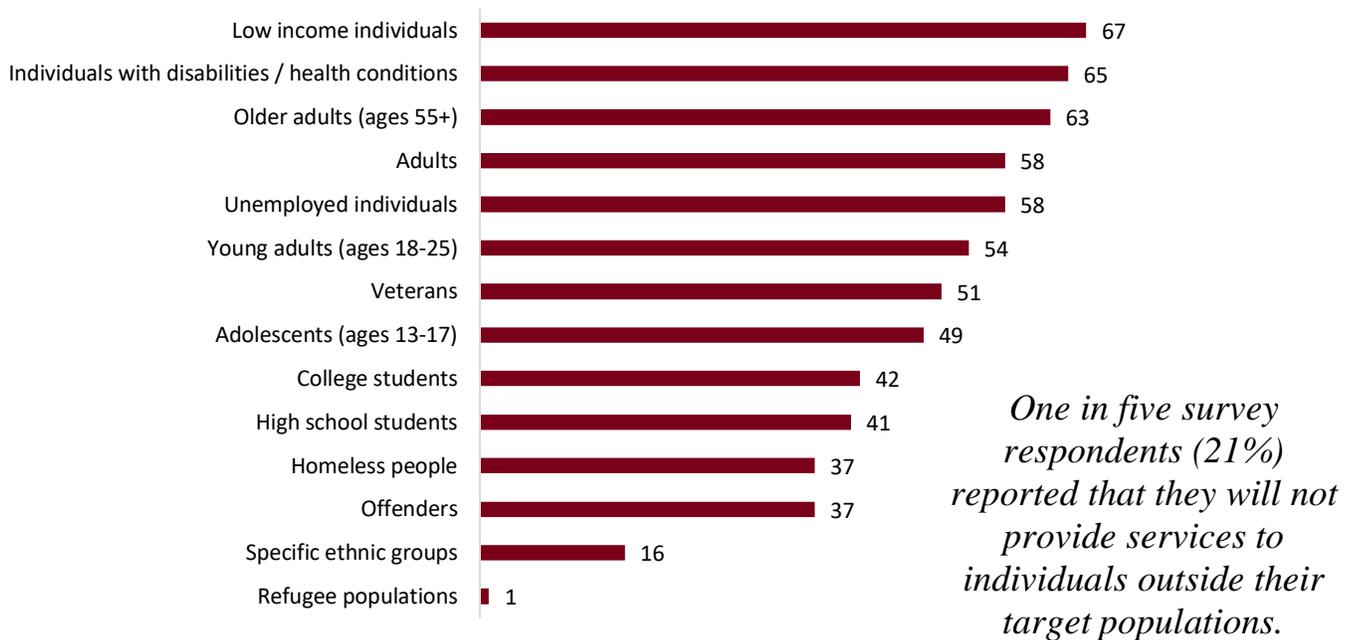
³ American Community Survey, 2011-2015 five-year estimates

In addition, agencies were asked if they served any at-risk youth populations. More than half of the agencies surveyed reported having at least one program that targets at-risk youth, with low-income youth being the most common population served.

Determining the target populations served by each agency was one of several goals sought through the survey. The survey asked each respondent, “Is your organization charged with serving any of the following target populations?” Agencies were allowed to select multiple populations. The survey responses were merged with similar data from United Way’s 2-1-1 database. The combined results are shown in Figure 12.

Most Widely Served Populations Include Low Income, Disabled, and Elderly

Figure 12. Is your organization charged with serving any of the following target populations? (n=98)



SOURCES: UMD COMMUNITY ASSET MAPPING SURVEY, UNITED WAY 2-1-1

Low-income individuals, older adults, and individuals with disabilities or health conditions were the three most common populations among the agencies for which data was available (n=98). Refugee populations, specific ethnic groups, offenders, and homeless people were the least common among the target populations listed (Figure 12).

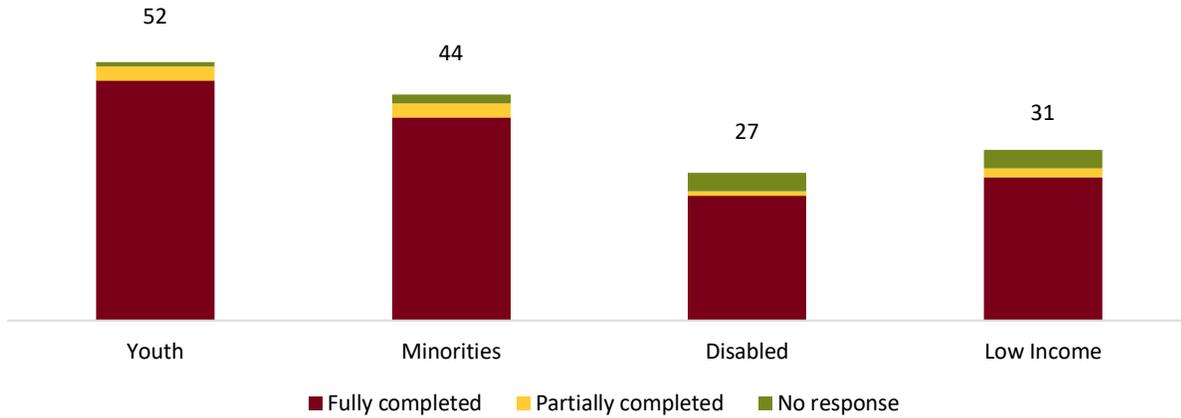
A follow-up question asked agencies whether they would provide services to clients from outside their target populations. One in five survey respondents reported that they will not serve individuals outside their target populations. Of those agencies, the most common target populations listed were individuals with disabilities or health conditions (n=9), high school students (n=9), young adults (n=8), and adolescents (n=8).

One challenge with the questions identifying each agency’s target population is that some agencies selected numerous populations from the list of options. In fact, about a quarter of the agencies reported 10 or more target populations from the list of 14. Therefore, determining whether those agencies truly have a *target* population was difficult, as those agencies may have listed every population that they are willing to serve.

In an attempt to identify the true target population for each of the employment agencies in the Northeast region, this analysis used data from multiple survey questions,⁴ including some open-ended comments, to identify four target populations. Then each agency was flagged based on appearing to have a specialization in that area.⁵

More than 50 Agencies Flagged as Youth-Serving Organizations

Figure 13. Agency Response Rate by Populations Served



SOURCE: UMD COMMUNITY ASSET MAPPING SURVEY, UNITED WAY’S 2-1-1

Survey response rates for the four special populations identified are shown in Figure 13. Response rates are higher than for the total survey overall because much of the criteria used to identify the target populations was based on survey responses. However, some of the data used in determining the target populations came from United Way’s database, so the method classified some agencies as serving a specific population even if they didn’t respond to the survey.

It is important to note that the categories are not mutually exclusive, meaning an agency might be classified as both minority-serving and youth-serving, for example. However, while not a perfect measure of the agency’s target, this method does allow us to determine a level of specialization that the original target population question did not.

Services Provided

Much of the survey asked agencies to indicate which services they provided to job seekers. More than 80 individual services, ranging from career exploration to credit counseling were included as choices. This section describes the findings from that portion of the survey as well as some insights into which services are most common and which are not widely offered.

Services were grouped into four broad categories:

- Employment services – Services central to employment and job readiness, such as on-the-job training and resume preparation assistance

⁴ The questions used to determine the four target populations included the following: Is your organization charged with serving any of the following target populations? In the past year what percentage of the individuals served by your organization were in the following racial and ethnic demographic groups? Does your organization offer any of the following services for special populations? Does your organization have programs that specifically target at-risk youth populations? Open-ended comments (e.g. mission, goals, eligibility requirements). All survey questions, along with possible choices for each, can be found in Appendix B.

⁵ For more details on the assumptions used in determining the four specializations, refer to Appendix C.

- Educational services – Services related to educational advancement, professional development, and financial support for students
- Support services – Ancillary services that are commonly requested by job seekers, particularly low-income or unemployed individuals
- Services for special populations – Employment programs and services designed to serve a specific population, such as ex-offender or veterans employment programs

These four categories and the services included were modeled on the United Way’s 2-1-1 existing classification system. Names of some services were modified slightly, and a small number of additional services were added to the United Way’s existing list. However, most of those included in the survey align directly with the United Way’s database.⁶

For all agencies in the United Way’s database, service data was collected and merged into the online survey. This meant that, for each of the four categories mentioned above, surveyed agencies were shown a list of services they reportedly offer (according to 2-1-1). They were then asked to report any services no longer offered and given the option to add services from a checklist that included the full list of options.

This method’s benefit is that, even for agencies that did not complete the survey, some data on their services were still available and could be merged with the survey response data.

Career Counseling, Job Information Most Commonly Offered Among Employment Services

Table 4. Does your organization offer any of the following employment services? (n=125)

<i>Employment Service</i>	<i>Agency count</i>
Career counseling / planning†	70
Job information (e.g. job listings, postings)	70
Job development / placement†	65
Job search techniques	65
Resume preparation assistance	65
Career exploration	63
Job interview training	62
Career / vocational assessment	59
Job readiness	48
Job retraining / work skills†	47
On the job training	41
Job training / education expense assistance	40
Experiential work opportunities	39
Job training resource lists	39
Public access computers	39
Resume posting / blasting services	34
Job clubs	32

†Certain services included in the survey combine two or more taxonomy codes from the 2-1-1 database. For more details, see Appendix B.

SOURCE: UMD COMMUNITY ASSET MAPPING SURVEY, UNITED WAY 2-1-1

Table 4 shows the full list of employment services and the number of agencies that indicated they offer the service. Between the survey respondents and the United Way’s database, information was available on 94 of the 128 agencies. The most common employment services offered include career counseling / planning, job information, job

⁶ For a complete list of United Way services included in the survey and analysis, see Appendix B, Taxonomy Codes.

development / placement, job search techniques, and resume preparation assistance. The least common services include job clubs, resume posting / blasting, public access computers, job training resource lists, and experiential work opportunities.

Few Agencies Provide Apprenticeship Training, Financial Aid

Table 5. Does your organization offer any of the following educational services? (n=125)

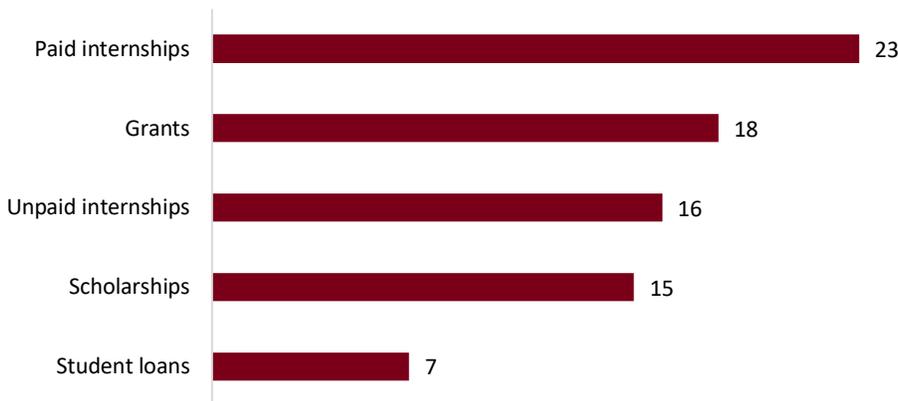
<i>Educational Service</i>	<i>Agency count</i>
Adult basic education (ABE)	36
GED instruction	34
Student career counseling	32
Subject tutoring	29
Classroom training	26
Vocational education	24
Literacy programs	19
Continuing education	18
Internship programs	18
Student financial aid	17
Apprenticeship training	12

SOURCE: UMD COMMUNITY ASSET MAPPING SURVEY, UNITED WAY’S 2-1-1

Table 5 shows the full list of educational services and the number of agencies that indicated they offer the service. Between the survey respondents and the United Way’s database, information was available on 100 of the 128 agencies. The most common educational services offered include adult basic education, GED instruction, and student career counseling. The least common services include apprenticeship training, student financial aid, internship programs, and continuing education.

Numerous Agencies Offer Paid Internships, Grants

Figure 14. Which of the following financial aid / internship programs does your organization provide? (n=27)



SOURCE: UMD COMMUNITY ASSET MAPPING SURVEY

As a follow up to the question about educational services, agencies were asked which financial aid and internship programs their organization provided. Only those that indicated some type of internship or financial aid service in the previous question (n=27) were asked to elaborate. Paid internships and grants were the most common, while student loans (n=7), scholarships (n=15), and unpaid internships (n=16) were slightly less common (Figure 14). It is interesting to note that more agencies report offering “paid internships” (n=23, shown in Figure 14) than “internship programs”

(n=18, shown in Table 5). This could imply that some agencies hire interns internally, to supplement full-time staff, but don't offer internship programs more broadly for the general public.

Substance Abuse, Mental Health, and Shelter Services Least Common Among Agencies

Table 6. Does your organization provide any of the following support services? (n=125)

<i>Support Service</i>	<i>Agency Count</i>	<i>Other Support Service Providers</i>
Bus fare / public transport	34	10
Individual case management	30	37
Work clothing	30	14
Childcare*	25	--
Assistance applying for TANF, SSI, or SSDI	24	1
Mileage reimbursement	24	0
Childcare expense assistance	23	0
Gas card	23	7
Work related expense assistance	23	0
Financial management workshops	22	3
Rental deposit assistance	22	6
Car repair/purchase assistance*	21	--
Food stamps/SNAP assistance	20	3
Rent payment assistance	18	11
Credit counseling	12	7
Food pantry	12	37
General clothing provisions	12	20
Medical expense assistance*	11	--
Mortgage payment assistance	11	7
Substance use treatment expense assistance	10	0
Transitional housing	10	7
Homeless youth shelter	9	2
Mental health services*	9	--
Permanent supportive housing†	9	2
Tax preparation assistance	9	8
Homeless adult shelter	8	4
Day shelter / drop-in center	4	0
Substance abuse services*	4	--
Mental health expense assistance	3	0
Soup kitchen	3	12

* Some support services were included in as options the community asset mapping survey but not collected from the 2-1-1 database. These services were either unavailable in the database or didn't have a corresponding taxonomy that was appropriate. For example, the 2-1-1 database has information on mental health, but the category is very broad and includes many types of services making it very difficult to align with survey data

†Certain services included in the survey combine two or more taxonomy codes from the 2-1-1 database. For more details, see Appendix B.

SOURCE: UMD COMMUNITY ASSET MAPPING SURVEY, UNITED WAY 2-1-1

The third category of services that agencies were asked about were support services, or ancillary services that are commonly requested by job seekers. This list included a wide variety of services, such as soup kitchen, credit counseling, and mental health services. Table 6 shows all the services included in the category, as well as the number

of agencies that offer each. As mentioned earlier, data on support service providers was also collected from United Way 2-1-1. The number of providers that offer each service are shown in the last column in Table 6.

Compared to the employment services, a much smaller number of the surveyed agencies reported offering support services. Fewer than ten surveyed agencies reported offering homeless youth shelter, mental health services, tax preparation assistance, homeless adult shelters, permanent supportive housing, day shelters / drop-in centers, substance abuse services, mental health expense assistance, and soup kitchens. Interestingly, these services were primarily related to housing, mental health, and substance abuse. Considering that mental health services were mentioned frequently as barriers to employment, this could signify an area of need for job seekers and an opportunity for agencies.⁷

It is interesting to note that some support services are offered by a large number of support service providers, even if these services are not widely offered among employment service providers. For example, there are 49 food pantries located throughout the region (12 at locations that offer employment services and 37 at other locations). Work clothing and general clothing provisions are two other services that are offered fairly widely when considering all agencies. However, some of the services that are less common (mental health expense assistance, shelters, and supportive housing) still remain so, even when considering those agencies that provide support services.

WIOA Programs Widely Offered Throughout Region

Table 7. Does your organization offer any of the following services for special populations? (n=125)

<i>Services for Special Populations</i>	<i>Agency count</i>
WIOA programs	34
Welfare to work programs	28
Supported employment	27
Ex-offender programs	25
Displaced worker employment programs	21
Vocational rehabilitation	20
General youth employment programs	19
Summer youth employment programs	18
Veterans employment programs	17
Disability related center-based employment	15
Ticket to work / Self-sufficiency programs	14
Comprehensive disability employment programs	8
Workplace evaluation/modification	7

SOURCE: UMD COMMUNITY ASSET MAPPING SURVEY, UNITED WAY 2-1-1

Finally, agencies were asked to identify any programs and/or services they offer that target a special population or serve a specific purpose. The most commonly reported services were through the federally mandated Workforce Innovation and Opportunity Act (WIOA). It was enacted to help job seekers access support services for employment, education, and training. Adults, dislocated workers, and youth have access to programs, such as adult education, literacy programs, and vocational rehabilitation. The majority of the agencies that reported offering these services are Workforce Center partners, many of which are required by law to offer them. However, there were some additional agencies that reported having WIOA programs.

Of note, the four services for special populations that were least common among survey respondents were all related to serving individuals with disabilities. As mentioned in the previous section, 65 agencies listed individuals with

⁷ As noted in Table 6, certain services included in the survey did not have corresponding data from the 2-1-1 database. For these services, the agency count might slightly under-represent the true availability of the service, as some agencies who did not respond to the survey may actually provide the service.

disabilities as a target population, and 27 of those agencies were identified as having a special focus on individuals with disabilities. However, there still appears to be a gap in services for certain special programs (i.e. disability-related center-based employment, self-sufficiency programs, comprehensive disability employment programs, and workplace evaluation / modification). It could be the case that some of these services involve working directly with employers rather than job seekers, which may be a practice that is less common among surveyed agencies.

Barriers to Employment

One of the survey questions asked agencies to identify the top five barriers facing their organization’s clientele. This section identifies the top barriers facing job seekers (according to surveyed agencies) and then describes which services are available to address the common barriers.

Agencies were given the option to select from a list of 13 common barriers or to describe some other option that was not listed. The thirteen barriers in the list were reliable transportation, affordable housing, access to childcare, criminal history, lack of appropriate soft skills, lack of education / training, mental health issues, chemical dependency, health care costs, access to broadband / technology, interviewing skills, and homelessness. Table 8 summarizes the most common responses for all agencies. In addition, the table shows the top five barriers reported by each of the special categories of agencies (e.g. minority-serving, youth-serving, etc.).⁸

Reliable Transportation Number One Barrier Cited by Local Agencies

Table 8. Top Five Barriers Facing Clientele, by Type of Agency

	<i>All agencies (n=78)</i>	<i>Minority-serving agencies (n=39)</i>	<i>Youth-serving agencies (n=49)</i>	<i>Agencies serving individuals with disabilities (n=22)</i>	<i>Agencies serving low- income individuals (n=26)</i>
1	Reliable transportation	Reliable transportation	<i>Lack of appropriate soft skills</i>	<i>Lack of appropriate soft skills</i>	<i>Mental health issues</i>
2	Lack of education / training	Lack of education / training	<i>Mental health issues</i>	<i>Mental health issues</i>	Reliable transportation
3	Lack of appropriate soft skills	Lack of appropriate soft skills	Reliable transportation	Lack of education / training	<i>Childcare</i>
4	Mental health issues	Mental health issues	Lack of education / training	Reliable transportation	Lack of education / training
5	Childcare	<i>Criminal history</i>	Childcare	<i>Chemical dependency</i>	Lack of appropriate soft skills

SOURCE: UMD COMMUNITY ASSET MAPPING SURVEY

As shown in the table, reliable transportation was the most frequently cited barrier among all survey respondents. Of the 78 survey respondents, 64 agencies mentioned reliable transportation as one of the top five barriers, and nine agencies listed it as the number one barrier. Agencies also reported a lack of education and training, lack of appropriate soft skills, mental health issues, and childcare as being common barriers faced by their clientele. Of the barriers listed in the survey, those that were least commonly selected included access to broadband / technology, health care access, interviewing skills, and computer skills.

Responses were fairly consistent regardless of the type of agency. However, there were some differences between the four groups. For each agency type, barriers that were ranked as being more significant issues for their clients are identified in bold italics in Table 8. For example, minority-serving agencies were more likely to mention criminal

⁸ For each type of agency, the number that responded to the survey question regarding barriers to employment is shown in Table 8.

history as a top-five barrier among their clients. Youth-serving agencies were more likely to select soft skills and mental health issues as top barriers. Agencies that serve individuals with disabilities also put more weight upon soft skills and mental health as barriers. In addition, these agencies were more likely to cite chemical dependency as a problem for their clients. Finally, agencies that target low-income individuals were more likely to list mental health issues and childcare as major barriers.

A number of agencies cited other barriers not listed among the survey options. Most common were financial barriers, such as securing funding for education, earning a living wage, and starting a savings plan. These types of comments were especially common among youth-serving agencies and agencies that serve low-income individuals.

One notable finding regarding access to transportation is that rural agencies were much more likely to list reliable transportation as a top barrier for their clients, likely due to fewer public transportation options beyond the city of Duluth. Among Duluth agencies, reliable transportation was fourth on the list of top five barriers, whereas the rural agencies listed it as the number one barrier.

The next section describes, for each of the most common barriers, which services exist regionally to address each issue, how many agencies provide each service, and whether there is a need to expand services for a specific barrier or population.

Few Agencies Provide Car Repair / Purchase Assistance as Transportation Option

Table 9. Services Addressing Barriers - Reliable Transportation (n=125)

<i>Service</i>	<i>Type</i>	<i>Agency Percentage</i>
Bus fare/public transport	Support Service	27%
Mileage reimbursement	Support Service	19%
Gas card	Support Service	18%
Car repair/purchase assistance	Support Service	17%

SOURCES: UMD COMMUNITY ASSET MAPPING SURVEY, UNITED WAY 2-1-1

As previously mentioned, the most commonly cited barrier among surveyed agencies was a lack of reliable transportation, with rural agencies putting more importance on the issue than Duluth agencies. Table 9 shows, of all services included in the analysis, which ones address this barrier. Bus fare is the most common service offered to agency clients as shown in Table 9, with 34 agencies reportedly offering that service to clients. Due to their location, rural job seekers may have a greater need for some of the other transportation-related services, such as mileage reimbursement, gas cards, and car repair / purchase assistance, all of which are less widely offered.

Employment Agencies Can Offer Alternatives for Workers that Lack Education and Training

Table 10. Services Addressing Barriers - Lack of Education / Training (n=125)

<i>Service</i>	<i>Type</i>	<i>Agency Percentage</i>
Job retraining / work skills	Employment Service	38%
On the job training	Employment Service	33%
Job training / education expense assistance	Employment Service	32%
Public access computers	Employment Service	31%
Experiential work opportunities	Employment Service	31%
Adult basic education (ABE)	Educational Service	29%
GED instruction	Educational Service	27%
Subject tutoring	Educational Service	23%
Classroom training	Educational Service	21%

Vocational education	Educational Service	19%
Literacy programs	Educational Service	15%
Continuing education	Educational Service	14%
Internship programs	Educational Service	14%
Apprenticeship training	Educational Service	10%

SOURCES: UMD COMMUNITY ASSET MAPPING SURVEY, UNITED WAY 2-1-1

The second-most common barrier cited among local agencies was a lack of education and training. More than 50 agencies listed this barrier as being one of the top five affecting their clientele, and 13 cited it as the number one barrier. Interestingly, unlike many of the other barriers described in this section, there are a variety of services offered regionally to address education and training opportunities. A quick scan of the services included in the asset mapping survey found 14 services related to education or training opportunities (Table 10).

The most commonly offered service provided by local agencies is job retraining / work skills, with nearly 50 employment service providers listing this service as one that they offer. Other common services include on the job training, education expense assistance, public access computers, and experiential work opportunities. Interestingly, many of these services are offered not at educational institutions, but at local employment centers. When linking clients with these commonly offered education and training opportunities, the problem may be less about availability and more about cost, awareness, client motivation, or some combination of these issues.

However, there are some education and training services that are less commonly offered. For example, only twelve agencies provide apprenticeship training, and fewer than twenty agencies offer internship programs, continuing education, or literacy programs. These areas might represent opportunities for local institutions to expand offerings.

Few Formal Services Address Lack of Appropriate Soft Skills

Table 11. Services Addressing Barriers - Lack of Appropriate Soft Skills (n=125)

<i>Service</i>	<i>Type</i>	<i>Agency Percentage</i>
Job interview training	Employment Service	50%
Job readiness	Employment Service	38%
Classroom training	Educational Service	21%

SOURCES: UMD COMMUNITY ASSET MAPPING SURVEY, UNITED WAY 2-1-1

A lack of appropriate soft skills is another area that was frequently listed by local agencies as being a problem among job seekers. Of the surveyed agencies, 45 listed this as one of the top five barriers facing their clients, and eight cited it as the number one barrier. Unfortunately, very few services included in the survey directly address this issue. Job interview training, job readiness, and classroom training are three services that can help job seekers work on improving their soft skills. Of these services, job interview training is the most widely offered, with 62 agencies offering it to clients, followed by job readiness (n=48), and classroom training (n=26), respectively (Table 11).

Very Few Agencies Offer Mental Health Services Directly to Clients

Table 12. Services Addressing Barriers - Mental Health Issues (n=125)

<i>Service</i>	<i>Type</i>	<i>Agency Percentage</i>
Medical expense assistance	Support Service	9%
Mental health services	Support Service	7%
Mental health expense assistance	Support Service	2%

SOURCES: UMD COMMUNITY ASSET MAPPING SURVEY, UNITED WAY 2-1-1

Mental health issues was the fourth most common barrier cited among surveyed agencies, with 49 agencies listing it in their top five, and six agencies ranking it as the number one issue facing their clients. Agencies classified as youth-serving, serving individuals with disabilities, and serving low-income individuals were all more likely to list mental health issues as a barrier for their clientele.

Only three services included in the community asset mapping survey address mental health issues. They include medical expense assistance, mental health services, and mental health expense assistance. As shown in Table 12, very few surveyed agencies offer these services. In fact, only nine agencies offer mental health services as an option for clients. To be clear, this does not mean that mental health services are not offered anywhere within the region. There are numerous options locally for individuals seeking mental health assistance. However, very few employment service providers provide those services directly.

This brings up an important question for employment service providers: what role should employment agencies play in connecting job seekers with mental health assistance? Is there a need for more on-site counseling options? How could more agencies assist with mental health expenses? Alternatively, should agencies simply have a list of mental health resources available for clients that need them? Especially for those agencies where mental health issues are of great concern to their clients, these topics might warrant further examination.

One in Five Surveyed Agencies Offer Childcare, Childcare Expense Assistance

Table 13. Services Addressing Barriers - Access to Childcare (n=125)

<i>Service</i>	<i>Type</i>	<i>Agency Percentage</i>
Childcare	Support Service	20%
Childcare expense assistance	Support Service	18%

SOURCES: UMD COMMUNITY ASSET MAPPING SURVEY, UNITED WAY 2-1-1

Access to childcare is a common concern among many job seekers, and a number of surveyed agencies (n=26) listed childcare as one of the top five barriers to their clients. However, as shown in Table 13, only two services listed in the community asset mapping survey address this barrier: childcare and childcare expense assistance, with about 20% of the surveyed agencies offering one of these two services. In most cases, the same agencies that offer childcare offer expense assistance and vice versa.

As with mental health services, it is important to note that childcare services are available through many other providers, and the counts shown here do not reflect the full list of childcare providers in the region. However, employment service agencies should be aware of the difficulties clients face in finding childcare and should be able to direct clients to the appropriate resources when necessary.

Few Agencies that Cite Criminal History as a Barrier Have Ex-Offender Programs

Table 14. Services Addressing Barriers - Criminal History (n=125)

<i>Service</i>	<i>Type</i>	<i>Agency Percentage</i>
Ex-offender programs	Service for Special Populations	20%

SOURCES: UMD COMMUNITY ASSET MAPPING SURVEY, UNITED WAY 2-1-1

While criminal history was not among the top five barriers listed by all surveyed agencies, 26 agencies did rank it among the top five, and it was among the top five barriers for minority-serving agencies (Table 14). Of the services included in the community asset mapping survey, only one addresses this barrier: ex-offender programs.

Interestingly, the majority of those that cite criminal history as a barrier are not the same agencies that offer ex-offender programs. One strategy for agencies that serve a large population of ex-offenders or individuals with a criminal background would be to build partnerships with the local agencies that offer this particular service.

Few Services Available for Individuals with Substance Abuse Issues

Table 15. Services Addressing Barriers - Chemical Dependency (n=125)

<i>Service</i>	<i>Type</i>	<i>Agency Percentage</i>
Substance use treatment expense assistance	Support Service	8%
Substance abuse services	Support Service	3%

SOURCES: UMD COMMUNITY ASSET MAPPING SURVEY, UNITED WAY 2-1-1

Lastly, chemical dependency was cited by a significant number of agencies (n=17) as being a major barrier among their clients (Table 15). Agencies classified as serving a large number of individuals with disabilities were more likely to rank this barrier among their top five. Of the services included in the asset mapping survey, only two address chemical dependency issues: substance use treatment expense assistance and substance abuse services. Only a handful of agencies report offering these services. This could be an area of great need, particularly among certain populations.

In addition to identifying specific services that address the most common barriers to employment, it can be helpful to examine which services, if any, address the needs of a specific group or population. The following tables provide a summary of services aimed at three key populations identified from survey responses: youth, individuals with disabilities, and low-income individuals.

One-Quarter of Surveyed Agencies Provide Student Career Counseling

Table 16. Services Aimed at Specific Populations - Youth (n=125)

<i>Service</i>	<i>Type</i>	<i>Agency Percentage</i>
Student career counseling	Educational Service	26%
Student financial aid	Educational Service	18%
General youth employment programs	Service for Special Populations	15%
Summer youth employment programs	Service for Special Populations	14%
Homeless youth shelter	Support Service	7%

SOURCES: UMD COMMUNITY ASSET MAPPING SURVEY, UNITED WAY 2-1-1

Many of the surveyed agencies cite youth as a target population. Between young adults, adolescents, high school students, and college students, there are many opportunities for agencies to serve some youth population. And, as mentioned previously, 52 agencies were classified as youth-serving, based on whether they had programs that targeted at-risk youth or mentioned youth multiple times in their survey response.

Because of the importance of this demographic group, the services included in the survey that are aimed specifically at youth are shown in Table 16. Student career counseling and student financial aid are most widely offered, while relatively few agencies (n=9) report having a homeless youth shelter.

Many Agencies Serve Individuals with Disabilities, but Few Have Programs Specifically for Them

Table 17. Services Aimed at Specific Populations - Individuals with Disabilities (n=125)

<i>Service</i>	<i>Type</i>	<i>Agency Percentage</i>
Supported employment	Service for Special Populations	22%
Vocational rehabilitation	Service for Special Populations	21%
Disability related center-based employment	Service for Special Populations	12%
Ticket to work / Self-sufficiency programs	Service for Special Populations	11%
Comprehensive disability employment programs	Service for Special Populations	6%
Workplace evaluation / Modification	Service for Special Populations	6%

SOURCES: UMD COMMUNITY ASSET MAPPING SURVEY, UNITED WAY 2-1-1

Table 17 highlights the services specifically aimed at individuals with disabilities. Considering that 65 agencies report individuals with disabilities as a target population (Figure 12, page 23), the counts shown in this table are surprisingly low. Even the services that are most widely offered (supported employment, vocational rehabilitation) are provided by fewer than 30 agencies regionally. In addition, some services are offered by only a handful of agencies, such as comprehensive disability employment programs and workplace evaluation and modification. The local workforce boards may consider evaluating the services offered to this population and determine if there are gaps that should be addressed by the local providers or if new services are needed.

Many Support Services Available for Low-Income Individuals

Table 18. Services Aimed at Specific Populations - Low Income (n=125)

<i>Service</i>	<i>Type</i>	<i>Agency Percentage</i>
Bus fare / Public transport	Support Service	27%
Welfare to work programs	Service for Special Populations	22%
Assistance applying for TANF, SSI, or SSDI	Support Service	19%
Mileage reimbursement	Support Service	19%
Childcare expense assistance	Support Service	18%
Work related expense assistance	Support Service	18%
Student financial aid	Educational Service	18%
Financial management workshops	Support Service	18%
Rental deposit assistance	Support Service	18%
Food stamps / SNAP assistance	Support Service	16%
Rent payment assistance	Support Service	14%
Credit counseling	Support Service	10%
Food pantry	Support Service	10%
Medical expense assistance	Support Service	9%
Mortgage payment assistance	Support Service	9%
Tax preparation assistance	Support Service	7%
Mental health expense assistance	Support Service	2%

SOURCES: UMD COMMUNITY ASSET MAPPING SURVEY, UNITED WAY 2-1-1

The definition of low-income can vary depending on the agency or program and criteria. Therefore, it is difficult to determine which services are available to a majority of low-income individuals. However, a quick scan of the services included in the survey found 17 services that might be categorized as serving primarily low-income populations (Table

18). These services include help applying for Temporary Assistance for Needy Families (TANF), food stamps, and other social assistance programs as well as services that provide financial assistance or reimbursement for various common expenses like welfare-to-work programs. The most commonly offered services are bus fare / public transportation and welfare-to-work programs. Conversely, only three agencies provide mental health expense assistance (n=3). Considering that mental health issues were the top barrier cited among agencies that serve large low-income populations, this seems like a very obvious gap in service for this population.

Chapter III. Geographic Data and Mapping

This chapter describes the geographic data obtained for the asset mapping and the analysis of these data. Identifying and obtaining relevant, current demographic data to provide context for agency locations and analysis was the first task of the mapping component. The geographic data helped to visualize potential gaps and provide context for the survey data. Availability of and access to employment and education services was analyzed using additional geographic data and techniques. Some key findings from the geographic analysis are offered. The maps shown in this chapter were used as content for the web-based application for exploration.

Chapter III Key Findings

- All employment service (n=128) and support service (n=78) provider locations were mapped, along with regional demographics and public transportation routes.
- Combined, St. Louis and Itasca Counties house more than 75% of the region's residents and a similar proportion of the area's employment service providers.
- More than half of the residents in the region reside within commuting distance of Duluth. Roughly 35% live in small towns and commute to small urban clusters. The remaining 10% live in low commuting small towns or rural areas. The distribution of agencies generally follows the same pattern.
- In Carlton County, 29% of the population lives in the small town and rural areas of the county, but all of the county's employment agencies are located in the city of Cloquet. A similar imbalance exists in Lake County.
- Carlton County has more than 35,000 residents but only ten employment service agencies, giving it an individual-to-agency ratio of 3,544, the highest in the region. However, much of this population can reach Duluth agencies in less than 30 minutes.
- Three of the populations that are most widely served by local agencies, according to the survey results (low-income individuals, individuals with disabilities, and older adults), have some of the highest individuals-to-agency ratios.
- Only 16 local agencies reported serving specific racial and ethnic groups as a target population, while more than 27,000 of the area's residents identify as a racial or ethnic minority.
- Over 95% of the seven-county's total population is within a 60-minute drive from a Workforce Center. However, the 5% outside of that driving distance includes all of Cook and much of Lake County.
- The Duluth Workforce Center is the closest Workforce Center for 40% of the region's population. More than 8,000 residents must drive 60 minutes or more to reach that location.
- In total, 27 employment services agencies are not within a half mile of a public transit stop, and four agencies were found to be inaccessible by any form of public transit, including Dial-A-Ride services. A number of these locations are in the towns of Grand Rapids and International Falls.

Background

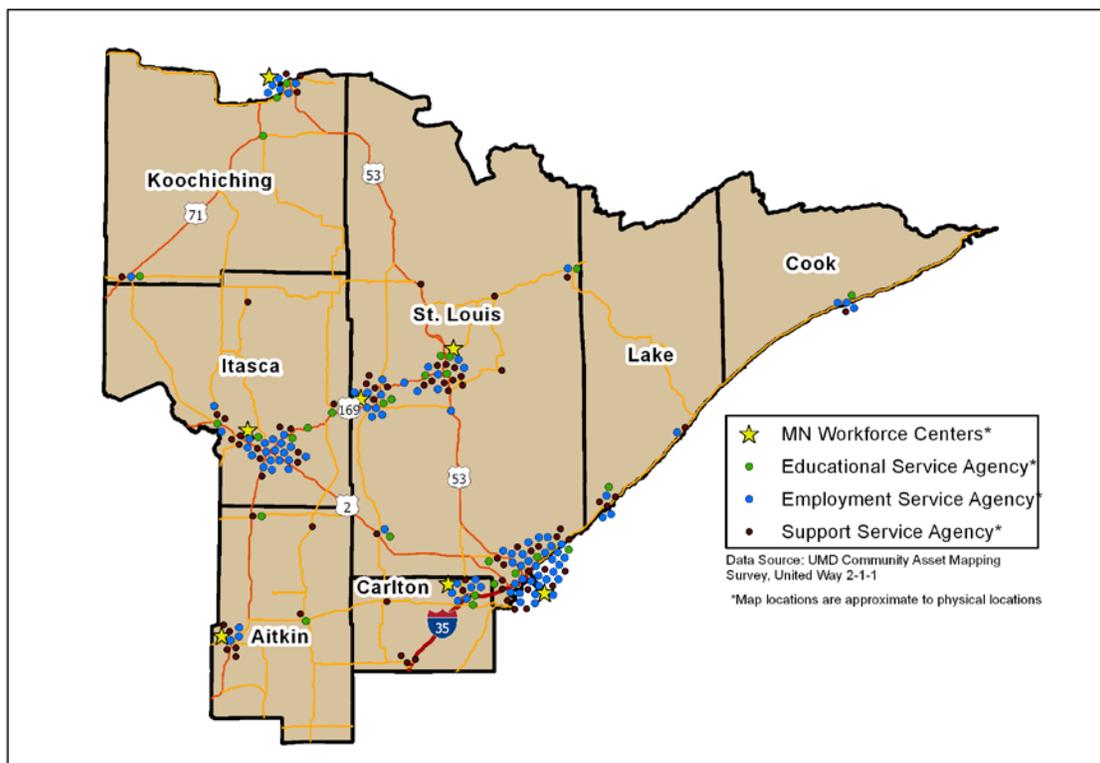
Geographic data were obtained from a variety of sources and are listed below.

- UMD Community Asset Survey and associated interviews (described in Chapter III)
- United Way's 2-1-1 data for target populations, services offered, service area.
- U.S. Census American Community Survey sample: 2015 – 5-year estimates (population, unemployment rate, veteran, disability status; age, race and ethnicity, poverty status)
- U.S. Census 2010 Demographic Profile for total population and institutionalized population.
- DEED customer registration system for workforce registration totals, race and ethnicity, disability, and veteran status (MinnesotaWorks.net)
- Rural-Urban Commuting Area Codes for rural urban classification (USDA Economic Research Service)
- MN Geocommons for base data and political boundaries (<https://gisdata.mn.gov/>).
- Esri World Street Map for base data for geocoding (Esri, Tele Atlas)
- NE MN Transit agencies (used for bus stop and route access analysis – these data are discussed in detail in Appendix D)

All of the data are publicly available, save the data from the DEED customer registration system. Data used in the geographic analysis requiring more explanation are described in the following subsections. References to access the data from its source are listed in Appendix C.

Agencies Clustered Primarily in Urban Centers

Figure 15. Surveyed Agencies (n=128) and Support-service (n=76) Provider Locations



SOURCES: UMD COMMUNITY ASSET MAPPING SURVEY, UNITED WAY 2-1-1

Figure 15 reveals the surveyed agency locations and the 76 additional United Way 2-1-1 support-service providers that were included in the web application for the project's seven-county region. In this map, the agencies are purposefully dispersed to illustrate numbers and density at this scale, and therefore, symbols only approximate the agency's true physical location.

Numerous Agencies Located in Downtown Duluth

Figure 16. Employment-service Providers and Support-service Provider Locations in Duluth, MN



SOURCES: UMD COMMUNITY ASSET MAPPING SURVEY, UNITED WAY 2-1-1

Figure 16 shows a close-up of all agencies in Duluth, MN. Points are not dispersed on this map. Multiple agencies may be located at one address. As such, only a sample of the downtown Duluth locations are labeled.

Regional Distribution of Agencies

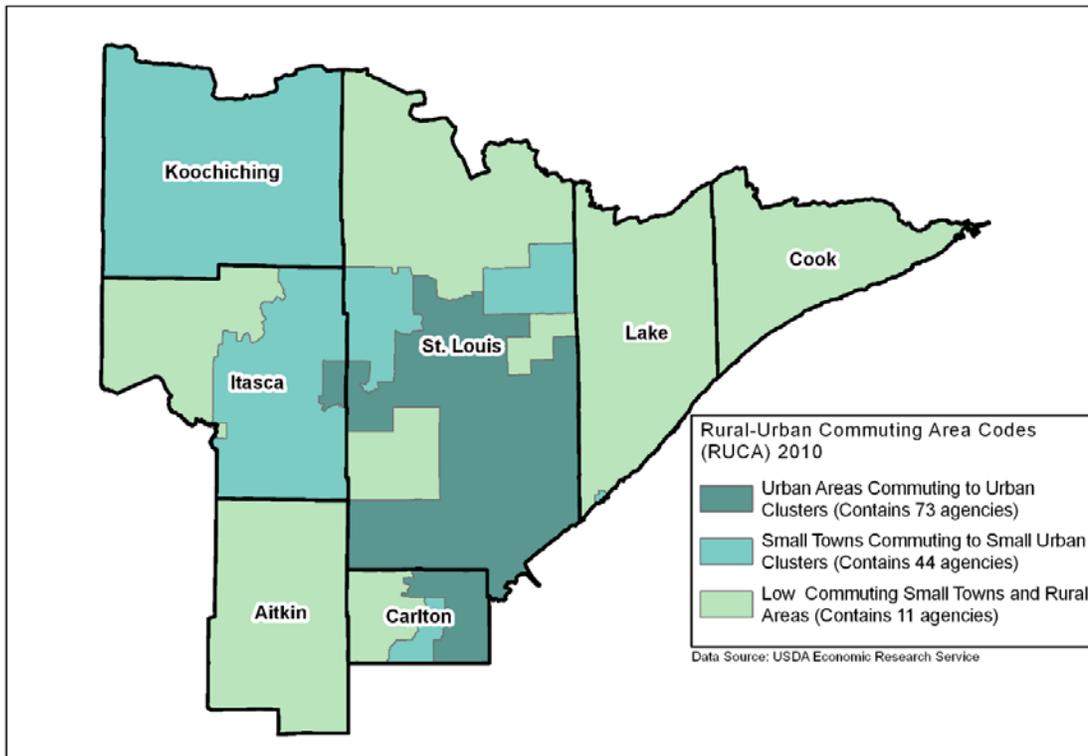
In Minnesota's Northeast region, a large proportion of the population lives in rural areas and many residents commute long distances to the city of Duluth, the area's major metropolitan center, or to other smaller urban centers. This section compares the regional distribution of employment agencies to the distribution of the region's population, using commuting patterns rather than county lines.

Rural-urban commuting area (RUCA) codes classify U.S. census tracts using measures of population density, urbanization, and daily commuting. Codes between 1 and 10 delineate metropolitan, micropolitan, small town, and rural commuting areas based on the size and direction of the primary (largest) commuting flows.⁹ For the purpose of this analysis, ten codes were aggregated into three (Figure 17) and these three codes were used to consider the rurality of each census tract.

⁹ (United States Department of Agriculture (USDA). "2010 Rural-Urban Commuting Area (RUCA) Codes" Accessed on 5/17/17).

All of Cook, Aitkin Counties Considered Rural, Few Residents Commute to Urban Areas

Figure 17. Rural Classification Using ERS Rural-Urban Commuting Area Codes



SOURCES: USDA ECONOMIC RESEARCH SERVICE, RURAL-URBAN COMMUTING AREA CODES.

The first group, “urban areas commuting to urban clusters”, contains census tracts classified within Duluth, the only defined metropolitan core in the region, as well as census tracts that are considered “small town, high commuting” – where the primary commuting flow is to an urban area of 50,000 or larger. The high commuting areas outside of the urban clusters are not job centers themselves, but may serve as a bedroom community to the nearby Duluth area. This group contains 57% of all agencies (n=73).

The second group, “small towns commuting to small urban clusters,” includes census tracts where the primary commuting is within an urban cluster of 10,000 to 49,999 (Cloquet area) or has moderate commuting to an urban cluster of this size. Roughly 35% of all regional agencies (n=44) are located in one of these areas.

The third category includes classifications of commuting within or commuting to small towns or “urban clusters” (developed areas of less than 10,000 people) as well as “rural areas” defined in the RUCA classification, where the commuting flow is outside of any urban area or cluster. Less than 10% of all agencies (n=11) are located in these regions.

Distribution of Agencies Generally Aligned with Population, Lake and Carlton Counties are Exceptions

Table 19. Population in Rural-Urban Commuting Classes Compared to the Number of Agencies in Each Class

	Percent of population living in RUCA aggregate classes			Number of agencies in RUCA aggregate classes		
	Urban Areas Commuting to Urban Clusters	Small Towns Commuting to Small Urban Clusters	Low Commuting Small Towns and Rural Areas	Urban Areas Commuting to Urban Clusters	Small Towns Commuting to Small Urban Clusters	Low Commuting Small Towns and Rural Areas
Aitkin	0%	0%	100%			6 (100%)
Carlton	71%	19%	10%	10 (100%)		
Cook	0%	0%	100%			4 (100%)
Itasca	6%	83%	12%	1 (4%)	25 (96%)	
Koochiching	0%	100%	0%		12 (100%)	
Lake	0%	37%	63%		4 (80%)	1 (20%)
St. Louis	87%	8%	5%	62 (95%)	3 (5%)	
TOTALS	62%	24%	14%	73 (57%)	44 (34%)	11(9%)

SOURCES: U.S. CENSUS 2010, USDA ECONOMIC RESEARCH SERVICE, RURAL-URBAN COMMUTING AREA CODES.

Table 19 shows, by county, the share of population distributed in each RUCA class as compared to the agency distribution within each class. Overall, most agencies were distributed in similar proportions to the population distribution between urban and rural commuting classifications. Two exceptions were in Lake County, where more individuals (63%) live in the “low commuting, small towns and rural areas” part of the county than in Two Harbors (37%), yet four out of five of the employment agencies are located in Two Harbors. Similarly, in Carlton County, 29% of the population lives in the small town and rural areas of the county, but all 10 of the employment agencies are located in the urban cluster and commuting area of the city of Cloquet. Over the entire region, the share of agencies roughly follows the share of population in each class.

Location of Agencies by Populations Served

In the asset mapping survey, agencies were asked a number of questions regarding the populations they primarily serve. As noted previously, low-income individuals, older adults, and individuals with disabilities were most frequently mentioned as target populations, while refugee populations, specific ethnic groups, and offenders were least common (see Figure 12, page 23 for more details). In order to determine whether there are appropriate services available for the regional population distribution, additional data were collected from the 2011-2015 American Community Survey (ACS) 5-year estimates at the county level.¹⁰ This section describes the population distribution of each target demographic as compared with the distribution of agencies claiming to serve that demographic and highlights opportunities and gaps based on the findings.¹¹

¹⁰ While some of the data collected from the ACS are not a perfect match for the criteria used in the survey (e.g. refugee populations, offenders, adolescents), the measures still provide an approximation of the population for each category.

¹¹ Attempts were also made to gather data on the demographics of job seekers in each county from Minnesota’s Department of Employment and Economic Development (DEED). However, the organization collects limited data on this population. A report analyzing the unemployed population’s Workforce Center usage was published by DEED in 2003. The results provided some insight into the percentage of the region’s population that visited their local workforce center (25.5% in Duluth compared with 10.1% in Northeast Minnesota), but no detailed demographics. Source: Minnesota Economic Trends Article, “Workforce Centers Reaching More Customers,” <https://mn.gov/deed/newscenter/publications/trends/december-2014/>

The table below shows, for each of the target populations included in the survey, the ACS data source that was used to estimate the number of individuals within that regional population.

Table 20. Target Populations from Survey and American Community Survey Data Sources

<i>Target Population Included in Survey</i>	<i>American Community Survey Data Source</i>
Total population	
Low income individuals	Individuals with income below 200% of poverty level
Individuals with disabilities	Total civilian noninstitutionalized population with a disability
Older adults	Population age 55 and older
Adults	Population 18 years and over
Unemployed individuals	Unemployed population, 16 years and older
Young adults	Population age 18 to 24 years
Veterans	Veteran population 18 years and over
Adolescents	Population age 15 to 19 years
College students	Individuals enrolled in college, undergraduate years
High school students	Individuals enrolled in grades 9 to 12
Homeless people	People experiencing homelessness (at emergency and transitional shelters)
Offenders	2016 Probation Survey, 2016 Year-end population by county ¹²
Racial / ethnic minorities	Non-white, not Hispanic or Latino
Refugee populations	Population of non-U.S. citizens

SOURCE: UMD COMMUNITY ASSET MAPPING SURVEY, AMERICAN COMMUNITY SURVEY, MINNESOTA DEPARTMENT OF CORRECTIONS

Using the survey results and demographic data from the American Community Survey the research team compared, for each county, the number of agencies that reported serving a given target population with the actual number of individuals in that population county-wide.

St. Louis, Itasca Counties Home to Majority of Regional Agencies

Table 21. Number of Agencies Serving Target Populations, by County

	<i>Aitkin</i>	<i>Carlton</i>	<i>Cook</i>	<i>Itasca</i>	<i>Kooch -iching</i>	<i>Lake</i>	<i>St. Louis</i>	<i>Total</i>
All Agencies	6	10	4	26	12	5	65	128
Low income individuals	5	5	3	10	5	2	37	67
Individuals with disabilities	3	5	2	10	8	3	35	66
Older adults	3	5	3	11	5	1	35	63
Adults	3	5	3	8	5	1	33	58
Unemployed individuals	4	4	3	10	5	1	31	58
Young adults	4	4	3	7	4	1	31	54
Veterans	3	5	2	7	5	1	28	51
Adolescents	5	3	2	10	3	2	24	49
College students	3	3	3	5	3	1	24	42
High school students	3	2	2	4	5	2	23	41
Homeless people	3	3	2	6	3	1	21	39
Offenders	3	3	1	4	4	1	21	37
Racial/ethnic minorities	1	2	2	2	2	1	6	16
Refugee populations	0	0	0	0	0	0	1	1

SOURCES: UMD COMMUNITY ASSET MAPPING SURVEY, UNITED WAY 2-1-1

Table 21 shows the number of agencies that reported serving the selected target populations, by county. The total number of agencies are shown in the first row of the table, followed by the number serving each demographic group.

¹² Minnesota Department of Corrections, 2016

St. Louis County Home to more than 60% of Region's Residents, Cook County Only 2%

Table 22. Number of Individuals within Target Populations (in Thousands), by County

	<i>Aitkin</i>	<i>Carlton</i>	<i>Cook</i>	<i>Itasca</i>	<i>Kooch- iching</i>	<i>Lake</i>	<i>St. Louis</i>	<i>Total</i>
Population	15.8	35.4	5.2	45.4	13.1	10.8	200.5	326.1
Low income individuals	5.8	10.8	1.6	15.5	4.7	3.3	64.1	105.8
Individuals with disabilities	2.8	4.0	0.6	7.1	2.3	1.4	27.9	46.0
Older adults	7.5	10.6	2.3	16.9	5.0	4.5	64.2	110.9
Adults	13.1	27.2	4.4	35.7	10.5	8.8	161.8	261.4
Unemployed individuals	0.5	0.9	0.1	1.5	0.5	0.2	7.2	11.0
Young adults	0.8	2.7	0.3	3.2	0.9	0.6	25.7	34.2
Veterans	2.0	3.0	0.5	4.4	1.2	1.1	16.3	28.5
Adolescents	0.8	2.2	0.2	2.7	0.8	0.5	14.0	21.2
College students	0.3	1.8	0.1	1.7	0.4	0.2	17.8	22.3
High school students	0.8	1.9	0.2	2.3	0.7	0.6	8.8	15.1
Homeless people	0.0	-	-	0.0	-	0.0	0.2	0.3
Offenders ¹³	0.6	0.6	0.1	1.1	0.4	0.1	3.6	6.4
Racial/ethnic minorities	0.9	4.1	0.7	3.5	0.8	0.4	16.7	27.1
Refugee populations	0.1	0.1	0.2	0.1	0.3	0.1	2.0	2.9

SOURCE: 2011-2015 AMERICAN COMMUNITY SURVEY (ACS) 5-YEAR ESTIMATES

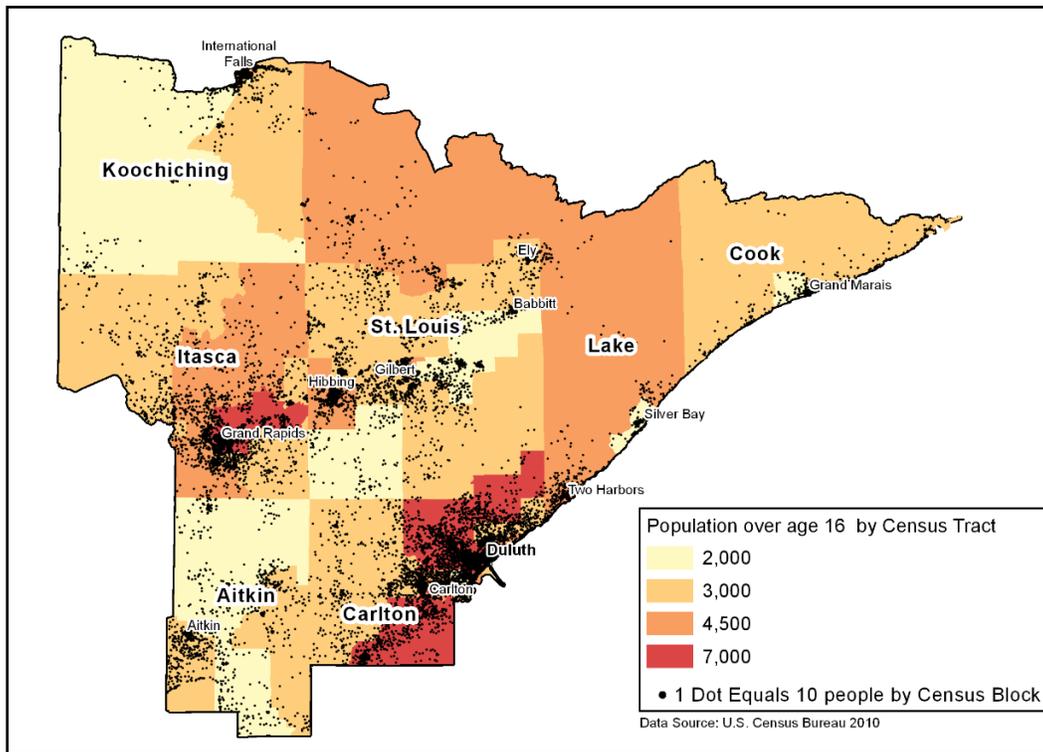
Table 22 shows the estimated number of individuals, in thousands, within each target population, based on demographic data from the ACS. In total, more than 326,000 individuals live in the seven-county region, with more than 200,000 (61%) residing in St. Louis County. Figure 18, on the following page, provides a visual display of the population distribution.¹⁴ As shown in Table 22, adults represent the largest of the target populations, with more than 260,000 individuals age 18 and older in the region, followed by older adults (110,000) and low-income individuals (105,000).

¹³ Data source: Minnesota Department of Corrections 2016 Probation Survey, 2016 Year-end population by county

¹⁴ More demographic maps can be found in Appendix C.

Duluth, Grand Rapids Most Densely Populated Areas in Region

Figure 18. Total Census 2010 Population by Census Tract Using Dot Density



SOURCE: U.S. CENSUS BUREAU

Carlton County Home to Fewest Agencies, Cook County Most, Relative to Population

Table 23. Number of Individuals in Target Population to Number of Agencies Serving Population, by County

	Aitkin	Carlton	Cook	Itasca	Kooch- iching	Lake	St. Louis	Region Average
All agencies	2,640	3,544	1,299	1,744	1,088	2,150	3,085	2,548
Low income individuals	1,153	2,167	539	1,548	932	1,646	1,734	1,579
Individuals with disabilities	941	795	305	706	282	452	797	697
Older adults	2,492	2,112	758	1,534	1,005	4,494	1,833	1,760
Adults	4,361	5,437	1,456	4,462	2,091	8,772	4,903	4,506
Unemployed individuals	126	234	38	152	100	243	231	189
Young adults	210	682	94	454	215	624	828	633
Veterans	668	608	240	534	235	1,091	583	560
Adolescents	162	721	112	272	261	258	585	434
College students	88	598	36	338	143	232	742	532
High school students	257	934	95	566	132	288	382	368
Homeless people	4	0	0	4	0	26	11	8
Offenders	186	190	94	271	101	145	170	173
Racial/ethnic minorities	889	2,028	352	1,751	414	402	2,780	1,691
Refugee populations	-	-	-	-	-	-	1,988	2,896

SOURCES: 2011-2015 AMERICAN COMMUNITY SURVEY 5-YEAR ESTIMATES, UMD COMMUNITY ASSET MAPPING SURVEY, UNITED WAY 2-1-1, RURAL-URBAN COMMUTING AREA CODES, USDA ECONOMIC RESEARCH SERVICE, MINNESOTA DEPARTMENT OF CORRECTIONS 2016 PROBATION SURVEY

Table 23 shows, for each county, the ratio of individuals in a given population over the number of agencies that reported serving that population.¹⁵ For example, in Aitkin County, there are 1,153 low-income individuals for every one agency that reported serving that population in their survey response. Many interesting conclusions can be drawn from the results in the table.

First, it is interesting to note that the three populations that are most commonly served by local agencies, according to the survey results (low-income individuals, individuals with disabilities, and older adults, as shown on page 16) have some of the highest individuals-to-agency ratios in Table 23. For example, there are nearly 1,600 low-income individuals in the region for every employment service agency that specializes in low-income individuals. While it is important to note that not every individual in these demographic groups is a job seeker, there might be a need for more agencies that serve these populations.

These findings also show that racial and ethnic minorities, while not a significant percentage of the overall population in the region, are among the groups with the largest individuals-to-agency ratios, simply because so few agencies reported serving those populations specifically. This is not to suggest that local agencies don't provide services to racial and ethnic minorities. However, only 16 local agencies reported serving specific racial and ethnic groups as a target population, while more than 27,000 of the area's residents identify as a racial or ethnic minority. There might be an opportunity for more agencies to make an effort to specialize in serving these populations.

According to the findings, only one regional agency reported serving refugees as a target population. Because the ACS measure used to estimate the group is actually a count of non-U.S. citizens, not refugees, the true ratio of individuals-to-agencies is most definitely smaller than the one shown (2,896). However, the population might still benefit from increased access to services seeing as how the region has only one agency that specializes in it.

Finally, it is helpful to look specifically at differences or trends between the counties. Although Cook County only has the fewest total number of agencies (n=4), it also has the smallest population. Therefore, the individuals-to-agency ratio is relatively low as compared to other counties. On the other hand, Carlton County has a fairly large population overall (more than 35,000 residents) but only ten employment service agencies, which gives the county a fairly high number of individuals to agencies for nearly every demographic group. While Carlton County's residents may still have fairly good access to employment services due to their relative proximity to the city of Duluth, it may be helpful to look at the locations and services provided by the agencies located there to ensure that they are meeting the needs of the county's job seekers.

Transportation Access to Agencies

In the survey, agencies were asked whether their organization is charged with serving a geographic target, and then asked to specify the target area. Many agencies indicated that they serve multiple counties or they provided no service area definition (i.e. all individuals may utilize services regardless of residence). Unfortunately, these self-reported service areas make it difficult to identify gaps in service. Instead, reasonable driving distances¹⁶ and public transportation routes were used to identify communities and/or regions that have limited geographic access to employment services. This section summarizes the results of those findings.

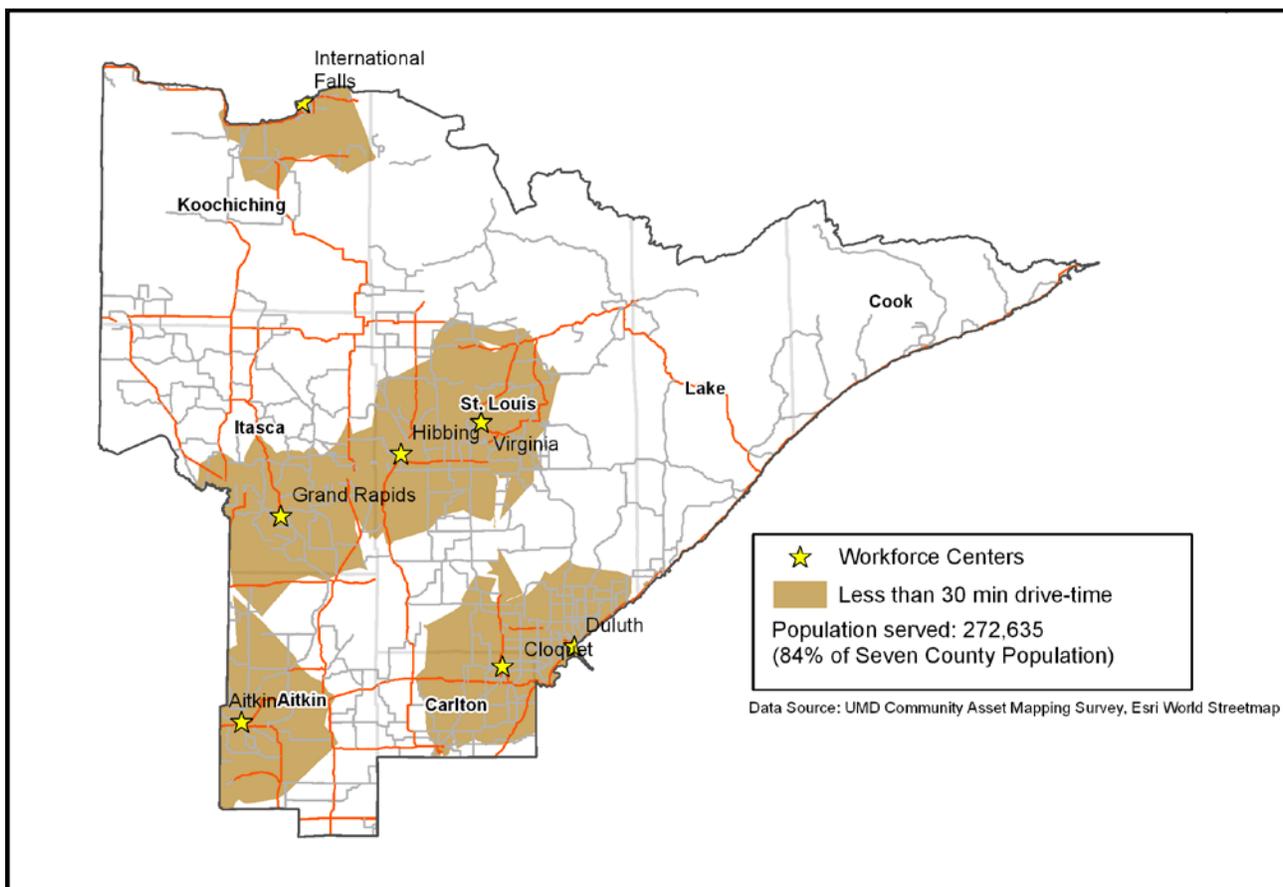
Figures 19-21 show areas within a 30-minute drive of Workforce Centers and agencies with educational and employment services, respectively.

¹⁵ ACS measures for homeless people likely underestimates their true numbers as the estimate includes only those living in shelters.

¹⁶ U.S. Census block centerpoints with 2010 population and a street network with speed limits were used to determine driving time (Esri World Streetmap).

84% of Region Within 30 Minutes of Nearest Workforce Center

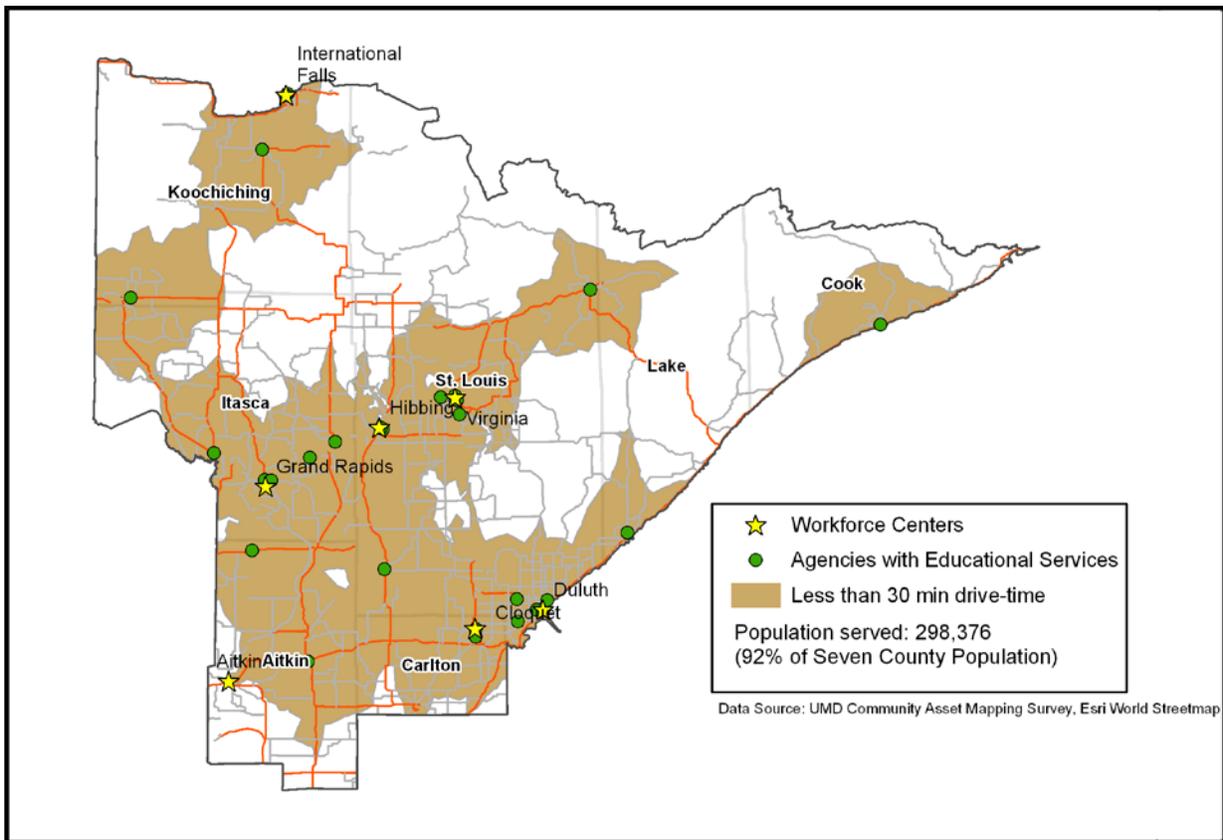
Figure 19. Workforce Centers and Associated 30-minute Drive



SOURCES: U.S. CENSUS 2010, ESRI WORLD STREETMAP

Gaps in Access Primarily in Lake, Northern St. Louis County

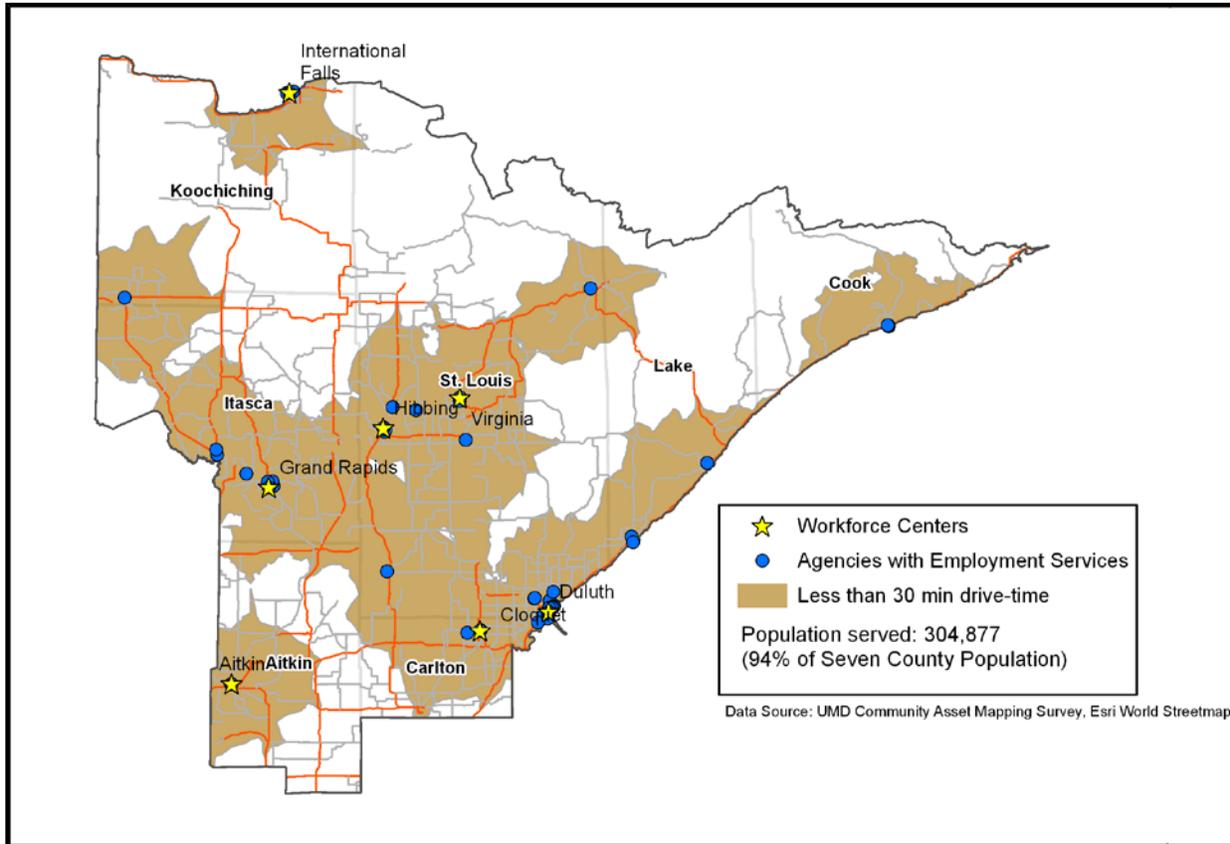
Figure 20. Agencies with Educational Services and Associated 30-minute Drive



SOURCES: U.S. CENSUS 2010, ESRI WORLD STREETMAP

Nearly all of Region's Population Within 30 Minutes of Employment Agency

Figure 21. Agencies with Employment Services and Associated 30-minute Drive



SOURCES: U.S. CENSUS 2010, ESRI WORLD STREETMAP

More than 90% of the region's population is located within 30 minutes of an agency with employment or educational services even considering the rural nature of the seven-county region. However, a smaller proportion (84%) of the population are within a 30-minute drive of a Workforce Center.

Nearly All Residents Less Than 60 Minutes from Nearest Educational Institution, Employment Agency

Table 24. Total Population Within a 30- and 60-minute Drive Time to Workforce Centers and Employment and Educational Agencies

<i>County Name</i>	<i>Population within 30-min driving distance</i>	<i>% within 30-min</i>	<i>Population within 60-min driving distance</i>	<i>% within 60-min</i>
Workforce Centers				
Aitkin	11,047	68.2%	16,106	99.4%
Carlton	32,006	90.4%	35,386	100.0%
Cook	0	0.0%	0	0.0%
Itasca	37,329	82.8%	43,595	96.8%
Koochiching	11,017	82.8%	12,242	92.0%
Lake	496	4.6%	6,867	63.4%
St. Louis	176,392	88.4%	196,375	98.5%
Educational Agencies				
Aitkin	9,109	56.2%	16,202	100.0%
Carlton	34,109	96.4%	35,386	100.0%
Cook	3,784	73.8%	4,772	93.1%
Itasca	41,916	93.0%	45,058	100.0%
Koochiching	12,357	92.9%	13,194	99.2%
Lake	7,474	69.0%	10,743	99.2%
St. Louis	188,781	94.6%	198,960	99.8%
Employment Agencies				
Aitkin	11,453	70.7%	16,106	99.4%
Carlton	33,345	94.2%	35,386	100.0%
Cook	3,875	75.6%	4,823	94.1%
Itasca	42,089	93.4%	45,056	100.0%
Koochiching	11,866	89.2%	13,019	97.9%
Lake	10,557	97.4%	10,748	99.2%
St. Louis	191,004	95.8%	198,706	99.6%

SOURCES: U.S. CENSUS 2010, ESRI WORLD STREETMAP

Table 24 shows the total population within 30- and 60-minute drive time to Workforce Centers, educational agencies, and employment agencies by county. The analysis of the Workforce Centers within a 30-minute drive time reveals significant gaps for both Lake and Cook Counties. Aitkin County is the next least-served by a Workforce Center, with only two-thirds of the population within a 30-minute driving distance. Over 80% of the populations for each of the other counties is within 30 minutes of a Workforce Center.

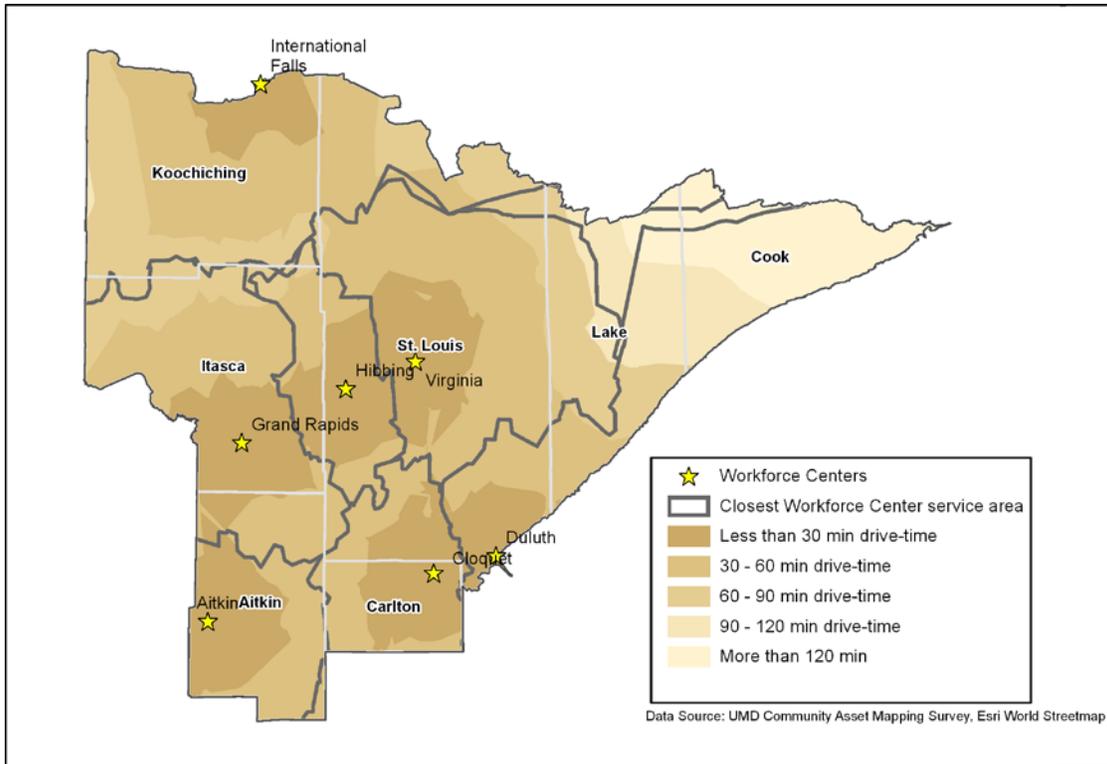
Educational and employment agencies are accessible to a much larger population, as there are more locations in these categories. A fairly large proportion of Aitkin County’s residents are more than 30 minutes from an educational institution (44%) or an employment agency (30%). Cook and Lake County also have some residents with limited access to these types of agencies. However, nearly all of the counties’ residents are within 60 minutes of an educational institution or employment agency.

In addition to examining the accessibility within each county, the research team also chose to estimate driving distance for all the residents in the region, based on proximity to nearest workforce center. As shown in Figure 22, the region was divided into 7 exclusive service areas defined by the closest Workforce Center. Inequities in service areas

can be seen in both service area boundaries and drive-times. For example, the Hibbing workforce center has a fairly small service area, being located directly in between Virginia and Grand Rapids. On the other hand, the Duluth workforce center is supposed to serve residents of the city primarily, but it is the closest location for a huge geographic area, extending up the north shore and into Cook County.

Residents’ Driving Distance to Nearest Workforce Center Varies Greatly by Location

Figure 22. Workforce Center Service Areas Delineated by Drive-time



SOURCE: UMD COMMUNITY ASSET MAPPING SURVEY, ESRI WORLD STREETMAP

Duluth is Closest Workforce Center for 40% of Region’s Population

Table 25. Total Population Within a 60-minute Drive Time of Workforce Centers

Workforce Center	Total Service Population (Population for whom this WFC is the closest)	Population within 30 min	Population within 30-60 min	Population more than 60 mins away
Duluth	131,477	115,295 (88%)	7,899 (6%)	8,283 (6%)
Virginia	48,073	31,831 (66%)	14,416 (30%)	1,826 (4%)
Cloquet	44,911	39,504 (88%)	5,407 (12%)	-
Grand Rapids	42,291	34,913 (83%)	6,370 (15%)	1,088 (2%)
Hibbing	31,487	29,532 (94%)	1,832 (6%)	123 (0.4%)
International Falls	14,022	11,413 (81%)	1,515 (11%)	1,094 (8%)
Aitkin	13,730	10,147 (74%)	3,583 (26%)	-
Grand Total	325,991	272,635 (84%)	41,022 (13%)	12,334 (4%)

SOURCE: U.S. CENSUS 2010, ESRI WORLD STREETMAP

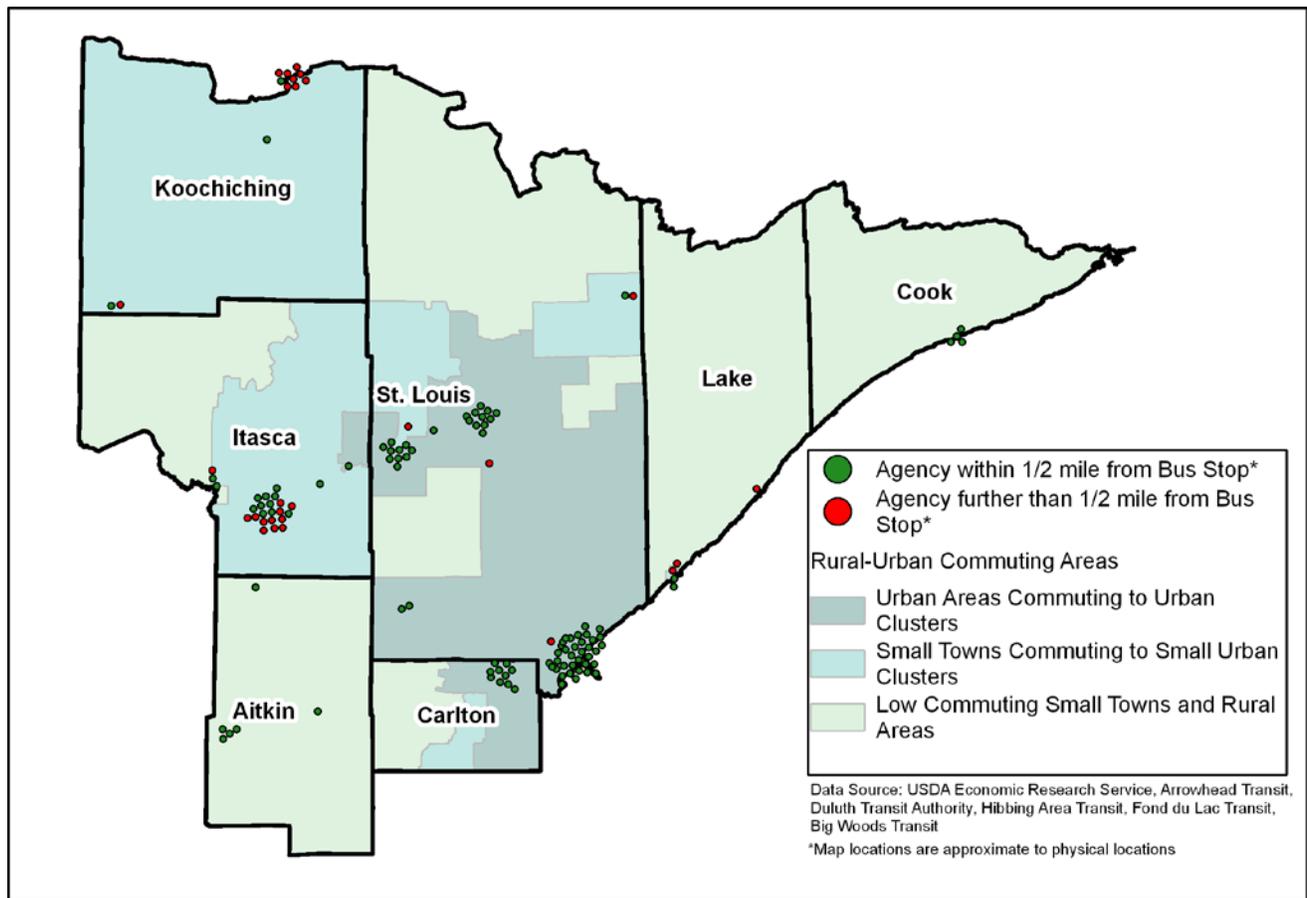
Further details on the populations served within each service area can be found in Table 25. Overall, 84% of the region's population is within a 30-minute drive of a Workforce Center (and 95% within 60 minutes). However, service areas are not at all evenly distributed across the region. For example, more than 40% of the region's residents (131,477) are closest to the Duluth workforce center, including a sizable population outside the city. In fact, more than 8,000 of the region's residents are closest to the Duluth location but would have to drive more than 60 minutes to access services there. Likewise, roughly 1,800 residents are closest to the Virginia workforce center but would have to drive more than 60 minutes to access services at that location. These long driving distances are primarily due to the geographic gap in Lake and Cook counties, where no workforce center currently exists. The Cloquet, Hibbing, and Aitkin locations are all very accessible to their service populations, with very few residents having to drive more than one hour to access services at those three locations.

But driving distances are not the only measure of accessibility. As noted previously, the most commonly cited barrier among surveyed agencies was a lack of reliable transportation, with rural agencies being especially likely to cite transportation as a barrier for their clients. This is, presumably, due to fewer public transportation options beyond the city of Duluth.

In order to determine access to employment services for job seekers without access to personal transportation, the research team attempted to measure the availability of public transportation options throughout the region. The five public transit operations in the region were identified, and their routes and stops were mapped to identify access gaps with public transportation. Arrowhead Transit, Duluth Transit Authority, Hibbing Area Transit, Big Woods Transit, and Fond du Lac Transit routes and stops were obtained from their respective websites and mapped. A half-mile radius was applied from each published transit stop, and agencies were identified as accessible by public transit if they fell within a ½ mile from the transit stop. The creation of digital data for this project resulted in a valuable dataset of transit schedules and routes that was incorporated into the web application detailed in Chapter V.

Grand Rapids, International Falls Have Greatest Number of Agencies Inaccessible by Public Transit

Figure 23. Agencies with public transit access with RUCA Classifications



SOURCES: USDA ECONOMIC RESEARCH SERVICE, RURAL-URBAN COMMUTING AREA CODES, ARROWHEAD TRANSIT, DULUTH TRANSIT AUTHORITY, HIBBING AREA TRANSIT, FOND DU LAC TRANSIT, BIG WOODS TRANSIT

The map in Figure 23 illustrates the agencies’ regions that are not accessible by regularly scheduled public transit stops. Symbols representing agency locations have been dispersed to reveal the number of agencies in one location (therefore none are hidden). In this particular map, agency locations may not reflect their true physical location. RUCA classifications are shown on the map to illustrate rurality. Of note is that agencies inaccessible by public transit are not all located in very rural areas.

One in Five Regional Agencies Not Near Public Transit Stop

Table 26. Agencies Not Within a ½-mile Walking Distance from a Public Transit Stop.

<i>Agency Name</i>	<i>Address</i>	<i>City</i>	<i>County</i>
USDA Forest Service: Chippewa National Forest*	1235 Division St	Deer River	Itasca
Arrowhead Economic Opportunity Agency	421 SE 13th St	Grand Rapids	Itasca
Arrowhead Economic Opportunity Agency – WFC	1215 SE 2nd Ave	Grand Rapids	Itasca
Itasca Community College	1851 E Hwy 169	Grand Rapids	Itasca
Itasca County Health and Human Services	1209 SE 2nd Ave	Grand Rapids	Itasca
Job Service – Grand Rapids	1215 SE 2nd Ave	Grand Rapids	Itasca
Minnesota Diversified Industries	825 Lilly Ln	Grand Rapids	Itasca
Minnesota Workforce Center	1215 SE 2nd Ave	Grand Rapids	Itasca
NE Minnesota Office of Job Training	1215 SE 2nd Ave	Grand Rapids	Itasca
Northern Opportunity Works: NOW	1313 NE 7th St	Grand Rapids	Itasca
Occupational Development Center	401 SE 11th St	Grand Rapids	Itasca
Vocational Rehabilitation Services	1215 SE 2nd Ave	Grand Rapids	Itasca
Hardwig House	704 11th St	International Falls	Koochiching
International Falls, School District 361	1515 11th St	International Falls	Koochiching
Job Service – International Falls	1501 Hwy 71	International Falls	Koochiching
Minnesota Workforce Center	1501 Hwy 71	International Falls	Koochiching
NE Minnesota Office of Job Training	1501 Hwy 71	International Falls	Koochiching
Rainy River Community College	1501 Hwy 71	International Falls	Koochiching
Vocational Rehabilitation Services	1501 Hwy 71	International Falls	Koochiching
Arrowhead Economic Opportunity Agency	1501 Hwy 71	International falls	Koochiching
South Koochiching: Rainy River School District 363*	11731 Hwy 1	Northome	Koochiching
Lake County Health and Human Services	99 Edison Blvd	Silver Bay	Lake
Arrowhead Economic Opportunity Agency	2124 10th St	Two Harbors	Lake
Lake Superior Independent School District 381*	1640 Hwy 2	Two Harbors	Lake
Range Center Inc.	1001 8th Ave NW	Chisholm	St.Louis
Vermilion Community College	1900 E Camp St	Ely	St.Louis
Iron Range Resources & Rehabilitation Board: IRRRB*	421 Hwy 53 S	Eveleth	St.Louis
Hermantown Independent School District 700*	4307 Ugstad Rd	Hermantown	St.Louis

Agencies denoted with a * are not on public transit routes at all.

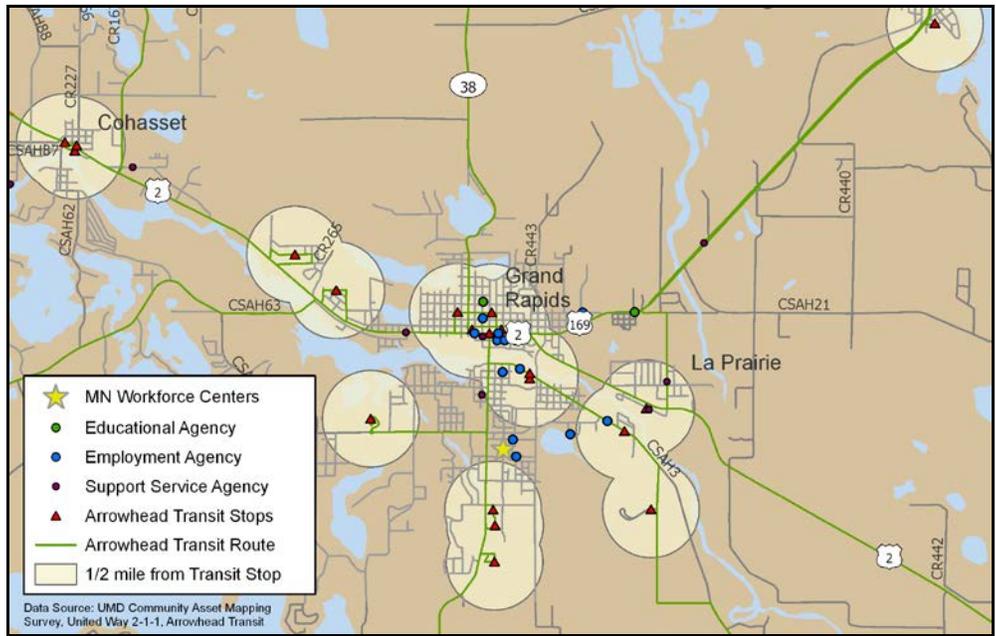
SOURCE: GAC, ARROWHEAD TRANSIT, DULUTH TRANSIT AUTHORITY, HIBBING AREA TRANSIT, FOND DU LAC TRANSIT, BIG WOODS TRANSIT

In total, 27 employment services agencies are not within a ½ mile of a public transit stop. Table 26 lists all of these agencies and the address and county of each. In addition, agencies noted with a star cannot be accessed by the call-ahead service Dial-A-Ride for the county of interest.¹⁷ Dial-A-Ride is a customized ride service for small towns and rural areas that requires a pre-planned phone reservation to schedule a pick-up. These services often operate on limited days with limited schedules but can be viewed as economical public transit options.

¹⁷ <http://arrowheadtransit.com/schedules-by-county>, Accessed on 5/17/17

Several Grand Rapids Agencies Located Beyond Walking Distance of Public Transit

Figure 24. Public Transit Stops and Agencies in the Grand Rapids Area

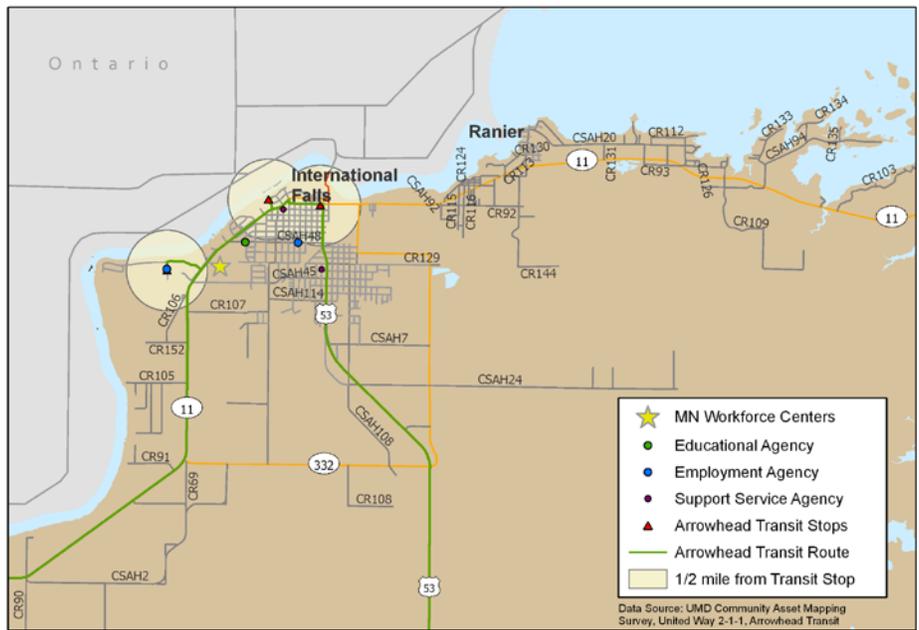


SOURCES: UMD COMMUNITY ASSET MAPPING SURVEY, UNITED WAY 2-1-1, ESRI WORLD STREETMAP, ARROWHEAD TRANSIT

Figure 24 illustrates a public transit gap in Grand Rapids. Several employment agencies and the Grand Rapids WFC are just outside of a ½-mile walking radius from the Arrowhead Transit published stops. Similarly, in International Falls, service agencies and the WFC are outside of the ½-mile walking radius from the public transit stops (Figure 25).

Limited Public Transit Options for International Falls Residents

Figure 25. Public Transit Stops and Agencies in the International Falls Area



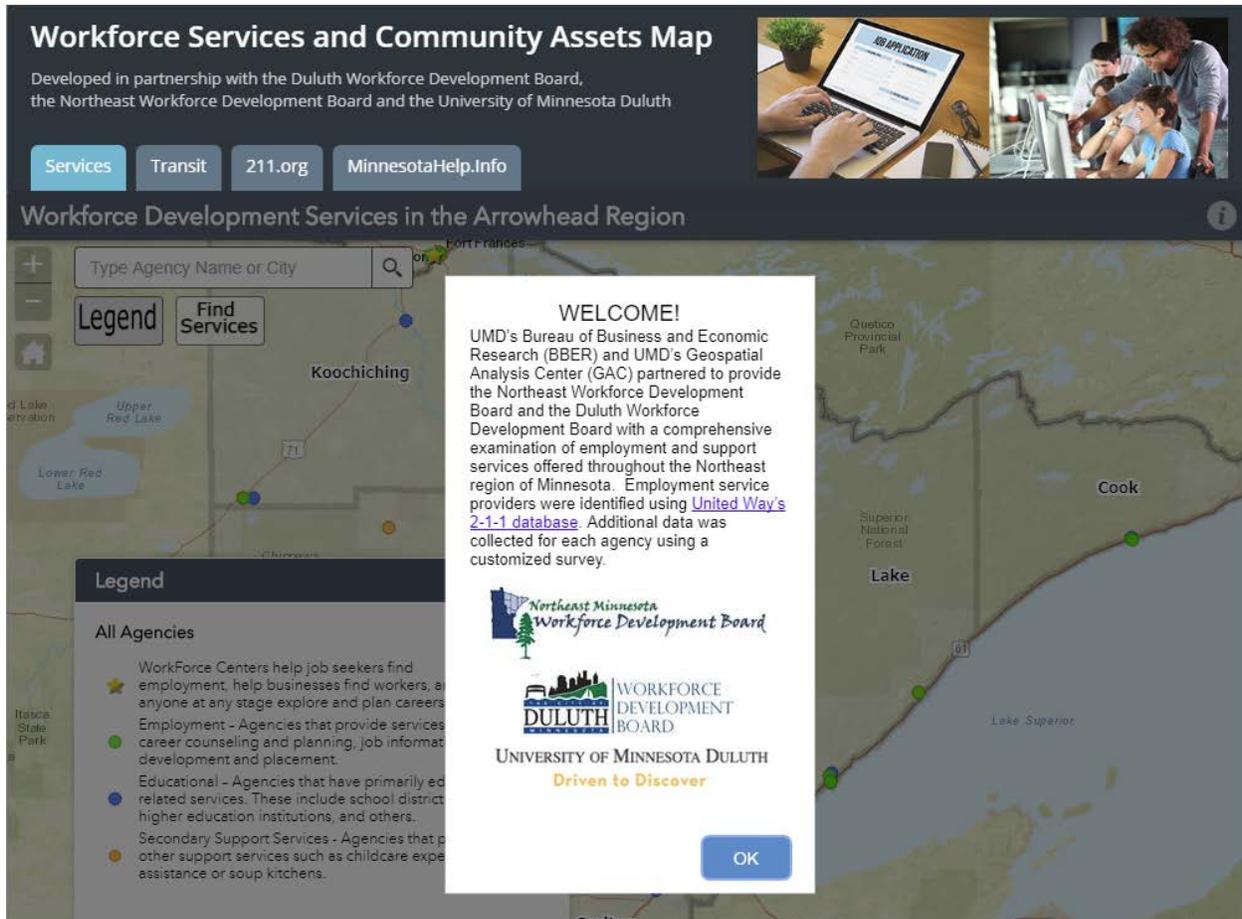
SOURCES: UMD COMMUNITY ASSET MAPPING SURVEY, UNITED WAY 2-1-1, ESRI WORLD STREETMAP, ARROWHEAD TRANSIT

Chapter IV. Web-based Application

The web-based application was designed for employees to assist clients and to explore the services and demographic factors in the Arrowhead region that support program development. The application includes tools to find workforce development-related services in the region, identify public transit routes to and from supporting agencies, and view various layers to identify the geographic patterns of different population groups and clusters of services.

The web-based application can be found here: <https://z.umn.edu/workforcedevapp>

The Workforce Services and Community Assets Map application is comprised of two map view tabs that allow different viewing aspects of the agencies and related data. The two tabs and corresponding viewers are named “Services” and “Transit” They are located in the upper left corner of the application (graphic below).



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Geospatial Analysis Center
University of Minnesota Duluth*

Two additional tabs, 221.org and MinnesotaHelp.Info, allow direct and seamless access to two commonly used services clearinghouses in Minnesota. Fully functional webpages are embedded in the Workforce Services and Community Assets Map application so a user can easily switch back and forth between the tools. Services outside of the seven county region, and additional support services that were not captured through this project’s survey process will complement the detailed information given about the services in the Arrowhead region.

Workforce Development Services in the Arrowhead Region

(SERVICES TAB)

The legend is visible in the lower left corner when the application loads. Service agencies are symbolized in three categories: Workforce Centers (gold star), Employment (green point), and Educational Agencies (blue point). Secondary support agencies are smaller orange points. These are the agencies that were not surveyed but were included from the United Way 2-1-1 database (211.org) because they share a service that is also offered by any surveyed workforce development agency. See Chapter IV for more information about services that were included in this study.

To hide the legend in the viewer, select the “Legend” button in the top left of the map (graphic below).



In each map viewer, use the “+” and “-” buttons in the top left to zoom in and out, or return to the “home” view extent (a view that includes the entire region) by selecting the button which has an image of a house. TIP: Use a mouse wheel to zoom in and out; click and hold the mouse to pan around the map. These techniques may be easier than using the buttons. However, the buttons are another option for convenience.



On the right side of the screen, the “Info” button reveals a panel with information and help for the current view (graphic left). In the Information panel, there is a link to a full tutorial for this application as well as a form to report changes needed to Agency information.

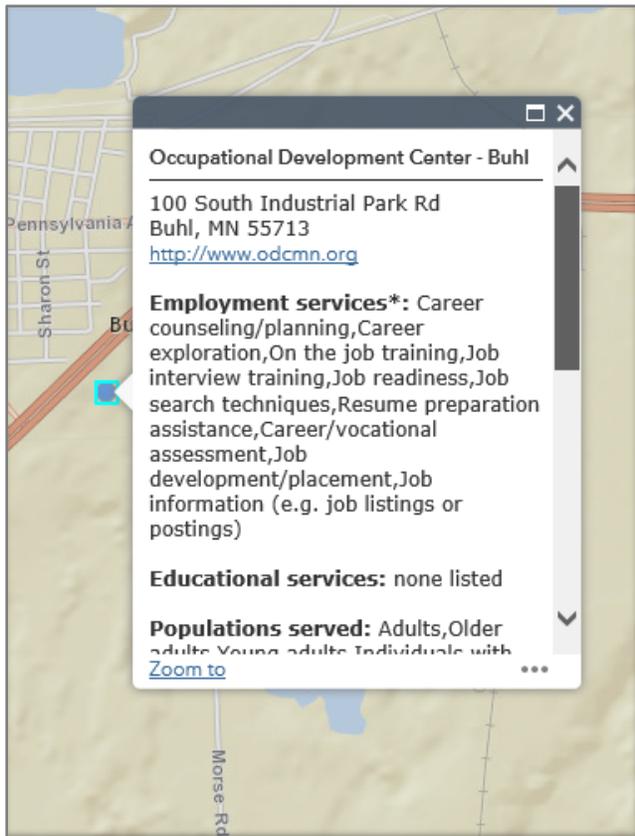
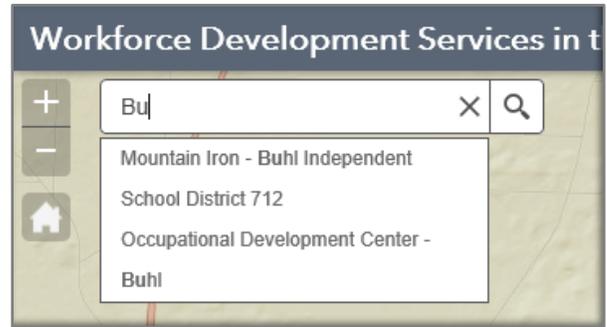


Collapse this panel at any time by selecting the upward arrow icon (graphic left).

The search box in the top left of the viewer showing placeholder text “Type Agency Name or City” may be used to search for any agency name or place (city) to have it located on the map.

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Several agency suggestions will appear as the search words are typed. Upon picking the suggestion closest to the agency or place of interest, the map will zoom to that agency and display a pop-up box of information about that agency. For example, if Buhl is typed into the search box, two agencies will be suggested in a pop-up box, the Buhl Independent School District in Mountain Iron and the Occupational Development Center in Buhl (graphic right).



In the example to the left, the cursor was moved to select the text “Occupational Development Center - Buhl” and clicked. Upon selection, the map will automatically zoom to Buhl, and an informational pop-up window about the Occupational Development Center (OCD) will be shown.

The *Employment services*, *Educational services*, *Support services*, as well as the *Populations served* and *Programs for special populations* listed in the pop-up box for each agency have been compiled from the agency contact who answered the survey. If a survey was not completed, the services listed have been collected from 2-1-1. NOTE: Some services, identified with an asterisk, are available only to certain populations (e.g. the Duluth Vet Center services are only available to Veterans). Thus, the agency would need to be contacted for more information about any eligibility requirements. The pop-up dialog also contains a link to visit the agency’s website and a “Zoom to” feature for zooming closer to the agency’s mapped location.



Content in the window may be hidden by the size of the window. Use the mouse to scroll down to view more content in the pop-up window, or select the “maximize” icon at the top right of the window to see more content (graphic left). In some cases, more than one agency may have been located in the same location.

At the bottom of the agency’s pop-up window is a “Service Area” graphic, if such information was provided by the survey respondent. However, in many cases, agencies provide services to anyone regardless of a client’s residence. In that case, a graphic is not shown but rather “geography is not a consideration” is displayed, as shown in the example ODC selection.

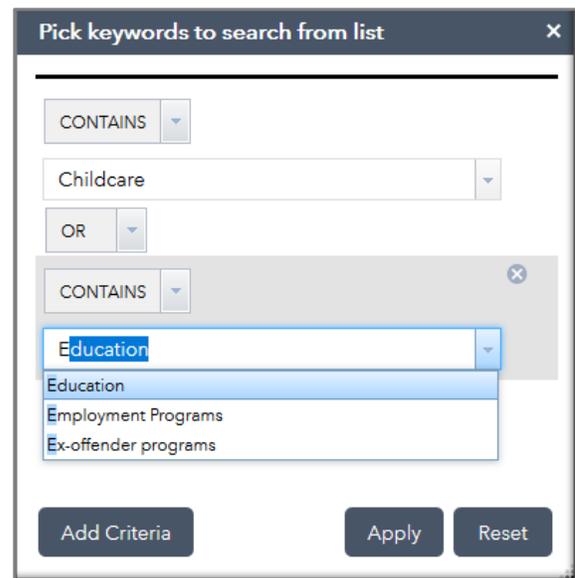
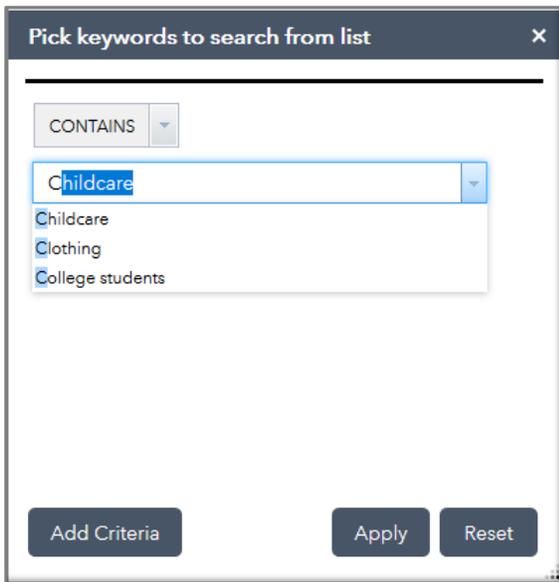
The “home” icon on the upper left in the map view will reset the view to the region.



In the Services Tab, the legend is displayed by default. The legend can be toggled on and off by clicking the legend button in the top left of the view (graphic left).



The “Find Services” button (graphic left) will bring up an interactive filter tool in which service keywords can be selected to provide a subset of locations that offer that service. Several services may be chosen to refine a selection further.



By default the filter operator is “CONTAINS” and the expression connection operator is “OR” for subsequent criteria. These can be changed by selecting the drop down arrow to the right of the operator (graphic right).

Each Service is Associated with One or More Keywords

Table 26. Services Associated with Keywords for "Find Services" Tool.

<i>Keywords</i>	<i>Services</i>
Childcare	Child care, Child care expense assistance
Clothing	General clothing provisions, Work clothing
College students	College students
Disability, Individuals with	Comprehensive disability employment programs, Disability related center-based employment, Individuals with disabilities/health conditions
Education	Adult basic education (ABE), Apprenticeship training, Classroom training, Continuing education, GED instruction, Internship programs, Job training/education expense assistance, Literacy programs, On the job training, Student financial aid, Subject tutoring, Vocational education
Employment Programs	Career counseling/planning, Career exploration, Career/vocational assessment, Comprehensive disability employment programs, Disability related center-based employment, Displaced worker employment programs, Ex-offender programs, Experiential work opportunities, General youth employment programs, Internship programs, Job clubs, Job development/placement, Job information (e.g. job listings or postings), Job interview training, Job readiness, Job retraining/work skills, Job search techniques, Job training resource lists, Job training/education expense assistance, On the job training, Resume posting/blasting services, Resume preparation assistance, Student career counseling, Summer youth employment programs, Supported employment, Ticket to Work/self-sufficiency programs, Veterans employment programs, Vocational rehabilitation, Welfare to work programs, WIOA programs, Workplace evaluation/modification
Ex-offender programs	Ex-offender programs
Financial Assistance	Assistance applying for TANF or SSI or or SSDI, Bus fare/public transport, Child care expense assistance, Credit counseling, Financial Management workshops, Food stamps/SNAP assistance, Gas card, Individual case management, Medical expense assistance, Mental health expense assistance, Mileage reimbursement, Mortgage payment assistance, Rent payment assistance, Rental deposit assistance, Student financial aid, Substance use treatment expense assistance, TANF Applications, Tax preparation assistance, Work related expense assistance
Food	Food pantry, Food stamps/SNAP assistance, Soup kitchen
Homeless people	Homeless people
Housing	Community Shelter, Day shelter/drop-in center, Homeless adult shelter, Homeless youth shelter, Mortgage payment assistance, Permanent supportive housing, Rent payment assistance, Rental deposit assistance, Runaway/Youth Shelter, Transitional housing

Jobs	Apprenticeship training, Career/vocational assessment, Comprehensive disability employment programs, Disability related center-based employment, Displaced worker employment programs, Ex-offender programs, Experiential work opportunities, General youth employment programs, Internship programs, Job clubs, Job development/placement
Literacy programs	Literacy programs
Low income individuals	Low income individuals
Medical	Mental health expense assistance, Mental health services
Mental Health	Mental health services
Offenders	Offenders
Personal Health Assistance	Individual case management, Mental health expense assistance, Mental health services, Substance abuse services, Substance use treatment expense assistance
Racial/ethnic minorities	Racial/ethnic minorities
Refugee populations	Refugee populations
Substance use	Substance abuse services, Substance use treatment expense assistance
TANF Applications	Assistance applying for TANF or SSI or SSDI, TANF Applications
Ticket to Work/self-sufficiency programs	Ticket to Work/self-sufficiency programs
Transportation	Bus fare/public transport, Car repair/purchase assistance, Gas card, Mileage reimbursement
Unemployed individuals	Unemployed individuals
Veterans	Veterans, Veterans employment programs
Vocational Training	Vocational education, Vocational rehabilitation
Welfare to work programs	Welfare to work programs
WIOA programs	WIOA programs
Youth Programs	Adolescents, General youth employment programs, High school students, Homeless youth shelter, Runaway/Youth Shelter, Summer youth employment programs, Young adults

The list of services for all types of agencies and support organizations in this application is finite as determined by the 2-1-1 taxonomy. However, the services have been grouped by keywords. The search begins by typing the first letter of a keyword or by scrolling through the list of service keywords. For example “Clothing” will become an option when a “c” is typed first. Table 26 above shows the services that are included when each keyword is used.

After completing the filter choice(s), click “Apply.” The agency locations on the map are now a subset of agencies meeting those criteria. If the search tool is used now to find an agency or city, only the agencies meeting the selected criteria (shown on map) will be searched. Selecting “Reset” after each filter will clear the selection.



The arrow icon at the bottom of the screen (graphic left) will be used to “pull up” a table of the agencies currently displayed in the view. You can select between two different tables (All Agencies and Secondary Support Providers) using the tabs at the top left of the table. (see example below).

Name	Address	Address 2	City	Zip	Phone	Website
Adecco Staffing	207 West Superior Street	Holiday Center Suite 205	Duluth	55802	(218)720-3265	www.adeccousa.com
American Indian Community Housing Organization	202 W 2nd St		Duluth	55802	218-722-7225	aicho.org
CHUM - Duluth	120 N 1st Ave W		Duluth	55802	(218)727-2391	www.chumduluth.org
Duluth Area Chamber of Commerce	5 West 1st Street	Suite 101	Duluth	55802	(218)722-5501	www.duluthchamber.com

If the “Find Services” filter has been used, only agencies matching the criteria selected will be shown in the table. The table will also only include agencies visible in the extent of the view on the screen. For example, if your view is zoomed to Duluth, only agencies in that view are in the table.

- Show selected records
- Show related records
- Filter
- Show/Hide columns
- Export all to CSV

Selecting the “Options” dropdown on the upper left of the table will reveal some other choices of actions to perform with the table. With the table visible, you may select to hide or show columns in the table or create a filter based on values in the fields.

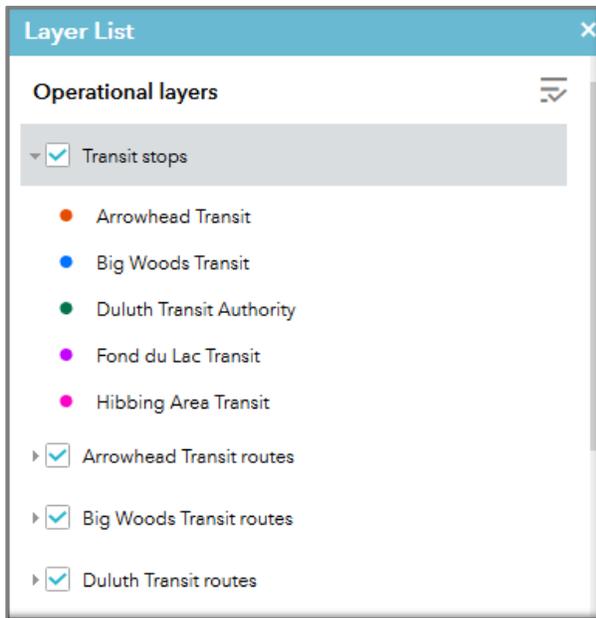
The Export all to CSV tool will create a comma separated values (.csv) file from the current records in the table that is compatible for MS Excel. This file will automatically prompt for download or saving, depending on the browser settings. To open a .csv file, double click the file or open MS Excel first, then select the file. Be sure to save the file again as an MS Excel file to preserve any additions or changes.

Public Transit of the Arrowhead Region

(TRANSIT TAB)

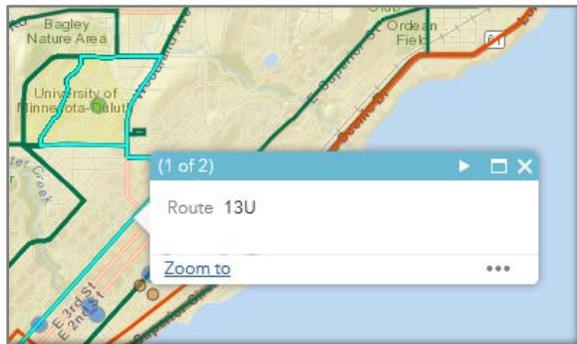
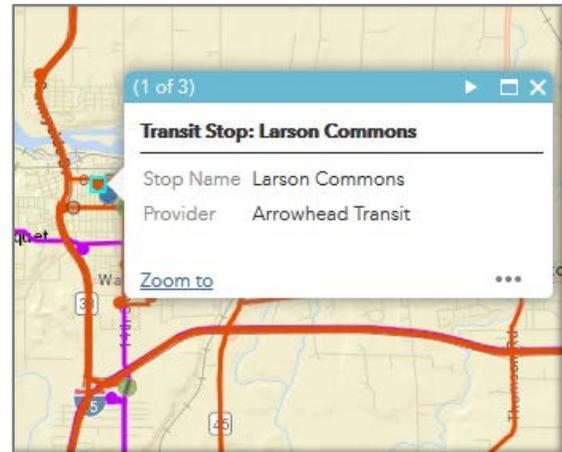
Arrowhead Transit, Duluth Transit Authority, Hibbing Area Transit, Big Woods Transit, and Fond du Lac Transit routes and stops were obtained from their respective websites and mapped. The Transit Tab can be used to identify public transit options from specific agencies and support services mapped to a client, school, or other place of interest.

 Selecting the “layer list” icon allows customization by turning visibility of layers on and off (graphic left). One of the layers that is not visible by default is “Transit Stops.” Put a check in the box to the left of the title to turn this layer on and view all transit stops. This layer represents the published, regular stops for each route. Likewise, unnecessary route layers may be turned off [unchecked] to simplify the map for viewing.

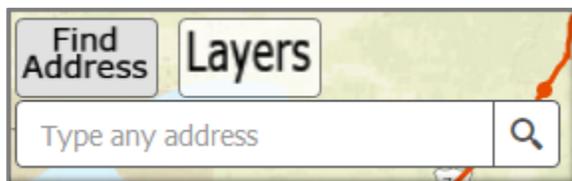


In the right corner of the pop-up window, there is a layer action icon with further options. Select “Expand all layers” from the upper right-hand corner of the pop-up window to see the legend below each layer name (graphic left).

Use the check boxes to the left of each layer to turn visibility on or off. Select any transit stop on the map to identify the transit stop name (graphic right).



Clicking on any segment of a route on the map will reveal the route name and frequency of operation (if this information was available). In the lower right corner of the pop-up box there are three small dots (graphic left). Two options are available when clicking on these dots: “Pan to” (centering the feature), and “Add a marker.” Adding a temporary marker is very helpful for returning to a location later.



Use the “Find Address” icon *under* the top search box to activate a second search tool (graphic left). In this search tool, any address or city in the region (e.g. a residence or school) may be typed. This tool can help identify public transit routes available near any address of interest. For best results, identify the services agency first and add a marker at that location. Then search for any address in the region and zoom out from it until the previously made marker and address of interest are both in view.

Appendix A. Survey Instrument

The survey has been inserted following this page.

Introductory Questions

Q1. The Duluth Workforce Development Board and the Northeast Workforce Investment Board are conducting a community asset mapping initiative to identify services available to support job seekers, including the unemployed and underemployed, in the seven-county region of Northeast Minnesota. The research will be used to identify gaps in service, increase alignment of services, leverage existing resources, expand services through increased collaboration, and invite philanthropic and corporate investments by demonstrating a strong collaborative workforce system.

The survey should take about 30 minutes to finish. **All responses will be confidential and information about your agency will not be shared publicly without your consent.**

In addition, all those who complete the survey will receive the following:

- Access to an interactive online map of all the employment service providers in the region (scheduled for completion in June 2017)
- A chance to receive \$1,000 in funding for their organization (winner will be randomly selected from the full list of survey participants).

Q2. Please verify/update the following information about your agency:

Please provide necessary changes

Name: \${e://Field/PublicName}

Address1: \${e://Field/PhysicalAddress1}

Address2: \${e://Field/PhysicalAddress2}

City: \${e://Field/PhysicalCity}

Zip: \${e://Field/PhysicalPostalCode}

Phone Number: \${e://Field/Phone1Number}

Website: \${e://Field/WebsiteAddress}

Please provide necessary changes

Primary Contact:
\${e://Field/MainContactName}

Q3. Type of organization

- For profit
- Non profit
- Government
- Faith-based
- Educational institution
- Other (please describe)

Q4. Total number of employees

Full-time

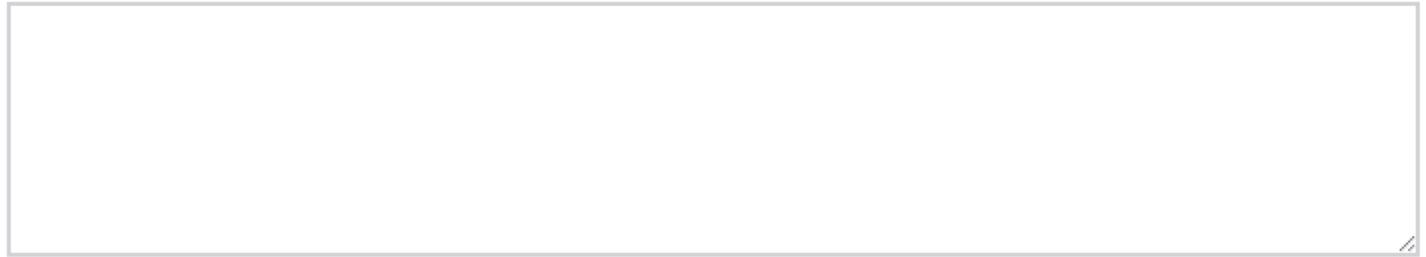
Part-time

Q5. Do you support staff capacity with interns and/or volunteers?

- Yes
- No

Q6. What is your organization's mission?

Q7. What are the primary goals of your employment, training, and support programs? (i.e. what do you want your clients to achieve?)



Populations and Services

Q8. This portion of the survey is interested in the populations served by your organization. When estimating individuals served and demographics, please consider only the branches of your organization that provide employment or workforce development services within Northeast Minnesota.

Q9. Roughly how many individuals did your organization serve through its workforce development programs in the most recent year?

- Fewer than 50
- 50-99
- 100-249
- 250-500
- More than 500

Q10. In the past year, what percentage of the individuals served by your organization were in the following racial and ethnic demographic groups? (Note: total need not sum to 100)

%

White / Caucasian	<input type="text" value="0"/>	%
Black or African American	<input type="text" value="0"/>	%
American Indian and Alaska Native	<input type="text" value="0"/>	%
Asian	<input type="text" value="0"/>	%
Native Hawaiian and other Pacific Islander	<input type="text" value="0"/>	%
Multiple races	<input type="text" value="0"/>	%

%

Hispanic / Latino

 %

Other race not listed

 %

**Q11. What are the top five barriers facing your organization's clientele?
(number 1 through 5 below, with 1 being the most common barrier)**

- Reliable transportation
- Affordable housing
- Access to child care
- Criminal history
- Lack of appropriate soft skills
- Lack of education / training
- Limited computer skills
- Mental health issues
- Chemical dependency
- Health care costs
- Access to broadband/technology
- Interviewing skills
- Homelessness
- Other (please indicate)

Q12. Does your organization have programs that specifically target at-risk youth populations?

Yes

No

Q13. If yes, which of the following at-risk youth populations does your organization serve? (select all that apply)

Homeless

Chemically dependent

Youth in foster care

Low-income

Youth with criminal backgrounds

High school drop outs

Other (please indicate)

Do not serve at-risk youth

Q14. This portion of the survey draws from Minnesota's comprehensive 2-1-1 database, which provides information on more than 40,000 health and human service programs and providers. For the next few questions, you will be asked to review and verify the populations served and services provided by your organization, based on information received by United Way 2-1-1. Services are grouped into four categories: Employment services, educational services, support services, and services for special populations.

Q15. According to United Way's 2-1-1 database (<https://www.211unitedway.org/>), your organization is charged with serving the following target populations:

`{e://Field/TargetPopulations}`

In addition to those listed above, is your organization charged with serving any of the following target populations? (check all that apply)

Adults

Low income individuals

Older adults (ages 55+)

Unemployed individuals

- | | |
|----------------------------------------------------------------------------|-------------------------------------------------------------------------------------------|
| <input type="checkbox"/> Young adults (ages 18-25) | <input type="checkbox"/> Veterans |
| <input type="checkbox"/> Adolescents (ages 13-17) | <input type="checkbox"/> Offenders |
| <input type="checkbox"/> Individuals with disabilities / health conditions | <input type="checkbox"/> Homeless people |
| <input type="checkbox"/> College students | <input type="checkbox"/> Specific ethnic groups (please describe)
<input type="text"/> |
| <input type="checkbox"/> High school students | <input type="checkbox"/> Refugee populations (please describe)
<input type="text"/> |

Q16. Will your organization provide services to individuals outside of your target populations?

- Yes
 No

Q17. If necessary, please use this space to clarify or explain any of the items selected above

Q18. According to United Way's 2-1-1 database (<https://www.211unitedway.org/>), your organization offers the following employment services:

`#{e://Field/EmploymentServices}`

Please indicate if any of these services are no longer offered by your agency:

Q19.

In addition to those listed above, does your organization offer any of the following employment services? (check all that apply)

- | | |
|--------------------------------------------------------------------|------------------------------------------------------------------------|
| <input type="checkbox"/> Career counseling/planning | <input type="checkbox"/> Job readiness |
| <input type="checkbox"/> Career exploration | <input type="checkbox"/> Job search techniques |
| <input type="checkbox"/> Job retraining/work skills | <input type="checkbox"/> Resume preparation assistance |
| <input type="checkbox"/> Job training/education expense assistance | <input type="checkbox"/> Career/vocational assessment |
| <input type="checkbox"/> On the job training (OJT) | <input type="checkbox"/> Job development/placement assistance |
| <input type="checkbox"/> Experiential work opportunities | <input type="checkbox"/> Job information (e.g. job listings, postings) |
| <input type="checkbox"/> Job training resource lists | <input type="checkbox"/> Resume posting/blasting services |
| <input type="checkbox"/> Job clubs | <input type="checkbox"/> Public access computers |
| <input type="checkbox"/> Job interview training | <input type="checkbox"/> Other |

Q20. Does your organization have eligibility requirements to receive these services?

- Yes
- No

Q21. If necessary, please use this space to clarify or explain any of the items selected above

Q22. According to United Way's 2-1-1 database (<https://www.211unitedway.org/>), your organization offers the following educational services:

`#{e://Field/EducationalServices}`

Please indicate if any of these services are no longer offered by your agency:

Q23.

In additional to those listed above, does your organization offer any of the following educational services? (check all that apply)

- | | |
|------------------------------------------------------|--------------------------------------------------|
| <input type="checkbox"/> Adult basic education (ABE) | <input type="checkbox"/> Student financial aid |
| <input type="checkbox"/> Continuing education | <input type="checkbox"/> Subject tutoring |
| <input type="checkbox"/> GED instruction | <input type="checkbox"/> Apprenticeship training |
| <input type="checkbox"/> Literacy programs | <input type="checkbox"/> Classroom training |
| <input type="checkbox"/> Vocational education | <input type="checkbox"/> Internship programs |
| <input type="checkbox"/> Student career counseling | <input type="checkbox"/> Other |

Q24. Does your organization have eligibility requirements to receive these services?

- Yes
- No

Q25. If necessary, please use this space to clarify or explain any of the items selected above

Q26. According to United Way's 2-1-1 database (<https://www.211unitedway.org/>), your organization offers the following support services:

`#{e://Field/SupportServices}`

Please indicate if any of these services are no longer offered by your agency:

Q27.

In addition to those listed above, does your organization provide any of the following support services? (check all that apply)

- | | |
|---------------------------------------------------------------------|---------------------------------------------------------------------|
| <input type="checkbox"/> Food pantry | <input type="checkbox"/> Substance abuse services |
| <input type="checkbox"/> Soup kitchen | <input type="checkbox"/> Child care |
| <input type="checkbox"/> Homeless youth shelter | <input type="checkbox"/> Mortgage payment assistance |
| <input type="checkbox"/> Homeless adult shelter | <input type="checkbox"/> Rent payment assistance |
| <input type="checkbox"/> Day shelter/drop-in center | <input type="checkbox"/> Rental deposit assistance |
| <input type="checkbox"/> Transitional housing | <input type="checkbox"/> Bus fare/public transportation assistance |
| <input type="checkbox"/> Permanent supportive housing | <input type="checkbox"/> Gas card transportation assistance |
| <input type="checkbox"/> General clothing provisions | <input type="checkbox"/> Mileage reimbursement |
| <input type="checkbox"/> Work clothing | <input type="checkbox"/> Child care expense assistance |
| <input type="checkbox"/> Credit counseling | <input type="checkbox"/> Mental health expense assistance |
| <input type="checkbox"/> Financial Management workshops | <input type="checkbox"/> Substance use treatment expense assistance |
| <input type="checkbox"/> Tax preparation assistance | <input type="checkbox"/> Work related expense assistance |
| <input type="checkbox"/> Individual case management | <input type="checkbox"/> Medical expense assistance |
| <input type="checkbox"/> Assistance applying for TANF, SSI, or SSDI | <input type="checkbox"/> Car repair/purchase assistance |
| <input type="checkbox"/> Assistance with food stamps / SNAP | <input type="checkbox"/> Other |
| | <input type="text"/> |
| <input type="checkbox"/> Mental health services | |

Q28. Does your organization have eligibility requirements to receive these services?

- Yes
- No

Q29. If necessary, please use this space to clarify or explain any of the items selected above

Q30. According to United Way's 2-1-1 database (<https://www.211unitedway.org/>), your organization offers the following services for special populations:

#{e://Field/SpecialPops}

Please indicate if any of these services are no longer offered by your agency:

Q31.

In addition to those listed above, does your organization offer any of the following services for special populations? (check all that apply)

- | | |
|-----------------------------------------------------------------------|--------------------------------------------------------------|
| <input type="checkbox"/> Comprehensive disability employment programs | <input type="checkbox"/> Welfare to work programs |
| <input type="checkbox"/> Disability related center-based employment | <input type="checkbox"/> WIOA programs |
| <input type="checkbox"/> Displaced worker employment programs | <input type="checkbox"/> General youth employment programs |
| <input type="checkbox"/> Ex-offender programs | <input type="checkbox"/> Summer youth employment programs |
| <input type="checkbox"/> Immigrant and refugee employment programs | <input type="checkbox"/> Vocational rehabilitation |
| <input type="checkbox"/> Supported employment | <input type="checkbox"/> Workplace evaluation / modification |
| <input type="checkbox"/> Ticket to work / Self-sufficiency programs | <input type="checkbox"/> Other |
| <input type="checkbox"/> Veterans employment programs | <input type="text"/> |

Q32. Does your organization have eligibility requirements to receive these services?

- Yes
- No

Q33. If necessary, please use this space to clarify or explain any of the items selected above

Q34. Are there other employment service providers in the community with which we may not be familiar (e.g. small organizations, undeveloped agencies, new providers, entities that provide very specialized programs or services)? If so, please provide agency names and contact information in the box below.

Q35. Which of the following financial aid / internship programs does your organization provide?
(select all that apply)

- Student loans for education or training
- Grants for education or training
- Scholarships for education or training
- Paid internships
- Unpaid internships

Q36. Is your organization charged with serving a primary geographic target? (This could be a specific neighborhood, city, county, or group of counties.)

- Yes, our funding or mission define our service area
- No, geography is not a consideration

Geographic Questions

Q37. How is the geographic region defined?

- County
- City/municipality
- School district
- Other (please indicate)

Q38. Which of the following counties does your organization serve? (select all that apply)

- | | |
|--------------------------------------|---------------------------------------------|
| <input type="checkbox"/> Aitkin | <input type="checkbox"/> Lake |
| <input type="checkbox"/> Carlton | <input type="checkbox"/> Northern St. Louis |
| <input type="checkbox"/> Cook | <input type="checkbox"/> Southern St. Louis |
| <input type="checkbox"/> Itasca | <input type="checkbox"/> Douglas, WI |
| <input type="checkbox"/> Koochiching | <input type="checkbox"/> Other |

Q39. Which of the following cities / municipalities does your organization serve? (select all that apply)

- | | |
|---------------------------------------|----------------------------------------------|
| <input type="checkbox"/> Aitkin | <input type="checkbox"/> International Falls |
| <input type="checkbox"/> Cloquet | <input type="checkbox"/> Proctor |
| <input type="checkbox"/> Duluth | <input type="checkbox"/> Two Harbors |
| <input type="checkbox"/> Grand Rapids | <input type="checkbox"/> Virginia |
| <input type="checkbox"/> Hermantown | <input type="checkbox"/> Superior, WI |
| <input type="checkbox"/> | <input type="checkbox"/> |

Hibbing

Other (please indicate)

Q40. Which school district(s) does your organization serve? (e.g. ISD 709)

Q41. Will your organization provide services to individuals outside of your target geography?

- Yes
- No

Q42. Are there any state or local policies or regulations that limit the effectiveness of your organization? Please describe them in detail below.

Final Questions

Q43. During the most recent fiscal year what was your organization's total annual operating budget?

- Less than \$100,000
- \$100,000 - \$249,999
- \$250,000 - \$499,999
- \$500,000 - \$999,999
- \$1,000,000 - \$1,999,999
- \$2,000,000 - \$4,999,999
- More than \$5 million

Prefer not to respond

Q44. From which of the following sources does your organization receive funding?

(select all that apply)

Federal

State

County

City

Private donations

Competitive grants

Endowment

Sales / revenue

Member fees

Other (please describe)

Q45. If funding weren't an issue, what would help your organization be more effective? Please provide as much detail as possible.

Q46. Whom should we contact with questions or follow up information regarding this survey?

Name

Title

Phone number

Email

Q47. To submit your response, please click "Submit Response" below. Please note that once you submit your survey, you will not be able to make any further changes.

Appendix B. Taxonomy Codes

Table 28. United Way Taxonomy Codes and Corresponding Services, Descriptions

United Way Taxonomy Code	Service name(Survey)	Category (Survey)	United Way Taxonomy Description
BD-1800.2000 Food Pantries*	Food pantry	Support service	Programs that acquire food products through donations, canned food drives, food bank programs or direct purchase and distribute the food to people who are in emergency situations. Some pantries deliver food to people whose disabilities or illnesses make it difficult for them to leave home.
BD-5000.8300 Soup Kitchens*	Soup kitchen	Support service	Programs offered by churches, restaurants and other organizations that provide meals in a central location for people who lack the resources needed to buy and prepare food. The food may be distributed to people who line up for the meal or may be served to people seated in a dining hall setting, and participants rarely need to establish eligibility for the service.
BH-1800.1500-700 Runaway / Youth Shelters*	Homeless youth shelter	Support service	Programs that provide temporary emergency shelter for children and youth who have run away from or have been pushed out of their homes or who are acting out and at risk for abuse pending return to their own families or suitable alternative placement. Such facilities usually provide in-house individual, group and family counseling and the full range of other secondary services related to runaways including referral to appropriate resources.
BH-1800.8500-150 Community Shelters*	Homeless adult shelter	Support service	Programs, usually sponsored by community organizations or coalitions that provide temporary shelter for homeless people, generally in dormitory-style facilities with very little privacy. Most community shelters offer support services which may include counseling, advocacy, referrals and help with future plans; and enforce house rules including curfews and mandatory household chores. Participation in religious activities is either optional or not a part of the program. There may be differences in intake, length of stay and amenities in family oriented facilities and those that target other specific populations.
BH-1800.8500-170 Day Shelters*	Day shelter / drop-in center	Support service	Programs that provide a temporary place for homeless people who work second or third shifts to sleep during the day until they are able to find permanent housing.
BH-8600 Transitional Housing/Shelter*	Transitional housing	Support service	Programs that provide extended shelter and supportive services primarily for homeless individuals and/or families with the goal of helping them live independently and transition into permanent housing. Some programs require that the individual/family be transitioning from a short-term emergency shelter. The length of stay varies considerably by program. It is generally longer than two weeks but typically 60 days or more and, in many cases, up to two years or more. The supportive services may be provided directly by the organization managing the housing or may be coordinated by them and provided by other public or private agencies. Transitional housing/shelter is generally provided in apartment style facilities with a higher degree of privacy than short-term

homeless shelters; may be provided at no cost to the resident; and may be configured for specialized groups within the homeless population such as people with substance abuse problems, homeless mentally ill, homeless domestic violence victims, veterans or homeless people with AIDS/HIV. In some cases, a "transition in place" option allows families to continue living in the same complex (if not the same unit) where their transitional housing unit is located when they are ready to move to permanent housing. In other cases, the permanent housing option is either public housing or private rental housing supported by a tenant-based voucher subsidy. Included are post-domestic violence shelter housing programs that make affordable rental housing (or other accommodations) available to women, generally those who are coming directly out of a domestic violence shelter or other crisis shelter, often in apartment complexes owned by the shelter; and programs that provide transitional housing and support services for other targeted groups such as military and veteran families and others who need a temporary supportive living environment to maintain stability and begin to thrive.

BH-8400.2000 Family Permanent Supportive Housing*

Permanent supportive housing

Support service

Programs that provide permanent affordable housing and supportive services for families whose current housing situation is unstable with the objective of preventing family homelessness, preserving families at risk for separation and reunifying families that have been separated. The program generally provides intensive case management involving regular home visits, development of a family care plan, and coordination of services identified by the plan which may include health care, substance abuse treatment, counseling and other mental health services, parenting skills training, family literacy services, tutoring, vocational training, money management and other life skills training, recreational activities, childcare and transportation. Some programs focus specifically on families involved in the child welfare system or other family subgroups.

BH-8400.3000 Homeless Permanent Supportive Housing*

Permanent supportive housing

Support service

Programs that provide affordable, community-based housing for individuals and families who have experienced long-term or chronic homelessness and have been diagnosed as having a physical or developmental disability, a severe mental illness, substance abuse problems or HIV/AIDS; or are members of another designated group within the homeless population. Structures may include apartments, single-family houses, duplexes, group homes, or single-room occupancy housing. Permanent supportive housing programs generally provide residents with the rights of tenancy under state or local landlord/tenant laws and are linked to services designed to meet residents' needs. Supportive services vary depending on the resident population. Most programs offer some type of case management and housing support, but may also offer more intensive mental health, substance abuse, vocational, employment, or other services which help promote independent living.

			Supportive services may be offered on-site or off-site, or be provided by a mobile service team.
BH-3800.5000 Mortgage Payment Assistance*	Mortgage payment assistance	Support service	Programs that make mortgage payments for people who are at risk of losing their homes without assistance. Mortgage payment assistance programs may have age, income, disability, need or other eligibility requirements.
BH-3800.7000 Rent Payment Assistance*	Rent payment assistance	Support service	Programs that make rental payments for people who are at risk of eviction without assistance. Rent payment assistance programs may have age, income, disability, need or other eligibility requirements.
BH-3800.7250 Rental Deposit Assistance*	Rental deposit assistance	Support service	Programs that provide cash grants or loans for people who are in the process of acquiring rental housing and who can handle the monthly rental payments, but who do not have the assets to pay the first month's rent, in some cases, the last month's rent, and any security deposits required to move in.
BM-6500.1500-250 General Clothing Provision*	General clothing provisions	Support service	Programs that provide clothing for people who need it. Available items depend on what has been donated and is on hand at any given time. The collection may include but does not specialize in children's clothes, work clothes, maternity clothes, and shoes.
BM-6500.1500-950 Work Clothing*	Work clothing	Support service	Programs that pay for or provide new or secondhand uniforms or other working clothes. Also included are programs such as "Dress for Success" that provide interview suits and other professional attire for low income individuals (frequently women) who need this type of wardrobe to secure and/or retain gainful employment.
BT-8300.1000 Bus Fare*	Bus fare / public transportation assistance	Support service	Programs that provide cash or tokens for individuals who have no personal means of transportation and are unable to use public transportation (or a taxi service) for necessary local travel without assistance with the fare. Also included are programs that provide bus fare for people who need to travel out of town (e.g., for a funeral) but do not have the means to do so.
BT-8300.2500 Gas Money*	Gas card transportation assistance	Support service	Programs that provide money or vouchers to purchase gasoline, most frequently for individuals who need their automobile for necessary local or out-of-town travel but cannot afford to run their vehicle without assistance, but occasionally for people driving through the local area who have become stranded.
BT-8300.3000 Mileage Reimbursements*	Mileage reimbursement	Support service	Programs that reimburse individuals for mileage expenses incurred in connection with medical appointments or other designated purposes
DM-1500.1500 Credit Counseling*	Credit counseling	Support service	Programs that provide assistance for people who want to improve their understanding of the consumer credit lending and collections systems, and maximize their skill in using credit. Services may include help in completing credit application forms, understanding how credit information is analyzed, choosing the best credit cards and/or interest rates available, determining how many credit cards can be managed, protecting one's credit information, communicating with creditors, improving

			poor credit reports and associated credit scores, eliminating credit card debt and dealing with other credit card issues.
DM-2000 Financial Management Workshops*	Financial management workshops	Support service	Programs that provide educational workshops for individuals, families, business owners and others that deal with the essentials of money management, asset building, and financial independence. The classes may address a wide variety of money management issues including banking services, consumer credit lending, debt consolidation/repayment, bankruptcy, small business development, retirement planning, investment management, savings, risk management, tax and estate law and other similar topics.
DT-8800 Tax Preparation Assistance	Tax preparation assistance	Support service	Programs that help eligible individuals (including older adults, people with disabilities, and people with low incomes) prepare their tax returns or complete paperwork to apply for tax relief in the form of tax credit, rebate, and exemption or postponement programs. Included are programs staffed by volunteers or others who provide this service without charge and professional tax preparation services. Most tax preparation assistance sites allow the people they assist to file their tax return information electronically.
HH-0500.0500 Adult Basic Education**	Adult basic education (ABE)	Educational service	Programs, usually offered by community adult schools or as evening classes at local high schools that provide instruction in fundamental learning skills for adults who have never attended school or have interrupted formal schooling and need to raise their level of education to increase their self-confidence and/or prepare for an occupation. Emphasis is placed on basic reading, language, and mathematics to strengthen functional skills in communication, computation, and personal-social interaction.
HH-0500.1600 Continuing Education**	Continuing education	Educational service	Programs, usually offered as adjuncts to community college, college or university programs that provide credit-granting and/or noncredit courses for adults who are seeking specific learning experiences on a part-time or short-term basis for personal, academic or occupational development.
HH-0500.2500-250 GED/High School Equivalency Test Instruction**	GED instruction	Educational service	Programs that provide instruction for adults and eligible minors who have elected to take a series of tests which measure the extent to which they have gained the knowledge, skills, and understanding ordinarily acquired through a high school education. Instruction and testing focus on writing, social studies, science, reading, and mathematics. Individuals who pass the tests receive a high school equivalency certificate.
HH-4500 Literacy Programs**	Literacy programs	Educational service	Programs that provide reading and writing instruction for individuals of all ages who are unable to read or write at a functional level. Some programs interpret literacy more broadly and also help people develop speaking, computation and problem solving skills with the objective of ensuring that they develop levels of proficiency they

			will need to become self-sufficient and function well in society.
HH-9000 Vocational Education**	Vocational education	Educational service	Secondary or postsecondary education programs available in regular or trade high schools or through separate vocational centers or programs that provide formal preparation for semiskilled, skilled, technical or professional occupations for high-school-aged students and, in some cases, adults who have opted to develop or expand their employment opportunities, often in lieu of preparing for college entry. Vocational education programs help participants prepare for full-time employment upon graduation, part-time employment while in school or for more advanced vocational training at the postsecondary level.
HL-2500.8035 Student Career Counseling	Student career counseling	Educational service	Programs staffed by on-campus career counselors who provide advice and guidance that helps high school students, undergraduates, graduate students and sometimes alumni explore career options and make good career-related decisions. Career counselors support young people in gaining a better understanding of what really matters to them and, in many settings, can work with academic counselors to ensure that the course of studies they select supports their long-range career goals. Career counselors can help clients develop strategies and skills in exploring career options, evaluate career values, and create a career path; and later, many can help students who are ready to launch a career identify and apply for jobs, network, interview and create a balance between work and a personal life.
HL-8000 Student Financial Aid	Student financial aid	Educational service	Programs that enable students who demonstrate financial need to obtain the financial assistance they require to meet their educational and living expenses while in school. Most students receive a financial aid package which includes aid from a combination of sources that may include loans, scholarships, grants, work-study awards, and fellowships or assistantships for graduate students. Also included are programs that help current and former students make arrangements to defer, repay, or obtain forgiveness for student loans.
HL-8700.8000 Subject Tutoring	Subject tutoring	Educational service	Programs that provide individualized or small group instruction for people who need assistance in learning one or more components of a prescribed curriculum. Tutoring usually supplements a regular school program and may be provided at school, in the person's home or at a community agency site.
ND-2000.1500-140 Career Change Counseling**	Career counseling / planning	Employment service	Programs that provide information and guidance for people who want to develop skills in a different occupational area than the one in which they have been working and who need to re-evaluate their aptitude, abilities, and interests to select the most appropriate new option.
ND-2000.1500-160 Career Counseling**	Career counseling / planning	Employment service	Programs that provide information and guidance for people who need to evaluate their aptitude, abilities and interests in order to choose a vocation or career and

select the type of training that will enable them to obtain and progress in positions in the public or private sector that are productive and fulfilling.

ND-2000.1500-180 Career Exploration**	Career exploration	Employment service	Programs that provide opportunities for people to investigate their occupational interests through simulated job experiences such as role playing; career mentoring, i.e., pairing professionals and people interested in that occupation; and job shadowing, a work-based learning experience that allows a visitor to follow a host during a typical day (or other period of time) observing and asking questions about a particular career. Also included are police explorer programs, fire cadet explorer programs, and other similar groups which provide opportunities for youth who may be interested in pursuing a career in these fields as adults to gain experience in the area.
ND-2000.3480 Job Retraining**	Job retraining / work skills	Employment service	Programs that provide training that is designed to enable employees to perform a job that their previous training has not equipped them for or to adapt to changes in the workplace. Retraining may be needed when new methods or equipment are introduced or when jobs for which employees have trained are phased out. It may also be provided by employers or governments for employees who have been laid off and are no longer able to find employment using the skills they already possess. The need for retraining may arise because of a decline in a particular industry sector or because of rapid technological change.
ND-2000.3490 Job Training Expense Assistance**	Job training / education expense assistance	Employment service	Programs that provide financial assistance or loans to help people pay for tuition, books, living expenses, transportation, disability supports, assistance in caring for dependents and/or other costs associated with acquiring skills training.
ND-2000.3500-050 Apprenticeship Training**	Apprenticeship training	Educational service	Programs that provide a combination of paid, structured on-the-job training and related classroom instruction in which workers learn the practical and theoretical aspects of a designated trade, craft or occupation under the supervision of a skilled craft worker. Apprenticeship programs vary in length from 3-5 years depending on the trade; may be operated by public and private sector employers, employer associations or joint labor/management sponsors; and may be formally registered with the U.S. Department of Labor (which maintains national standards for apprenticeship programs) and State Apprenticeship Councils which operate in 27 states, or less formal, unregistered programs. Individuals who complete their apprenticeship terms in a registered program become fully qualified journey-level workers with portable credentials that are recognized nationally, often internationally.
ND-2000.3500-150 Classroom Training**	Classroom training	Educational service	Programs that offer employment related training courses, generally in a traditional classroom setting, which provide participants with the technical skills and information they need to perform a particular job or group of jobs. The training has a structured, defined curriculum and may feature lectures, demonstrations, simulations, role-

			playing, self-study, and other similar activities. Classroom style training is also the primary format used for training in the "soft skills" that are required to get a job, stay employed and advance.
ND-2000.3500-330 Internship Programs**	Internship programs	Educational service	Programs that provide opportunities for advanced students, recent graduates or candidates for licensure in a professional field to gain practical or clinical experience in their chosen career prior to seeking gainful employment or practicing their profession. In some fields such as social work and marriage and family counseling, internships are requirements for licensure.
ND-2000.3500-630 On the Job Training**	On the job training (OJT)	Employment service	Programs that identify public or private sector employers that are willing to take on trainees who learn to perform the tasks that are associated with their position at the work site using the actual tools, equipment, documents and materials that they will use when fully trained. OJT trainees work under the supervision of skilled employees who serve as instructors following a training plan established by the employee, the employer and an external agency, if matching wages are being paid by that agency; and are engaged in productive work and earn a wage as they are trained. Employers may be offered cash training reimbursements (subsidized wages) or other incentives to hire difficult-to-employ individuals and are generally expected to hire the trainees upon successful completion of the training.
ND-2000.3500-950 Work Experience**	Experiential work opportunities	Employment service	Programs that place people in actual employment situations in order to give them an opportunity to demonstrate their competence and skills, gain practical experience in a field for which they have been trained and/or develop new skills that will be beneficial with respect to future employment opportunities. People are placed on a short-term basis and, if remuneration is involved, are paid by the sponsoring agency rather than by the employer or through a cost-sharing arrangement.
ND-2000.3510 Job Training Resource Lists**	Job training resource lists	Employment service	Programs that maintain lists of organizations that provide job-training resources and make copies available to people upon request.
ND-2000.6500-320 Job Clubs**	Job clubs	Employment service	Programs that sponsor support groups for job seekers which provide opportunities for participants to discuss job readiness skills, resume writing and interview techniques; engage in role plays of job interviews; share information about current employment opportunities relevant to the skills and interests of the group; and discuss and resolve specific barriers to employment that individual members are encountering. The objective of job clubs is to help individual members find employment more quickly and possibly at higher salaries than they could have obtained on their own through a structured support system and a systematic approach to job seeking.
ND-2000.6500-340 Job Interview Training**	Job interview training	Employment service	Programs that provide individual or group training for people who want to learn to be effective in job interview situations.

ND-2000.6500-360 Job Readiness**	Job readiness	Employment service	Programs that provide individual or group training for people who want to learn the behaviors and techniques that are required for job retention. The training addresses regular attendance, punctuality, appropriate dress, adapting to supervision, employee rights and responsibilities and other similar topics. Included are job readiness programs for people who are seeking employment and postemployment programs that help people keep their job.
ND-2000.6500-380 Job Search Techniques**	Job search techniques	Employment service	Programs that provide individual or group training for people who want to learn general strategies or specific techniques for looking for work which may include use of newspapers and Internet listings to identify job opportunities, networking strategies utilizing friends and professional acquaintances and use of professional organizations, executive search firms, employment agencies and community organizations that post job vacancies or provide job search/placement services.
ND-2000.6500-700 Resume Preparation Assistance**	Resume preparation assistance	Employment service	Programs that provide individual or group training for people who want to learn to present their skills, education, and previous work experience effectively in a written resume or vita.
ND-2000.6600 Prevocational Training**	Job retraining / work skills	Employment service	Programs that provide individual and group instruction and/or counseling for individuals with disabilities (including mental health issues) who need to develop physical and emotional tolerance for work demands and pressures; acquire personal-social behaviors that will allow them to get along with employers and co-workers on the job; and develop the basic manual, academic and communications skills that are needed to acquire basic job skills.
ND-2000.9000 Vocational Assessment**	Career / vocational assessment	Employment service	Programs that administer tests which measure an individual's skills, abilities, interests, personality traits and other attributes for success in different occupational areas or specific positions. Also included are programs that allow people to "try out" jobs in the community for short periods of time to determine whether there is a fit and, in the case of people with disabilities, to determine the type of supports the individual might require to succeed if hired for that type of job.
ND-3400 Job Development**	Job development / placement assistance	Employment service	Programs that seek out and create employment opportunities in various fields for people who need work. Activities may include collecting and distributing information about job opportunities and/or prospective changes in the demand for specific occupations, encouraging potential employers to create jobs, informing employers of available personnel and other comprehensive or targeted efforts to generate new job prospects.
ND-3500.3500 Job Information**	Job information (e.g. job listings, postings)	Employment service	Programs that maintain lists of available employment opportunities that people who are searching for a position can access.

ND-3500.3600 Job Search / Placement**	Job development / placement assistance	Employment service	Programs that maintain listings of available employment opportunities and assign a staff member to help people who are searching for a position to choose and obtain the most suitable option.
ND-3500.7000 Resume Posting/Blasting Services**	Resume posting / blasting services	Employment service	Programs that allow job seekers to post their resumes online. Some programs upload the resumes to specific job sites such as Monster, CareerBuilder, and Yahoo! HotJobs. Job seekers get login information for each site enabling them to update their resume and apply directly to job postings available on the site. Other programs "blast" the resumes, i.e., send them via email to thousands of employers and recruiters. Some resume blasting services allow people to target only recruiters who have requested resumes in a particular industry or geographic area and provide a list of the recruiters to whom the resume was sent. The objective of resume posting/blasting services is to help job seekers get broad exposure for their resumes.
ND-6500.1500 Comprehensive Disability Related Employment Programs**	Comprehensive disability employment programs	Service for special population	Programs broadly available to individuals with disabilities in general (rather than focusing on special groups within the disability population) that provide vocational assessment, job development, job training, job placement, specialized job situations and/or other supportive services that help people with disabilities prepare for, find and retain paid employment.
ND-6500.1800 Disability Related Center Based Employment**	Disability related center-based employment	Service for special population	Programs that provide opportunities for individuals with disabilities to learn and practice work skills in a separate and supported environment. Participants may be involved in the program on a transitional or ongoing basis, and are paid for their work, generally under a piecework arrangement. The nature of the work and the types of disabilities represented in the workforce vary widely by program and by the area in which the organization is located. Individuals participate in center-based employment for a variety of reasons including severity of disability, need for additional training or experience, need for a protected environment and/or lack of availability of community-based employment.
ND-6500.1860 Displaced Worker Employment Programs**	Displaced worker employment programs	Service for special population	Programs that provide vocational assessment, job development, job training, job search, job placement, specialized job situations and/or other supportive services for individuals who are unable to continue in a particular job, industry or profession because the needs of society have changed and the person's skills are no longer required. Included are services for people who have been permanently laid off because of plant closings, outsourcing of jobs to other countries, reductions in the work force, declines in business activities, and other factors in situations where reemployment within their industry is unlikely.
ND-6500.1950 Ex-Offender Employment Programs**	Ex-offender programs	Service for special population	Programs that provide comprehensive support services for ex-offenders who need assistance preparing for, finding, and retaining paid employment. Services may include vocational assessment; guidance relating to resume preparation, job application letters and

			questionnaires, interview techniques, appropriate dress and personal-social behaviors that will allow them to get along with employers and co-workers on the job; job skills development support; job placement assistance; limited periods of subsidized employment, where necessary; and/or on-the-job support, as required, by a personal case manager who may visit the individual while at work, meet with the person's supervisor and/or co-workers and provide whatever assistance the ex-offender needs to meet the challenges of entering the workforce and retain his or her position.
ND-6500.3300 Immigrant/Refugee Employment Programs**	Immigrant and refugee employment programs	Service for special population	Programs that provide comprehensive support services for immigrants and refugees who need assistance to prepare for, find and retain paid employment. Services may include vocational assessment, job search assistance, professional mentoring programs, and other levels of initial and ongoing support. The emphasis is on preparing individuals for the expectations of employment in a new country and in particular, to obtain recognition for professional experience secured in another country and to obtain initial work experience in their new country.
ND-6500.8120 Supported Employment**	Supported employment	Service for special population	Programs that find paid, meaningful work in a variety of community-based settings for people who have disabilities and which assign a "job coach" to work side-by-side with each client to interface with the employer and other employees, and provide training in basic job skills and work-related behaviors, assistance with specific tasks as needed and whatever other initial or ongoing support is required to ensure that the individual retains competitive employment. Included are individual placement models in which a job coach works on-the-job with a single individual and group models such as enclaves (which are self-contained work units of people needing support) and mobile work crews, in which a group of workers with disabilities receives continuous support and supervision from supported employment personnel. In the enclave model, groups of people with disabilities are trained to work as a team alongside employees in the host business supported by a specially trained on-site supervisor, who may work either for the host company or the placement agency. A variation of the enclave approach is called the "dispersed enclave" and is used in service industries (e.g., restaurants and hotels). Each person works on a separate job, and the group is dispersed throughout the company. In the mobile work crew model, a small team of people with disabilities works as a self-contained business and undertakes contract work such as landscaping and gardening projects. The crew works at various locations in a variety of settings within the community under the supervision of a job coach.
ND-6500.8870 Ticket to Work/Self Sufficiency Program**	Ticket to work / self-sufficiency programs	Service for special population	A voluntary employment program that increases the choices and opportunities for eligible Social Security disability beneficiaries to obtain employment, vocational rehabilitation and other support services from public and private providers, employers and other organizations

ND-6500.9200 Veteran Employment Programs**	Veterans employment programs	Service for special population	without endangering their disability benefits including health care coverage. Beneficiaries receive a Ticket which they may use to obtain services and jobs from state vocational rehabilitation agencies or organizations that have been designated as Employment Networks (EN) by the program. Once a beneficiary assigns his or her ticket to an EN or vocational rehabilitation agency, the provider works with them to develop a written individual work plan which documents desired employment goals and helps the individual return to work or work for the first time. The Employment Network or state rehabilitation agency bills the Social Security Administration (SSA) using the ticket claim account number. The SSA determines eligibility for the program.
ND-6500.9500 Welfare to Work Programs**	Welfare to work programs	Service for special population	Programs operated by state agencies or local jurisdictions that offer employment training and supportive services (such as childcare, transportation costs, ancillary expenses and personal counseling) for people who are receiving public assistance through the TANF program in an effort to help them become self-supporting. Private organizations, often under contract with a public agency, may be involved in both the provision of training and on-the-job work experience (including volunteering in nonprofit agencies). Public assistance recipients are required to participate in designated program activities a minimum number of hours per week in order to receive their monthly income support payment and supplemental payments for support services.
ND-6500.9600 WIOA Programs**	WIOA programs	Service for special population	Programs funded through the Workforce Innovation and Opportunity Act of 2014 that provide work-readiness training for youth age 14 through 24 from low-income households or are at risk of dropping out of school; and adults age 18 and older who are low-income and/or receiving public assistance and are unemployed. The goal is to prepare youth for high school graduation, post-secondary education and, ultimately, a career. Specific components of the WIA program may focus on special populations with unique employment problems including Native Americans, veterans, migrant and seasonal farm workers, dislocated workers, and people who are homeless.

ND-6500.9800-250 General Youth Employment Programs**	General youth employment programs	Service for special population	Programs broadly available to youth in general (rather than focusing on special groups within the youth population) that provide vocational assessment, job development, job training, job placement, specialized job situations and/or other supportive services that help young people prepare for, find and retain paid employment.
ND-6500.9800-850 Summer Youth Employment Programs**	Summer youth employment programs	Service for special population	A government-subsidized program that provides employment opportunities in the public and private sector during the summer months for youth age 14 through 21 whose family income does not exceed the federal poverty income guidelines. To be eligible, the youth must have a Social Security card, a legal right to work in the United States, and, if younger than age 17, a work permit. The youth must also register during the application period which takes place in the spring.
ND-9000 Vocational Rehabilitation**	Vocational rehabilitation	Service for special population	Programs that enable individuals with disabilities, people who abuse drugs or alcohol, or people who have emotional problems to obtain the training and employment experiences they need to achieve economic self-sufficiency. Services may include vocational evaluation, work adjustment, work experience, training in marketable skills and placement in competitive employment, or a sheltered work environment.
ND-9300 Work Related Fee Payment Assistance*,**	Work related expense assistance	Support service	Programs that provide financial assistance to help individuals pay union dues, union initiation fees, special exam and licensing fees and other work-related fees in situations where the person is unable to make the payment without support.
ND-9500 Workplace Evaluation/Modification**	Workplace evaluation / modification	Support service	Programs that provide support for adjusting, adapting or redesigning tools, equipment or structural elements of working environments in order to make them accessible to people who have disabilities.
NL-1000.8500-850 TANF Applications*	Assistance applying for TANF, SSI, or SSDI	Support service	County or state offices that accept applications and determine eligibility for the TANF program. Also included are other programs that help people prepare and file TANF applications and/or are authorized to do eligibility determinations for the program.
NL-3000.1500 Childcare Expense Assistance*	Childcare expense assistance	Support service	Programs that cover all or part of the cost of childcare in public and licensed private childcare centers or private family childcare homes, usually for low-income families or families which include children with disabilities in situations where parents are working, in school or in a training program. Also included are programs that pay the costs of in-home or out-of-home childcare when the parent is receiving diagnostic tests, undergoing medical treatment, is hospitalized or needs to be out of the house for other reasons; and those that provide financial assistance to families with young children to help cover some of the costs of a parent staying home to care for their child.
NL-6000.2000-220 Food Stamps / SNAP Applications*	Assistance with food stamps / SNAP	Support service	County or state offices that accept Food Stamp applications, determine eligibility for the Food Stamp program and allotments, and issue Food Stamp EBT cards

which are presented at the grocery checkout counter when purchasing food. Certified households receive their EBT card and instructions for setting up a PIN number within 30 days of the date their application was filed. Expedited food stamps are available within seven days for people who are in an emergency situation and whose income and spendable resources for that month are within specified limits. Also included are other programs that help people prepare and file Food Stamp/SNAP applications and/or are authorized to do eligibility determinations for the program.

PH-1000 Case/Care Management	Individual case management	Support service	Programs that develop plans for the evaluation, treatment and/or care of individuals who, because of age, illness, disability or other difficulties, need assistance in planning and arranging for services; which assess the individual's needs; coordinate the delivery of needed services; ensure that services are obtained in accordance with the case plan; and follow up and monitor progress to ensure that services are having a beneficial impact on the individual. Case management is a collaborative process characterized by communication, advocacy, and resource management to promote high quality, cost-effective interventions, and outcomes.
RR-5050 Mental Health Expense Assistance†	Mental health expense assistance	Support service	Programs that pay the mental health care expenses of people who are unable to obtain necessary care without assistance. Mental health expense assistance programs may have age, income, disability, need or other eligibility requirements.
RX-8470.8900 Substance Use Disorder Treatment Expense Assistance*	Substance use treatment expense assistance	Support service	Programs that provide subsidies which support all or a portion of the treatment costs for income eligible individuals who have or are at risk of an alcohol and/or other drug use disorder.
TJ-1800.6650 Public Access Computers / Tools	Public access computers	Employment service	Programs that make computers, printers and other electronic equipment available for public use, primarily for word processing, spread sheets and other document development applications. Public access computers can be found in libraries, schools, government buildings, science labs, and research centers. Some companies such as Kinkos or Mail Boxes Etc. provide computers the public can use for an hourly fee.
YB-0500 Adults	Adults	Target populations	Individuals who are age 18 and older but who are not yet considered older adults.
YB-8000 Older Adults	Older adults (ages 55+)	Target populations	Individuals who are age 50, 55, 60, 62 or 65 or older depending on the minimum age for qualifying as an older adult which varies by program
YB-9000 Young Adults	Young adults (ages 18-25)	Target populations	Individuals who are generally between the ages of 18 and 25 depending on the ages that specific programs use for qualification.
YB-9500.0500 Adolescents	Adolescents (ages 13-17)	Target populations	Individuals who are age 13 to 17.

YF Disabilities and Health Conditions	Individuals with disabilities / health conditions	Target populations	Physical, sensory, developmental, cognitive, mental or emotional impairments, illnesses or injuries that prevent or interfere with an individual's ability to perform intellectual or physical tasks that are normally within the range of human capability, or which significantly limit one's mobility or level of activity.
YG-8000.1500 College/University Students	College students	Target populations	Individuals who are enrolled in classes or courses of study in colleges or universities that are part of the formal education system.
YG-8000.3000 High School Students	High school students	Target populations	Individuals who are enrolled in classes or courses of study in public or private high schools that are part of the formal education system.
YH Ethnic Groups/National Origin	Specific ethnic groups (please describe)	Target populations	Subgroups within the larger culture or social order that are distinguished from the majority and from each other by their national, religious, cultural, linguistic and sometimes racial backgrounds.
YL-3300.4500 Low Income	Low income individuals	Target populations	Individuals or families whose annual income is between 150 and 200% of poverty level for their family size.
YL-3500.9010 Unemployed Individuals	Unemployed individuals	Target populations	Individuals who are without employment but are looking for jobs and available for work.
YN-9000 Veterans	Veterans	Target populations	Individuals who are former members of one of the branches of the armed forces and who, by length and type of services, honorable discharge or release or degree of disability, qualify for the benefits and privileges that are provided by law for ex-servicemen and women.
YP Offenders	Offenders	Target populations	Individuals who are involved in legal proceedings, including administrative hearings as a defendant; or who have committed acts that have been defined as felonies or misdemeanors by federal or state laws or municipal or local ordinances and are currently under required supervision by the criminal justice system.
YV-3000 Homeless People	Homeless people	Target populations	Individuals and families who have no fixed, regular and adequate residence, who are residing temporarily with relatives or friends or who live on the street, in emergency or transitional shelters, in a hotel or motel paid for with a shelter voucher, in seriously substandard housing or in an abandoned building, place of business, car or other vehicle, or other public or private place that is not ordinarily used as a regular sleeping accommodation for people. Some people who are homeless have issues with substance abuse, chronic or severe mental illness, chronic unemployment, or underemployment, or other problems that prevent them from obtaining housing.
	Refugee populations***	Target populations	
	Mental health services***	Support service	
	Substance abuse services***	Support service	

Childcare***	Support service
Medical expense assistance***	Support service
Car repair / purchase assistance***	Support service

*These services were used to determine which support service agencies to include in the online mapping tool. Any agency that reported having one or more of the identified support services was included.

**These services were used to determine which agencies would receive the community asset mapping survey. Any agency that reported having one or more of the identified services was included in the original list.

*** Some target populations and support services were included in as options the community asset mapping survey, but not collected from the 2-1-1 database. Some services or population were unavailable in the database, others didn't have a corresponding taxonomy that was appropriate. For example, the 2-1-1 database has information on mental health, but the category is very broad and includes many types of services.

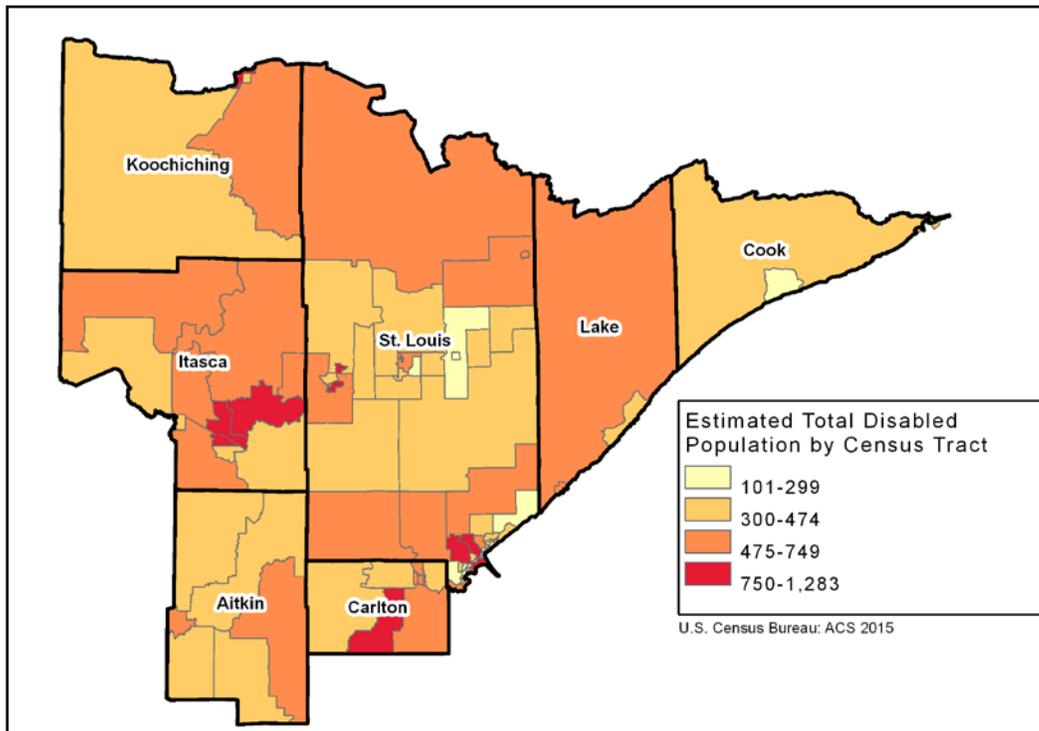
†Certain services included in the survey combine two or more taxonomy codes from the 2-1-1 database.

Appendix C. Demographic Maps

Most of the demographic data used in this project were obtained from the U.S. Census American Community Survey sample: 2015 – 5-year estimates. However, for the purposes of showing the region’s 100% population as a baseline, U.S. Census 2010 data were used.

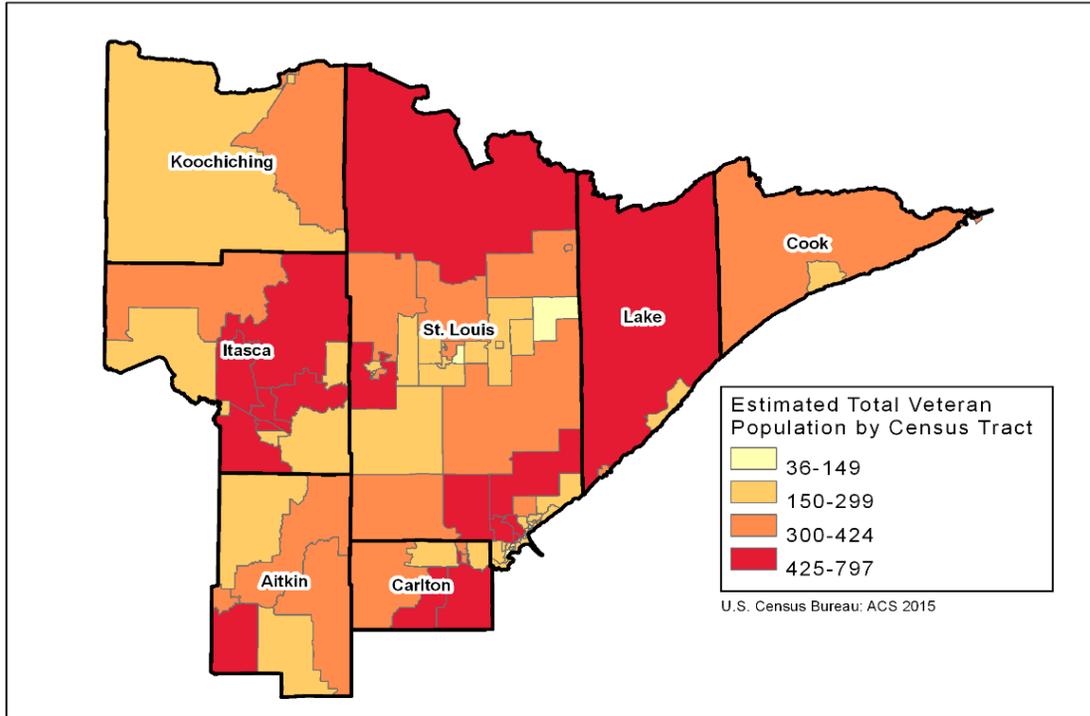
The U.S. Census American Community Survey sample (2015 – 5-year estimates) has the advantage of revealing more current demographic characteristics, but only as estimates derived from a sample of the total population and only at the census tract geographic division or a larger geographic unit (e.g. county). Populations of interest mapped for this project include disability status, veteran status, and poverty status. These demographics were mapped by census tract. Unemployment rates were also mapped for the total labor force and the labor force of those with disability, veteran’s status, and incomes below poverty level. Figures 26-32 illustrate the patterns of these demographic groups by census tract.

Figure 26. Persons with Disability Status, from ACS 2015 – 5-year Estimates



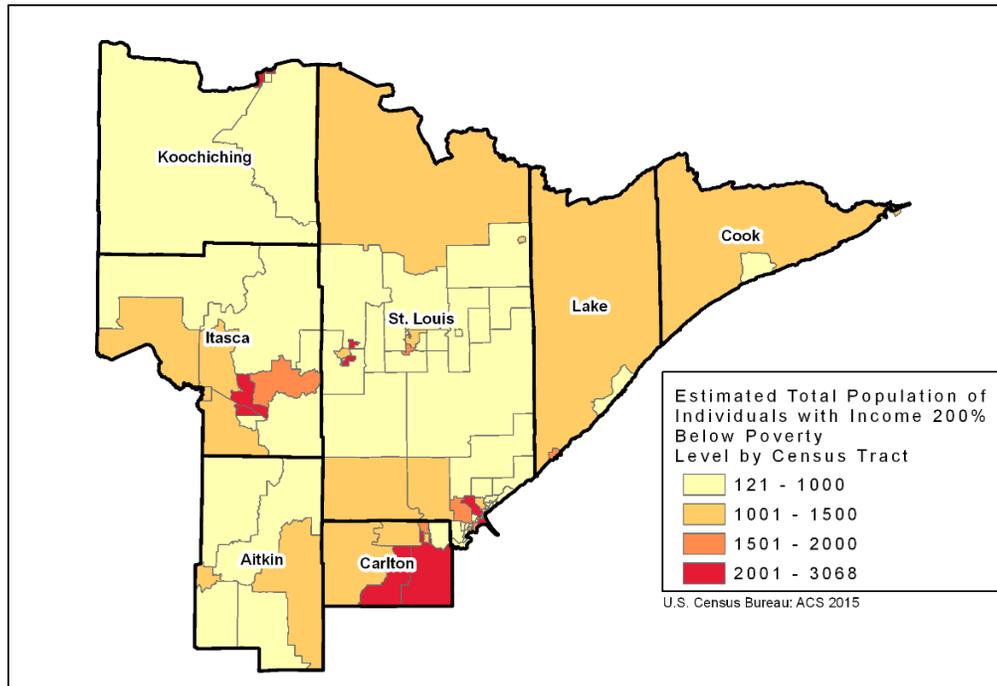
SOURCES: U.S. CENSUS BUREAU, ACS 2015

Figure 27. Estimated Total Veteran Population by Census Tract



SOURCES: U.S. CENSUS BUREAU, ACS 2015

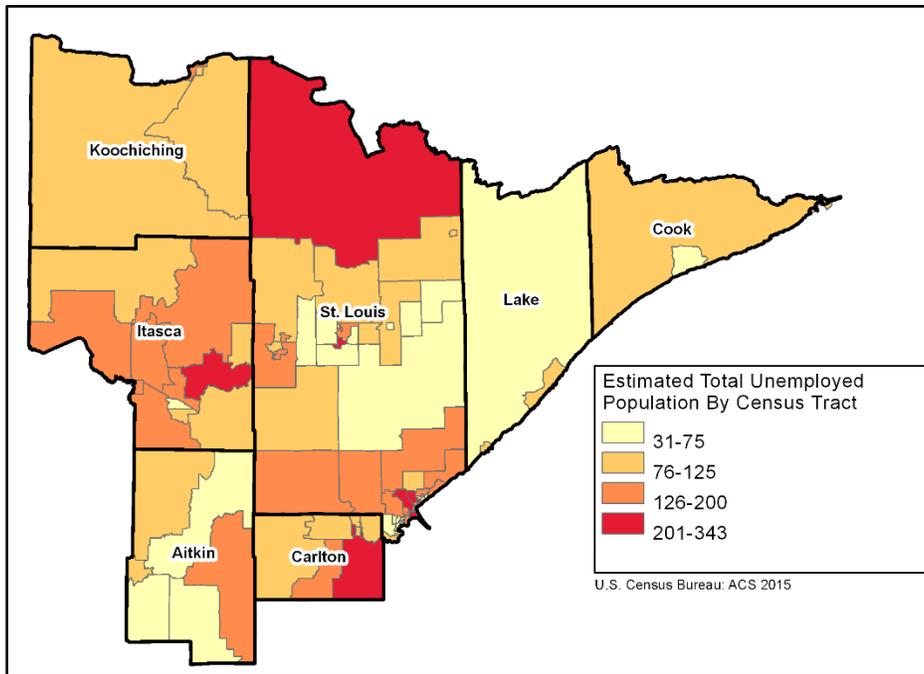
Figure 28. Individuals with Income 200% below Poverty Level,¹⁸ from ACS 2015 – 5-year Estimates



SOURCES: U.S. CENSUS BUREAU, ACS 2015

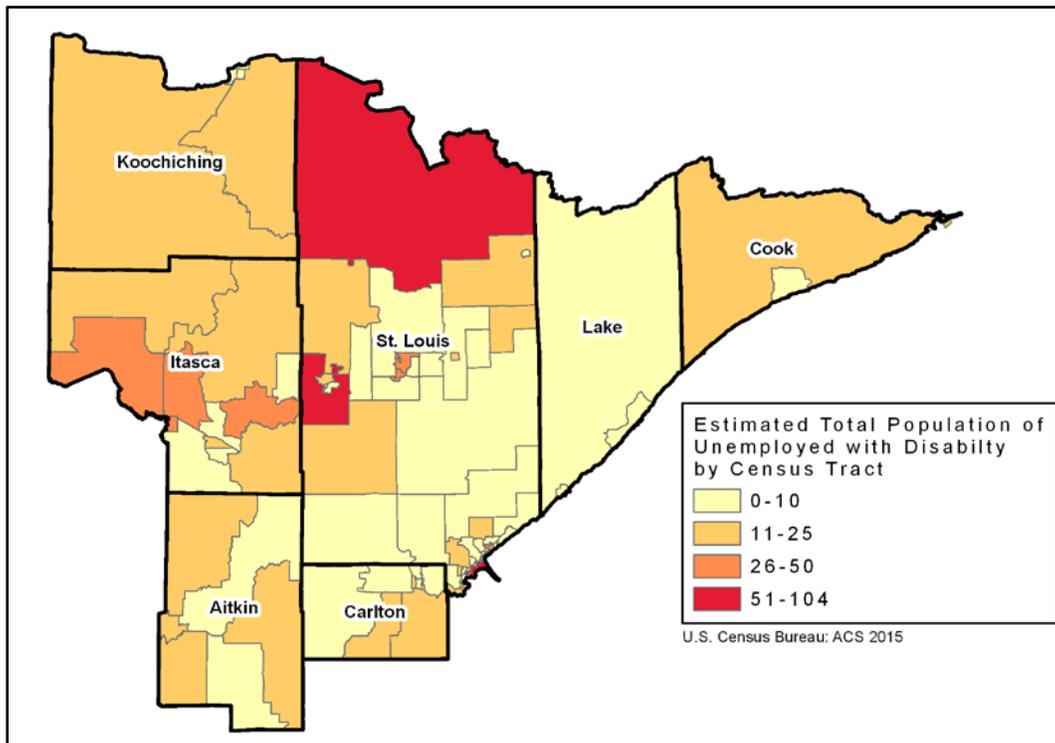
¹⁸ The Poverty level for a family with 2 individuals is \$16,240 a year. Detailed guidelines for poverty levels of other household sizes can be found at: <https://aspe.hhs.gov/poverty-guidelines>.

Figure 29. Estimated Total Unemployed Population by Census Tract



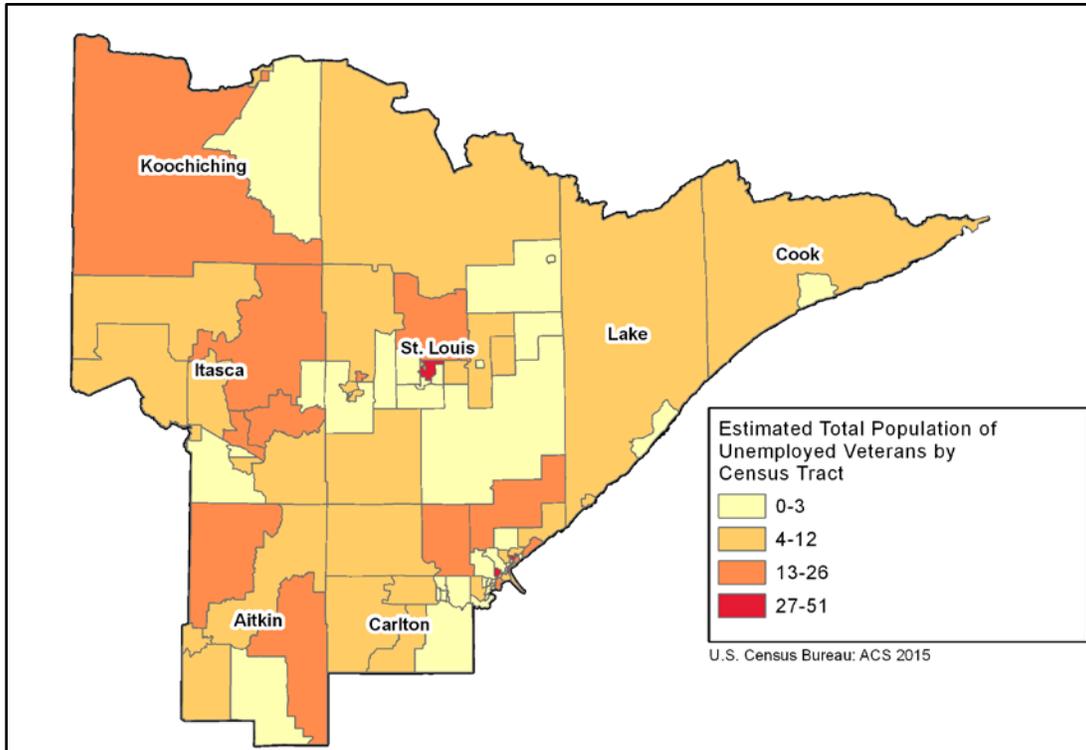
SOURCES: U.S. CENSUS BUREAU, ACS 2015

Figure 30. Estimated Total Unemployed with any Disability by Census Tract



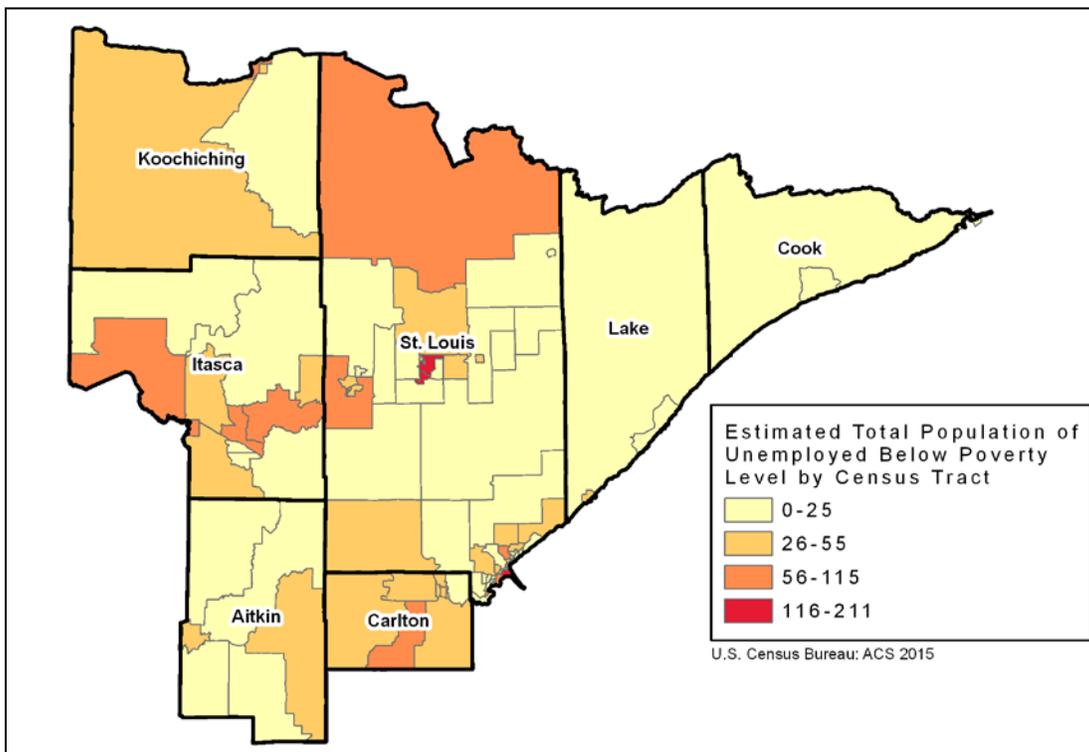
SOURCES: U.S. CENSUS BUREAU, ACS 2015

Figure 31. Estimated Total Unemployed Veterans by Census Tract



SOURCES: U.S. CENSUS BUREAU, ACS 2015

Figure 32. Estimated Total Unemployed Below Poverty Level by Census Tract



SOURCES: U.S. CENSUS BUREAU, ACS 2015

Appendix D. Data Sources and Assumptions

Data Sources

Arrowhead Transit routes and stops: <http://arrowheadtransit.com/schedules-by-county/>

DEED customer registration system, MinnesotaWorks.net (race and ethnicity, disability, veteran status)

Duluth Transit Authority routes and stops: <https://transitfeeds.com/p/duluth-transit/174>

Esri World Street Map (Used as base data for geocoding and web application base data)

Hibbing Area Transit routes and stops: <http://www.hibbing.mn.us/home/showdocument?id=80> at

<http://www.hibbing.mn.us/services/hibbing-area-transit> MN Geocommons (<https://gisdata.mn.gov/>) (base data and political boundaries)

NE MN Transit agencies (used for bus stop and route access analysis)

Rural-Urban Commuting Area Codes, USDA Economic Research Service

U.S. Census 2010 Demographic Profile (population, institutionalized population)

U.S. Census American Community Survey sample: 2015 – 5 yr. estimates (population, unemployment rate, veteran, disability status; age, race and ethnicity, poverty status)

United Way's 2-1-1 (<https://www.211unitedway.org/>) database

United Way's 2-1-1 data (target populations, services offered, service area)

UMD Community Asset Mapping Survey

Assumptions

Assumptions used in classifying agencies as serving a special population (as described on page 17):

Youth serving: Agencies were flagged as youth-serving organizations if they met one or more of the following criteria:

- Agency has programs that specifically target at-risk youth populations
- Survey respondent mentions youth/adolescents three or more times in either his/her open-ended comments or as a target population

Minority serving: Agencies were flagged as a minority-serving organization if they met one or more of the following criteria:

- Agency reported serving a large minority population (10% or higher for any non-white race or 25% or higher for all non-white races combined)
- Survey respondent indicated a specific ethnic group as one of his/her agency's target populations
- Survey respondent mentioned a particular minority population in his/her open-ended comments, or a minority population is referred to in the title of their organization (i.e. Tribal Employment Services)

Disability serving: Agencies were flagged as serving individuals with disabilities if they met two or more of the following criteria:

- Agency reported serving individuals with disabilities as one of their target populations
- Survey respondent mentioned individuals with disabilities or a specific health condition in his/her open-ended comments
- Agency reportedly offers services or programs specifically for individuals with disabilities

Low-income serving: Agencies were flagged as serving low-income individuals if they met two or more of the following criteria:

- Agency reported serving low-income individuals as one of their target populations
- Survey respondent mentioned low-income individuals (or an income eligibility requirement) in his/her open-ended comments
- Agency reportedly offers services or programs specifically for low-income individuals

Assumptions used in identifying bus stops:

- If specific places are mentioned in the schedules, like "Bovey Post Office," a point is placed (using satellite imagery as a reference) in a part of the street that allows for easy pick-up access.
- If no specific place is mentioned, like "Chisholm," then a point is placed in an area that balances driving efficiency, ease of passenger loading, and a central locality. In Chisholm's situation, you could put a point on the highway to maximize efficiency, but you couldn't load passengers, so the point is placed in the middle of town along a central road.
- Stops identified using Google Street View, Google Maps, or Google Search.
- Any issues with the stop are mentioned in the "Notes" field.
- Some stops use local names instead of the actual names, such as "Nashwauk Memorial Hall" instead of "Nashwauk City Hall." Where this occurs, the proper name is used as the stop name and it is noted in the "Notes" field.
- Some stops are the name of a road instead of a location. Placement of the stops is determined by what goes best with the rest of the route.

Assumptions used in identifying bus routes:

- If specific routes were not mentioned, they were created according to what would be the fastest route. This was done either by educated guessing or Google Maps directions when the quickest route wasn't obvious.
- Routes were traced using the "DOT Roads - All Classes" layer in QuickLayers. Because the layer is not completely accurate, things may look different when placed into AGO.
- Days the route is run, route constraints, and any other issues are placed in the "Notes" field.

Appendix E. Acknowledgements

2-1-1 Data

- Dave Erlandson, Resource Specialist, United Way 2-1-1

DEED Job-Seeker Data

- Scott D. Godfrey, Performance Measures Analyst
- Jim Hegman, Unemployment Insurance Deputy Division Director
- Rachel Vilsack, Agency Performance Manager

Focus Group Participants

- Eric Brandt, Career Services Director, Lake Superior College
- Maude Dornfeld, Executive Director, Life House
- Emily Edison, Executive Director, SOAR Career Solutions
- Ian Vincent, Marketing Coordinator, Northforce

Personal Interviews

- Randy Back, Operations Director, Northeast Minnesota Office of Job Training
- Julie Greenly, Manager of Employment and Training, Arrowhead Economic Opportunity Agency
- Betsy Harmon, Field Office Regional Manager, Department of Employment and Economic Development (DEED) Job Service
- Roland Root, Regional Manager, DEED Vocational Rehabilitation Services
- June Schelde, President and CEO, Occupational Development Center

Survey Development

- Julie Greenly, Manager of Employment and Training, Arrowhead Economic Opportunity Agency
- Betsy Harmon, Manager of Job Service, Minnesota Department of Economic Development
- Paula Reed, Manager, Duluth Workforce Development Division
- Michelle Ufford, Executive Director, Northeast Minnesota Office of Job Training

Appendix F. Surveyed Agencies

NAME	ADDRESS	CITY	ZIP CODE	SURVEY CONTACT	CONTACT PHONE
ADECCO STAFFING	207 West Superior Street	Duluth	55802	Wendy Thompson -Feste	218-720-3265
AITKIN COUNTY HEALTH & HUMAN SERVICES	204 First Street NW	Aitkin	56431		
AMERICAN INDIAN COMMUNITY HOUSING ORGANIZATION	202 W 2nd St	Duluth	55802		
ARROWHEAD ECONOMIC OPPORTUNITY AGENCY – AITKIN	20 3rd St. NE	Aitkin	56431	Aileen DeMenge	218-735-6123
ARROWHEAD ECONOMIC OPPORTUNITY AGENCY - CLOQUET WORKFORCE CENTER	14 N 11th St.	Cloquet	55720	Julie Greenly	218-749-2912
ARROWHEAD ECONOMIC OPPORTUNITY AGENCY - DULUTH	402 W. 1st St	Duluth	55802		
ARROWHEAD ECONOMIC OPPORTUNITY AGENCY - ELY	320 Miners Drive E	Ely	55731	Pamela Berens	218-365-3137
ARROWHEAD ECONOMIC OPPORTUNITY AGENCY - GRAND MARAIS	15 N Broadway Ave	Grand Marais	55604		
ARROWHEAD ECONOMIC OPPORTUNITY AGENCY - GRAND RAPIDS SERVICE CENTER	421 SE 13th Street	Grand Rapids	55744		
ARROWHEAD ECONOMIC OPPORTUNITY AGENCY - GRAND RAPIDS WFC	1215 SE 2nd Ave	Grand Rapids	55744	Jan Francisco	218-327-6748
ARROWHEAD ECONOMIC OPPORTUNITY AGENCY - HIBBING	2125 E 2nd Ave	Hibbing	55746	Julie Greenly	218-748-7332
ARROWHEAD ECONOMIC OPPORTUNITY AGENCY - INTERNATIONAL FALLS	1501 Highway 71	International Falls	56649		
ARROWHEAD ECONOMIC OPPORTUNITY AGENCY - TWO HARBORS	2124 10th St	Two Harbors	55616	Jessica Warren	218-623-3035
ARROWHEAD ECONOMIC OPPORTUNITY AGENCY - VIRGINIA WFC	820 N. 9 th St	Virginia	55792	Catie Johnson	
CARLTON COUNTY PUBLIC HEALTH AND HUMAN SERVICES - FINANCIAL	14 North 11th Street	Cloquet	55720		
CHOICE, UNLIMITED	1829 East Superior Street	Duluth	55812	Kristie Buchman	218-724-5869
CHUM - DULUTH	120 N 1st Ave W	Duluth	55802	Lee Stuart	218-720-6521
CLARITY INTERPRETING SERVICES	1346 W Arrowhead Rd	Duluth	55811	Karen Arthur	218-343-3657
CLOQUET CITY OFFICES	Cloquet City Hall	Cloquet	55720	James Barclay	218-879-3347

CLOQUET INDEPENDENT SCHOOL DISTRICT 94	302 14th Street	Cloquet	55720		
COMMUNITY ACTION - DULUTH	2424 West 5th Street	Duluth	55806	Angie Miller	218 726 1665
COOK COUNTY HIGHER EDUCATION	300 West 3rd Street	Grand Marais	55604	Paula Sundet Wolf	218-387-3411
COOK COUNTY INDEPENDENT SCHOOL DISTRICT 166	101 West 5th Street	Grand Marais	55604		
COOK COUNTY PUBLIC HEALTH AND HUMAN SERVICES - FINANCIAL ASS	411 West 2nd Street	Grand Marais	55604	Sara Hadley	218-387-3620
DEER RIVER HIRED HANDS INC	309 3rd Avenue SE	Deer River	56636		
DEER RIVER SCHOOL DISTRICT #317	101 1st Avenue NE	Deer River	56636		
DULUTH AREA CHAMBER OF COMMERCE	5 West 1st Street	Duluth	55802		
DULUTH AREA FAMILY YMCA	302 West 1st Street	Duluth	55802	Anika Thompson	218-722-4745
DULUTH PUBLIC SCHOOLS ISD 709	215 North 1st Avenue East	Duluth	55802	Tim Sworsky	218-336-8700
DULUTH VET CENTER	4402 Haines Rd	Duluth	55811	Chris Roemhildt	218-722-8654
DULUTH WORKFORCE DEVELOPMENT DIVISION	402 West 1st Street	Duluth	55802	Paula Reed	218-730-5241
EAST HILLSIDE PATCH	1406 East 2nd Street	Duluth	55805		
ELDERCIRCLE	400 River Road	Grand Rapids	55744	Renee	218-999-9233
EXPRESS EMPLOYMENT PROFESSIONALS	102 NE 3rd Street	Grand Rapids	55744		
FLOODWOOD INDEPENDENT SCHOOL DISTRICT 698	115 West 4th Avenue	Floodwood	55736	Rae Villebrun	218-476-2285
FLOODWOOD SERVICES AND TRAINING	601 Ash Street	Floodwood	55736	Dawn Lamping	
FOND DU LAC TRIBAL AND COMMUNITY COLLEGE	2101 14th Street	Cloquet	55720	Tom Urbanski	218-879-0820
FOND DU LAC TRIBAL CENTER	1720 Big Lake Road	Cloquet	55720		
GOODWILL INDUSTRIES VOCATIONAL ENTERPRISES - DULUTH	700 Garfield Avenue	Duluth	55802	Brad Gustason	218-336-1554
GRAND RAPIDS SCHOOL DISTRICT #318	Administrative Services	Grand Rapids	55744		

GREENWAY SCHOOL DISTRICT #316	201 Kate Street	Marble	55764		
HARDWIG HOUSE	704 11th Street	International Falls	56649		
HDC - HUMAN DEVELOPMENT CENTER - DULUTH	1401 East 1st Street	Duluth	55805	Samuel Gangi	218-428-3868
HERMANTOWN INDEPENDENT SCHOOL DISTRICT 700	4307 Ugstad Road	Hermantown	55811		
HIBBING COMMUNITY COLLEGE	1515 East 25th Street	Hibbing	55746	Mike Raich	218-262-6702
HIBBING HOUSING AND REDEVELOPMENT AUTHORITY	3115 East 7th Avenue	Hibbing	55746	Jackie Prescott	
HIBBING INDEPENDENT SCHOOL DISTRICT 701	800 East 21st Street	Hibbing	55746		
HILL CITY SCHOOL DISTRICT #2	500 Lone Avenue	Hill City	55748		
INTERNATIONAL FALLS SCHOOL DISTRICT #361	1515 Eleventh Street	International Falls	56649	Kevin Grover	218-283-2571
IRON RANGE RESOURCES AND REHABILITATION BOARD - IRRRB**	4261 Hwy 53 South	Eveleth	55734		
ITA-BEL-KOO DEVELOPMENTAL ACHIEVEMENT CENTER	12025 Main Street	Northome	56661	Freya White	218-897-5281
ITASCA COMMUNITY COLLEGE	1851 East Highway 169	Grand Rapids	55744	Cricket Guyer	218-322-2400
ITASCA COUNTY ADMINISTRATIVE SERVICES DEPARTMENT	123 NE 4th Street, Suite 103	Grand Rapids	55744		
ITASCA COUNTY HEALTH AND HUMAN SERVICES	1209 SE 2nd Avenue	Grand Rapids	55744		
ITASCA LIFE OPTIONS	P. O. Box 20	Grand Rapids	55744		
JOB SERVICE	402 W. First Street	Duluth	55802	Betsy Harmon	218-302-8404
JOB SERVICE - CLOQUET	14 N 11th St.	Cloquet	55720	Betsy Harmon	218-302-8404
JOB SERVICE - GRAND RAPIDS	1215 SE 2nd Ave	Grand Rapids	55744	Betsy Harmon	218-302-8404
JOB SERVICE - HIBBING	2125 E 2nd Ave	Hibbing	55746	Betsy Harmon	218-302-8404
JOB SERVICE - INTERNATIONAL FALLS	1501 Highway 71	International Falls	56649	Betsy Harmon	218-302-8404
JOB SERVICE - VIRGINIA	820 9th St N	Virginia	55792	Betsy Harmon	218-302-8404
KELLY SERVICES	324 W Superior St	Duluth	55802	Mark Swanson	218-727-5663

KOOTASCA COMMUNITY ACTION	201 NW 4th Street	Grand Rapids	55744	Isaac Meyer	218-999-0802
LAKE COUNTY DEVELOPMENTAL ACHIEVEMENT CENTER	626 Second Avenue	Two Harbors	55616		
LAKE COUNTY HEALTH AND HUMAN SERVICES - SILVER BAY	99 Edison Blvd	Silver Bay	55614		
LAKE COUNTY HEALTH AND HUMAN SERVICES - TWO HARBORS	616 3rd Avenue	Two Harbors	55616		
LAKE SUPERIOR COLLEGE	2101 Trinity Road	Duluth	55811	Wade Gordon	218-733-7656
LAKE SUPERIOR INDEPENDENT SCHOOL DISTRICT 381 - TWO HARBORS	1640 Highway 2	Two Harbors	55616	Lance Takkunen	218-834-8201
LIFE HOUSE	102 West First Street	Duluth	55802	Erich Lutz	218-722-7431
LITTLEFORK - BIG FALLS SCHOOL DISTRICT #362	700 Main Street	Littlefork	56653		
MANPOWER - DULUTH	11 East Superior Street	Duluth	55802	Tracy Martinson	218-727-8891
MAVEN PERSPECTIVES	206 NE 3rd St	Grand Rapids	55744		
MCGREGOR SCHOOL DISTRICT #4	148 South 2nd Street	McGregor	55760	Shauna Dalchow	218-768-5123
MESABI RANGE COLLEGE	1001 Chestnut Street West	Virginia	55792	Brenda K. Kochevar	218-749-0314
MESABI RANGE COLLEGE*	1100 Industrial Park Drive	Eveleth	55734	Brenda K. Kochevar	218-749-0314
MINNESOTA DIVERSIFIED INDUSTRIES - ITASCA COUNTY	825 Lilly Lane	Grand Rapids	55744	Jeanne Eglinton	
MINNESOTA DIVERSIFIED INDUSTRIES*	1001 NW 3 rd St PO Box 202	Cohasset	55721	Jeanne Eglinton	
MINNESOTA DIVERSIFIED INDUSTRIES*	1937 4 th Ave E	Hibbing	55746	Jeanne Eglinton	
MINNESOTA STATE SERVICES FOR THE BLIND - DULUTH	402 West 1st Street	Duluth	55802	Steve Benson	218-302-8417
MINNESOTA STATE SERVICES FOR THE BLIND - HIBBING	2125 E 2nd Ave	Hibbing	55746	Steve Benson	218-302-8417
MINNESOTA WORKFORCE CENTER - AITKIN	20 NE Third Street	Aitkin	56431		
MINNESOTA WORKFORCE CENTER - CLOQUET	14 North 11th Street	Cloquet	55720		
MINNESOTA WORKFORCE CENTER - DULUTH	402 West 1st Street	Duluth	55802	Betsy Harmon	218-302-8404
MINNESOTA WORKFORCE CENTER - GRAND RAPIDS	Itasca Resource Center	Grand Rapids	55744		

MINNESOTA WORKFORCE CENTER - HIBBING	2125 E 2nd Ave	Hibbing	55746	Betsy Harmon	218-302-8404
MINNESOTA WORKFORCE CENTER - INTERNATIONAL FALLS	1501 Highway 71	International Falls	56649		
MINNESOTA WORKFORCE CENTER - VIRGINIA	820 North 9th Street	Virginia	55792		
MOUNTAIN IRON - BUHL INDEPENDENT SCHOOL DISTRICT 712	5720 Marble Ave	Mountain Iron	55768		
NASHWAUK - KEEWATIN SCHOOL DISTRICT #319	400 2nd Street	Nashwauk	55769		
NORTH HOMES CHILDREN AND FAMILY SERVICES	1880 River Road	Grand Rapids	55744		
NORTHEAST MINNESOTA OFFICE OF JOB TRAINING - AITKIN	20 3rd St. NE	Aitkin	56431	Randy Back	218-735-6105
NORTHEAST MINNESOTA OFFICE OF JOB TRAINING - CLOQUET	14 N 11th St.	Cloquet	55720	Randy Back	218-735-6105
NORTHEAST MINNESOTA OFFICE OF JOB TRAINING - DULUTH	402 West First Street	Duluth	55802	Randy Back	218-735-6105
NORTHEAST MINNESOTA OFFICE OF JOB TRAINING - GRAND RAPIDS	1215 SE 2nd Ave	Grand Rapids	55744	Randy Back	218-735-6105
NORTHEAST MINNESOTA OFFICE OF JOB TRAINING - HIBBING	2125 E 2nd Ave	Hibbing	55746	Randy Back	218-735-6105
NORTHEAST MINNESOTA OFFICE OF JOB TRAINING - INTERNATIONAL FALLS	1501 Highway 71	International Falls	56649	Randy Back	218-735-6105
NORTHEAST MINNESOTA OFFICE OF JOB TRAINING - VIRGINIA	820 9th St N	Virginia	55792		
NORTHERN OPPORTUNITY WORKS - NOW	1313 NE 7th St	Grand Rapids	55744	Taylor Jackson	218-244-5717
NORTHFORCE	306 W. Superior St.	Duluth	55812	Ian Vincent	218-740-3667
NORTHLAND COUNSELING CENTER - ITASCA COUNTY	215 SE 2nd Avenue	Grand Rapids	55744		
OCCUPATIONAL DEVELOPMENT CENTER - BUHL	100 South Industrial Park Rd	Buhl	55713	Krista Stafsholt	218-258-8926
OCCUPATIONAL DEVELOPMENT CENTER - ITASCA COUNTY	401 SE 11th Street	Grand Rapids	55744		
OCCUPATIONAL DEVELOPMENT CENTER - KOOCHICHING COUNTY	1600 20th Ave	International Falls	56649	Ariel Schmit	218-285-7462
PEOPLE READY	4504 Grand Avenue	Duluth	55807	Nikki Modeen	218-624-6222
PERSONNEL DYNAMICS LLC	604 NW 1st Avenue	Grand Rapids	55744	Kari	
PINEWOOD - DULUTH INC	1102 East 4th Street	Duluth	55805	Chris Filteau	218-724-6669

PROCTOR INDEPENDENT SCHOOL DISTRICT 704	131 9th Avenue	Proctor	55810		
RAINY RIVER COMMUNITY COLLEGE	1501 Highway 71	International Falls	56649		
RANGE CENTER INC	1001 8th Avenue Northwest	Chisholm	55719	Shelley Robinson	218-966-0517
SAFE HAVEN SHELTER AND RESOURCE CENTER	PO Box 3558	Duluth	55803	Susan Utech	218-730-2478
SOAR CAREER SOLUTIONS	205 West 2nd Street	Duluth	55802	Emily Edison	218-722-3126
SOCIAL SECURITY ADMINISTRATION - DULUTH	130 West Superior Street	Duluth	55802		
SOCIAL SECURITY ADMINISTRATION - HIBBING	1122 East 25th Street	Hibbing	55746		
SOUTH KOOCHICHING - RAINY RIVER SCHOOL DISTRICT #363	11731 Highway 1	Northome	56661	Christine Lundin	218-897-5275
SPHERION STAFFING - DULUTH	332 West Superior Street	Duluth	55802	Tracy Mandelin	218-722-8003
ST. LOUIS COUNTY INDEPENDENT SCHOOL DISTRICT 2142	1701 North 9th Avenue	Virginia	55792		
TRIBAL EMPLOYMENT SERVICES	820 N 9th St	Virginia	55792		
TRILLIUM SERVICES, INC.	4629 Airpark Boulevard	Duluth	55811		
UDAC, INC.	500 East 10th Street	Duluth	55805	Ann Dahl, Heather Opsahl	
UNIVERSITY OF MINNESOTA DULUTH CAREER AND INTERNSHIP SERVICES	1117 University Drive	Duluth	55812	Julie Westlund	
USDA FOREST SERVICE - CHIPPEWA NATIONAL FOREST - DEER RIVER	1235 Division Street	Deer River	56636		
VERMILION COMMUNITY COLLEGE	1900 East Camp Street	Ely	55731	Jeff Nelson	218-235-1355
VIRGINIA HOUSING AND REDEVELOPMENT AUTHORITY	442 Pine Mill Court	Virginia	55792		
VIRGINIA INDEPENDENT SCHOOL DISTRICT 706 - VIRGINIA PUBLIC S	411 5th Avenue South	Virginia	55792	Spencer Aune	218-742-3941
VOCATIONAL REHABILITATION SERVICES	402 W. 1st St.	Duluth	55802	Jeri Werner	218-302-8429
VOCATIONAL REHABILITATION SERVICES - CLOQUET	14 N 11th St.	Cloquet	55720	Jeri Werner	218-302-8430
VOCATIONAL REHABILITATION SERVICES - GRAND RAPIDS	1215 SE 2nd Ave	Grand Rapids	55744	Jeri Werner	218-302-8430

VOCATIONAL REHABILITATION SERVICES - HIBBING	2125 E 2nd Ave	Hibbing	55746	Jeri Werner	218-302-8430
VOCATIONAL REHABILITATION SERVICES - INTERNATIONAL FALLS	1501 Highway 71	International Falls	56649	Jeri Werner	218-302-8430
VOCATIONAL REHABILITATION SERVICES - VIRGINIA	820 9th St N	Virginia	55792	Jeri Werner	218-302-8430
WOODLAND HILLS	4321 Allendale Avenue	Duluth	55803	Jessica Peterson	218-623-6426

*Location added after survey and analysis was complete

**Location removed after survey and analysis was complete