



Cook County Department of Planning and Development

Comprehensive Economic Development Strategy

Following a 30-day public comment period, ending January 22, 2020, the Cook County Economic Development Advisory Committee, acting as the Economic Development Strategy Committee of Cook County, voted to approve this document for submittal to the federal Economic Development Administration as the County's formal CEDS.

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Summary Background

Introduction

Cook County adopted Planning for Progress in 2015, which serves as both the County's Consolidated Plan (Con Plan) and the Comprehensive Economic Development Strategy (CEDS). Planning for Progress outlined the Department of Planning and Development's vision and five key focus areas (each with a policy goal and strategies for implementation). More than fulfilling the planning requirements of the federal Economic Development Administration (EDA) and Department of Housing and Urban Development (HUD), Planning for Progress signaled a clear intent to coordinate investments across County departments to maximize their impact. Public participation was critical in the development of Planning for Progress. Over 2,000 stakeholders participated across multiple activities in the year leading up to the release of the plan, including an online survey, interactive workshops, presentations, and multiple focus groups. The issues, concerns, and priorities that emerged from these consultations ultimately shaped the goals, priorities, and strategies in the plan.

This document serves as the 2020-2024 CEDS for Cook County, Illinois, for approval by the County's Economic Development Advisory Committee (EDAC) and formal submittal to the EDA by February of 2020. The document also includes the structure and many of the elements required by HUD to be considered as a Con Plan. However, the County will continue to seek feedback from stakeholders and may incorporate revisions and additions before seeking approval of the Con Plan by the County Board of Commissioners and submittal to HUD by August of 2020. The County anticipates that the structure of the final plan will not change from what is presented here. The final plan will serve as both CEDS and Con Plan. It carries many of the same themes, policies, and strategies forward from Planning for Progress with some notable differences discussed later.

The process undertaken to complete this plan includes internal and external stakeholder interviews and meetings, review of recent plans, and analysis of Census and other data. The EDAC is considered the Economic Development Strategy Committee (Strategy Committee) for review of interim deliverables and approval of the CEDS. Draft deliverables were shared for feedback during a 30-day public comment period with the public, Cook County's four Councils of Government (COGs), Cook County HOME Consortium, and Suburban Cook County's Continuum of Care. The plan also leverages the considerable public participation efforts undertaken in 2014 to develop Planning for Progress and in 2018 to develop the Policy Roadmap for Cook County Offices Under the President.

HOME Consortium Overview

The following entitlement communities have chosen to join Cook County's HOME Consortium so that HOME funding, based on their population, flows through Cook County rather than the State of Illinois: Arlington Heights, Berwyn, Cicero, Des Plaines, Hoffman Estates, Mount Prospect, Oak Lawn, Oak Park, Palatine, and Schaumburg. Cook County facilitated a meeting with CNT and these communities on November 20, 2019 to solicit their input for the plan. HOME consortium communities expressed an interest in a deeper dive analysis into the root causes of increasing housing cost burden and revisions to

some of the maps to make municipal needs more understandable. These comments will continue to be incorporated into revisions to the Consolidated Plan before its adoption in the summer of 2020.

Policy Roadmap

The County's Policy Roadmap is a five-year Strategic Plan for the Offices Under the President developed in 2018 by the Office of the President of the Cook County Board of Commissioners. It lays the foundation for the next five years of work by the Offices Under the President (OUP), including a focus on racial equity to ensure that all Cook County residents have opportunities to prosper, participate, and reach their full potential no matter their race, gender, geography, or socio-economic status, and efforts are made through program design and policy to rectify injurious policy.

The Policy Roadmap outlines the OUP's specific roles and responsibilities and also includes several objectives that look beyond statutory responsibilities and require continued improvement, coordination, and collaboration with partners to achieve the best outcomes for residents. The process for developing the Roadmap was designed to gather and incorporate input and feedback from employees, residents, community groups, other governmental agencies, and partners in the nonprofit, civic, and private sectors. Outreach began in early 2018 and included seven community conversations distributed across the County. For all conversations, 278 people attended at least one. The OUP also conducted both a staff survey and a community survey to garner additional input and feedback. This robust engagement process was documented in the [Policy Roadmap Community Conversation Report](#). The plan will leverage this resident and employee input as a very recent compilation of important input on the County's priorities.

The Policy Roadmap introduces six priorities: Healthy Communities, Vital Communities, Safe and Thriving Communities, Sustainable Communities, Smart Communities, and Open Communities. A central theme, woven throughout these priorities, is a commitment to ensuring Cook County is a welcoming community that reaches all residents, including those often marginalized. Governments have an essential obligation to use their resources and leadership to address these disparities and provide all residents — regardless of race, ethnicity, or neighborhood — opportunities and outcomes that correct historic inequities and address current challenge.

ON TO 2050

The Chicago Metropolitan Agency for Planning (CMAP) is the federally designated Metropolitan Planning Organization for the 7 counties of northeastern Illinois, including Cook County. CMAP formally adopted ON TO 2050, the region's comprehensive plan, in October of 2018 after three years of analysis, engagement, and deliberation. The plan builds upon GO TO 2040, the region's first comprehensive plan that includes analyses and recommendations, many of which were incorporated into Planning for Progress. Cook County's Board President and staff supported the development of ON TO 2050 and relevant findings and recommendations from ON TO 2050 will be incorporated into the plan.

Partnering for Prosperity

Issued in April 2013, Partnering for Prosperity establishes County President Toni Preckwinkle's strategies for economic growth. The plan identifies areas where regional economic growth opportunities, County-specific assets, and County governmental capacities converge, offering opportunities for strategic intervention. It sets out three strategic areas to influence economic growth — governance, production, and support — specifically designed for the capacities of Cook County. Using the tools available (namely

taxation, regulation, and the provision of public goods), the County can influence market activity. The plan is organized into governance strategies, production strategies, and support strategies. Governance strategies focus on improving County operations, intergovernmental efficiency, and regional capacity for coordination on economic development. Production strategies include increasing productivity within the manufacturing industrial cluster, increasing the competitiveness of anchor institution suppliers, and increasing the productivity of the transportation and logistics cluster. Support strategies focus on improving transportation infrastructure, encouraging the development of dense, connected, mixed use communities, and improving the alignment of resident skills with employer demand. Partnering for Prosperity also set out a cluster-based strategy for targeting economic development activities, highlighting the importance of the fabricated metals, food processing and packaging, transportation and logistics, and health clusters. Many of the County's current economic development initiatives, including the Chicago Regional Growth Corporation and Chicago Metro Metals Consortium, were outlined in this plan.

Chicago Regional Growth Corporation (CRGC)

Overcoming metropolitan Chicago's prolonged slow growth and uneven access to opportunity will require a shared vision for the regional economy. In recent years, the County has taken initiative to coordinate and collaborate with other regional leaders around strategies to restart growth. Launched in January 2018, the Chicago Regional Growth Corporation (CRGC) is a significant, joint commitment among the county board chairs of Cook, DuPage, Kane, Kendall, Lake, McHenry, and Will counties and the Deputy Mayor of City of Chicago. With sustained private sector engagement and institutional support,

CRGC can play a critical role in focusing economic development activities and marshaling resources to address issues that cut across the region's diverse industries and communities. The organization's initial charge is to align the region's economic development activities and enhance existing global programs, regional systems, and industry clusters. CRGC will need sustainable, long-term funding and public support to demonstrate the benefits of collaboration among the region's political and economic development leaders.

South Suburban Economic Growth Initiative (SSEGI)

The SSEGI Initiative is a distinct and deliberate effort by Cook County and partners to enable economic growth in south suburban Cook County. SSEGI unifies community, government and industry in order to reestablish the South Suburbs as an economic powerhouse. The plan is put to action by giving leaders in their specific field the institutional infrastructure and resources to lead overall management, strategy development, program design and implementation.

Phase 1, consisting primarily of a report describing and quantifying current economic and policy issues, was completed in 2017 by the County, with substantial assistance from RW Ventures, Civic Consulting Alliance, and CMAP.

Phase 2 is underway. Major ongoing activities include the following.

- Formation and launch of a Development Authority, a new institution meant to enable and streamline private economic activity and investment.

- Industrial developments related to three of the key economic sectors that are concentrated in the south suburbs: metals manufacturing, freight and logistics, and food.
- Organization of stakeholders and prioritization of activities in the areas of housing, workforce development, and business development.

Built in Cook County

Over the past five years, the County initiated a Section 108 loan program. This allows the County to borrow against up to five times its annual entitlement of Community Development Block Grant (CDBG) funding from HUD. These loans are securitized by future entitlement funds and several projects have received funding. The Bureau wishes to expand its impact. The fund supports site preparation and acquisition, property rehabilitation, infrastructure, working capital and gap financing.

Projects located within suburban Cook County can be funded if they provide clear economic and community development benefits to low- and moderate-income persons and their communities.

The investment strategy is built around four forms of urban development.

- Transit-oriented development
- Cargo-oriented development
- Mixed-use hospitality and service sector developments
- Business development loans

Chicago Metro Metals Consortium (CMMC)

CMMC supports and strengthens the region's fabricated metal and machinery manufacturing cluster by connecting manufacturers with resources to grow their businesses, promoting the region as a global center for manufacturing, and engaging and aligning stakeholders. CMMC serves as a platform for collaboration and offers the following programs:

- The Chicago Defense Resiliency Program supports the region's defense and manufacturing firms by identifying opportunities for firms to diversify and find new suppliers.
- CMMC works to build the talent pipeline in manufacturing by promoting careers in manufacturing, supporting industry driven partnerships, and serving as an Apprenticeship Navigator educate to small and medium sized fabricated about the use of apprenticeships to retain, train and attract a skilled workforce. The Illinois Apprenticeship Expansion program provides funds to support the County's work as an Apprenticeship Navigator.
- The Calumet Manufacturing Industry Sector Partnership, launched in 2017, is a network of over 30 manufacturers in the Calumet region that is industry driven, sector based and community supported focused on increasing sales and developing a skilled workforce. The effort has leveraged over \$650,000 in resources to support workforce programs in the Calumet region. The Bureau of Economic Development serves as the backbone organization and has provided financial support for this growing effort.

Property Tax Incentives

Cook County has begun an effort to re-examine the use of property tax incentives for commercial and industrial development (i.e. Class 6b and Class 8 per Chapter 74, Article II, Division II, Section 74-63 of

the Cook County Code of Ordinances). This effort is underway and in coordination with the Industrial Growth Zones initiative. South Suburban municipalities have specifically expressed that they experience challenges with business and job retention, when competing with adjacent Illinois Counties and the State of Indiana, because of lower, standard property tax rates for commercial land uses.

Fair Housing

Fair housing is the right of people to choose housing free from unlawful discrimination. Federal, state and local fair housing laws protect people from discrimination in housing transactions such as rentals, sales, lending, and insurance. In 2012, the County Adopted the current [Analysis of Impediments to Fair Housing Choice](#) (AI). The study identified 15 impediments that people face in Cook County and many more strategies to overcome them. Many of these have been implemented in the past seven years, including cultivating a partnership with the Chicago Area Fair Housing Alliance (CAFHA) to coordinate outreach and educate employees and municipal staff; participation in regional fair housing initiatives and events; rolling out a tiered compliance model for local government subrecipients; and supporting housing counseling.

The County is currently working with Enterprise Community Partners, CAFHA, CMAP, and the Metropolitan Planning Council (MPC) to complete a regional Assessment of Fair Housing (AFH), which was also recommended under the 2012 AI. The Center for Neighborhood Technology is actively participating as a member of the AFH Advisors Group to ensure that research, strategies, and recommendations are incorporated into the Con Plan before its adoption. While the AFH will not be complete before the adoption of the Con Plan, the County may choose to formally amend the Con Plan to more substantially incorporate AFH findings and recommendations later.

Upcoming Preparation for the 2020 Census

Both Cook County and the State of Illinois are supporting complete count efforts to ensure an accurate population count in the upcoming 2020 decennial census. The proposal to include a citizenship question in the 2020 census could risk an undercount. Single-year American Community Survey figures show a slight increase in Cook County population overall (10,313 people or 0.20%) and a slight decrease in the suburban population (-7,318 people or -0.29%) between 2010 and 2017. Federal funding levels for social programs are based, in part, on need as defined by Census figures. Similarly, Census figures form the basis for most market analysis that commercial and industrial firms use to make site location decisions. In other words, our social and economic vitality as a County depends on an accurate Census count in 2020.

Cook County Transportation Planning and Programming

The County adopted *Connecting Cook County* as its long-range transportation plan in 2016 to guide where and how the County invests in transportation to more fully realize its opportunities to attract and retain businesses, people, capital, and talent. Five priorities were developed to shape the County's transportation policies and capital improvement program: prioritize transit and other transportation alternatives; support the region's role as North America's freight capital; promote equal access to opportunities; maintain and modernize what already exists; and increase investments in transportation.

Invest in Cook is an \$8.5 million program that covers the cost of planning and feasibility studies, engineering, right-of-way acquisition, and construction associated with transportation improvements sponsored by local and regional governments and private partners. This program is designed to solicit applications for improvements consistent with the five priorities of Connecting Cook County through a competitive application process. The program deliberately prioritizes projects that deliver economic growth, maximize existing assets, and advance equity and sustainability. Invest in Cook is characterized by the variety of projects that it can fund and the thorough prioritization process for project selection. Now in its third year, the program provides approximately \$8 million annually, and leverages a far greater share of funding from other sources.

- Invest in Cook also can be used to implement more recent and specific transportation plans, including the Cook County Freight Plan (completed October 2018) and Lincoln Highway Logistics Corridor Strategic Plan (completed August 2018).
- The County's strong focus on freight and public transit – expressed not just through these plans, but by the hire of staff positions specifically focused on freight and transit – are also reflected in this plan.
- The flexibility of Invest in Cook funding is also notable and should be considered a significant asset and opportunity for coordination with other funding sources that have similar economic and accessibility goals.

SWOT analysis

Strengths

- The County has a strong, clear set of policy priorities and strategies to achieve its goals, as described in the Policy Roadmap. A keystone of these is a commitment to racial equity.
- The Bureau of Economic Development has demonstrated a willingness to coordinate across departments and funding streams to maximize impact and implement County policy goals.
- The County has demonstrated commitment to regional economic development, focused on supporting traded industry clusters, as exemplified by leadership in creating the CRGC, CMMC, and other initiatives.

Weaknesses

- County facilities, including infrastructure, are aging and in need of smart investment to keep pace with the needs of a 21st century population and economy.
- As with every local government across the nation, financial resources to implement plan recommendations are, and will likely continue to be scarce in the near term.
- The Chicago region is home to more than 1500 units of local government, more than half of those are in Cook County. This can make projects that span multiple geographies and jurisdictions more challenging to implement.

- While significant strides have been made to address disparities in the property assessment system, property tax burden continues to make economic development, especially in the south suburbs and some western suburbs, challenging. The property tax burden is also cited as a reason Cook County lost 24,000 residents between 2017 and 2018.

Opportunities

- Cross departmental coordination of competitive funding programs could have a wide range of benefits, including a more comprehensive match-making of projects with eligible funding, incentives, and capacity building opportunities.
- New investments identified in the state capital bill and new opportunities in the federal tax code can be leveraged for economic development.

Threats

- Racial and economic disparities continue to be stark and fall along geographic lines, creating segregation and limiting access to both opportunities and basic needs.
- This access is further limited by a continued mismatch between the location of jobs and affordable housing, as shown by increasing burdens in combined household expenditures on housing and transportation.
- Ongoing changes to Cook County's economy increasingly threaten regional economic competitiveness and the ability of residents to thrive. These changes include the continued decline of traded sector employment, losses in traditionally specialized industry clusters, and an increased polarization within the labor market.
- Slowed overall population growth could exacerbate revenue issues, especially if biased census questions prevent immigrants and ethnic minorities from completing census questionnaires. If Cook County's population is undercounted, it may receive less in federal funds for social service and other programs.
- Regional climate change impacts, including hotter summers and more frequent strong storms, are growing more severe and the impacts will likely be felt disproportionately by low-income, non-white communities.

Key findings from research

People and Housing

[Planning for Progress \(2015-2019\)](#)

- People of color are highly concentrated in predominantly low-income areas in west and south Cook County. The strongest housing markets are in northern and southwestern suburbs while weakest markets are in the west and south (p. 31).
- Affordable housing is deeply affected by the jobs-housing mismatch, causing lengthy commutes and expensive dependence on personal vehicles (p. 54).
- The regional Fair Housing and Equity Assessment includes recommendations for addressing the negative impacts of segregation on the Chicago region. They include policy, training, and investment strategies in two broad categories: increasing diversity in areas of opportunity and investing in racially concentrated areas of poverty and other disinvested communities (p. 28).
- While the ongoing AFH effort will identify official Racial and Ethnically Concentrated Areas of Poverty, maps displayed in the appendix of this plan show similar patterns of racial and income segregation continue today.

[Policy Roadmap \(2018 - current\)](#)

- The PRM takes an expansive view of healthy communities by working to address the social determinants of health, including access to adequate, safe, and affordable. Housing (p.17)
- It also recognizes and identifies policy priorities to address the complex relationship between housing, employment and transportation, and the disparate access to each for marginalized residents, which is key to creating an equitable and vibrant community (p. 24).
- Overall, Cook County has a poverty rate of 15.0 percent, which is slightly higher than the national poverty rate of 12.3 percent. When broken down by race, the poverty rate is dramatically higher for black and Latinx populations than for white populations (p. 6).
- Historically and in the present day, Cook County has been a major destination for immigrants. According to the U.S. Census Bureau, as of 2016 more than 1.1 million Cook County residents are foreign born and nearly 35 percent of residents speak a language other than English at home, including Spanish, Arabic and Polish. Nearly 35% of residents speak languages other than English (p. 5).

[ON TO 2050 \(2018 – current\)](#)

- Four factors are affecting regional [population trends](#): slowed population growth, aging population, changing immigration patterns, and increasing diversity.
- Cook County faces an [aging population](#) - The baby boom generation (born 1946-1964) began to age into the senior demographic in 2011 and continues to increase as a percentage of the regional population. The townships with the highest percentage of seniors (age 65+) are on the far northern border of the County and in the southwest.
- Since 1990, [people of color have increased in population by 61 percent](#) and now represent almost half of the regional population. Growth in the Hispanic or Latinx population is driving this trend.

Meanwhile both White and African American populations have declined overall. According to CMAP's forecast, the region will be majority people of color within a decade.

- While development since 2000 has not predominantly concentrated in transit supportive, infill areas [trends more recently have shifted in favor](#) of these kinds of places. Construction projects active now throughout the region increasingly favor locations with access to transit and/or those that are already connected to transportation and water infrastructure.
- Significant portions of Cook County, especially in the south and west sides of Chicago and the south suburbs, have experienced persistent [disinvestment](#).
- Low- and moderate-income households in the Chicago region spend 67% of their aggregate income on [housing and transportation costs combined](#). CNT recommends that no more than 45% of household income should be spent on these two items.
- There are significant financial, regulatory, and procedural [barriers to developing a housing supply that meets the changing needs of the population](#). While permit data shows that multi-family development has outpaced single family construction in recent years, dense and affordable developments continue to be concentrated in certain areas.

[Community Health Needs Assessment for Chicago and Suburban Cook County \(2019 – current\)](#)

- Since 2000, Cook County as a whole has continued to experience a loss in population. However, the majority of population loss occurred in Chicago, while suburban Cook County's population has grown by almost one percent (p.12).
- While growth has been modest, the racial and ethnic make-up of Cook County has changed drastically. Overall, there has been a 10% decrease in the white population of Cook County. However, the population loss is not consistent across the area. Suburban Cook County had more than double the decrease in non-Hispanic white populations (14%) compared to Chicago (6%). Between 2000 and 2010, the African American/black population in Chicago has decreased by over 15% and increased 18% in Suburban Cook County (p.12).
- Along with most of the nation, Cook County experienced an increase in the Hispanic/Latinx populations between 2000 and 2010. However, the increase was greatest in Suburban Cook County (47%) (p.12).
- Other demographic shifts are not only increasing the size of priority populations in Suburban Cook County, but also shifting the distribution of the social determinants of health geographically. For example, poverty is increasing in the suburbs and decreasing in Chicago. While Chicago saw very little change in poverty and even experienced a 3% decrease in child poverty, Suburban Cook County saw dramatic rises in its poverty levels with child poverty increasing by over 75% between 2000 and 2010 (p.12).

[Cost of Segregation \(2017 and 2018\)](#)

MPC's Cost of Segregation report showed that the region continues to have high rates of both racial and economic segregation. Specifically, its analysis showed that segregation disproportionately impacts people of color in terms of income, education, and loss of human life resulting from homicide, but these costs also impact the entire region. For example, incomes for African Americans in the Chicago region

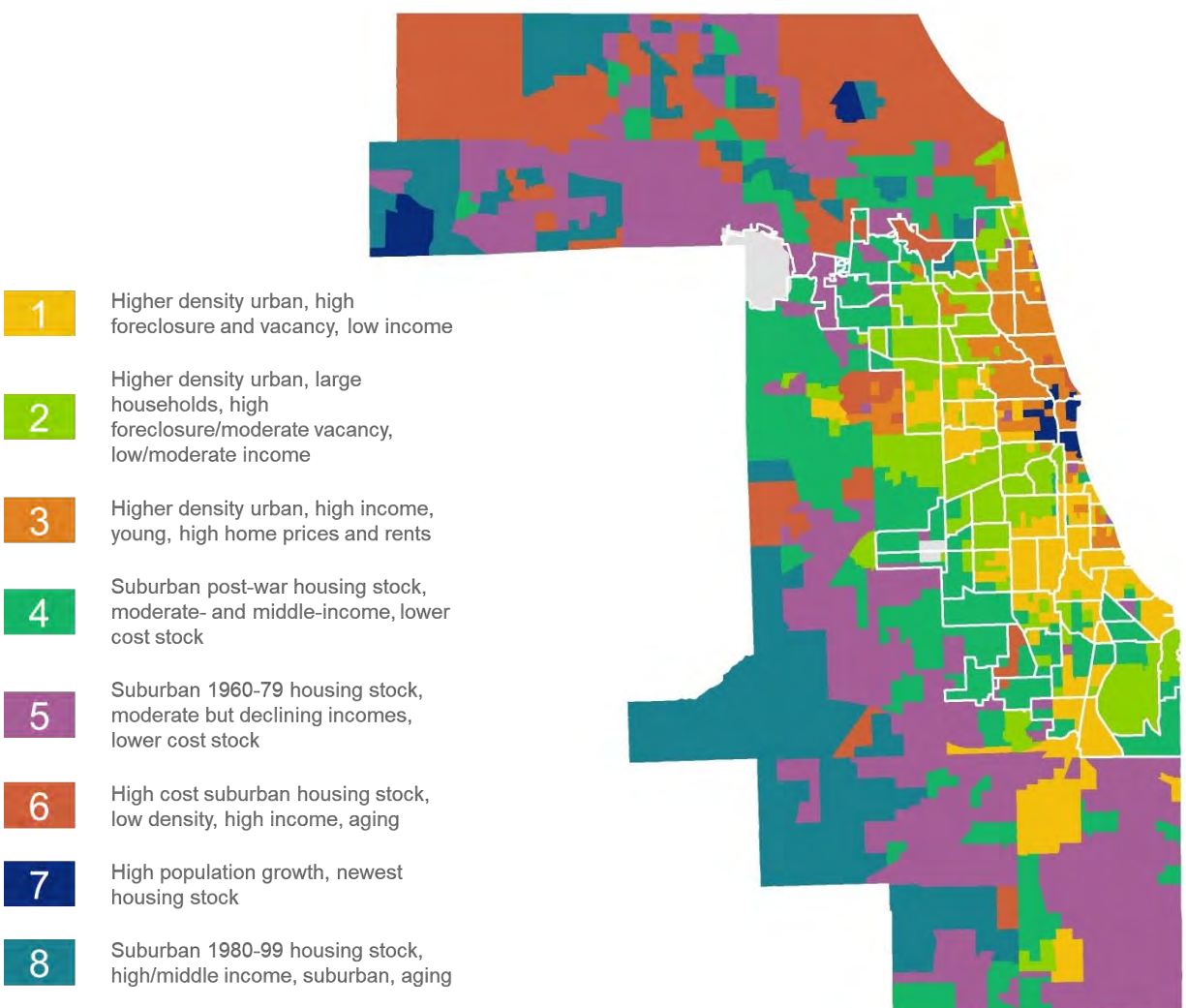
would rise by an average of \$2,982 per person per year—or an overall increase of \$4.4 billion in additional income in our region—if we reduced the levels of economic and African American-white segregation to the national median.

[Regional Housing Solutions \(2017\)](#)

A collaborative project including DePaul's Institute for Housing Studies, CMAP, the Metropolitan Mayors Caucus, and MPC, the Regional Housing Solutions website uses data analysis to identify housing submarkets across the Chicago region and policy solutions to common challenges facing those submarkets. 79% of Cook County's land area can be classified within four of those submarkets.

Housing Submarket Clusters

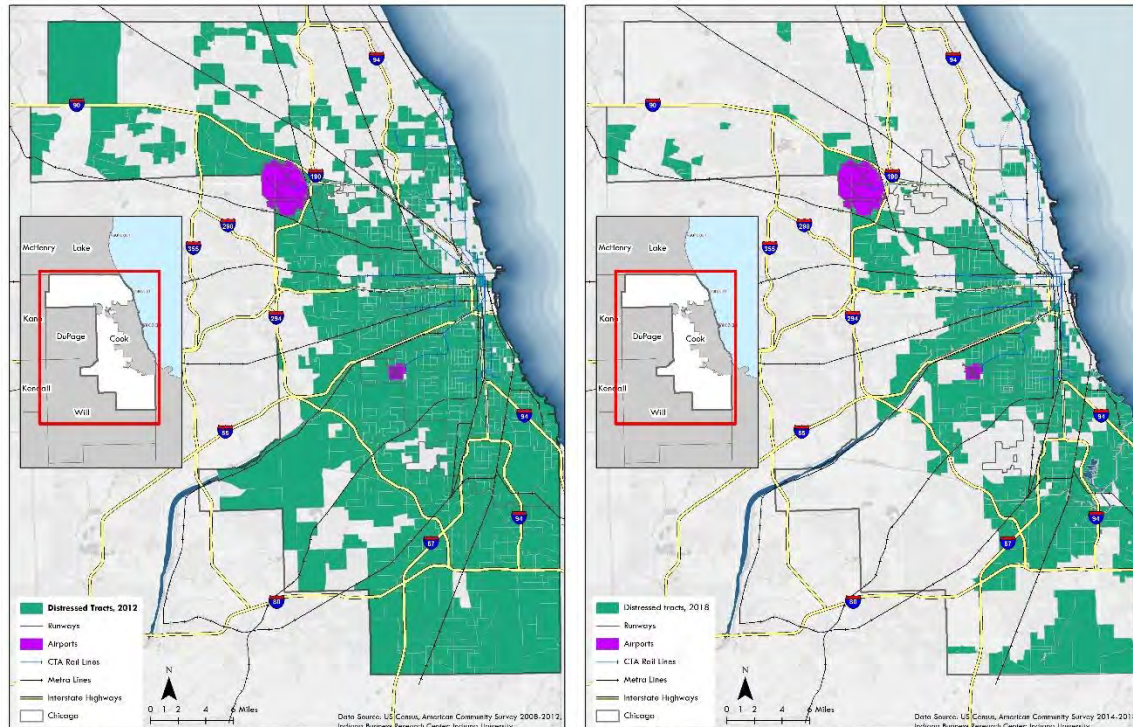
Source: Regional Housing Solutions



Jobs, Workforce Development, and Transportation

[Planning for Progress](#)

- Cook County lost 60,000 jobs in just under a decade. Many regional employment centers have located themselves away from public transit. In addition to higher taxes for businesses than surrounding counties, Cook suffers from large gaps in sustainable funding, real-time information about employer demand, short-term training resources, and social services that remove barriers (p. 55).
- Planning for Progress determined the four major job sectors to be fabricated metals, food processing and packaging, transportation and logistics, and health (p. 22).
- The EDA considers an area to be distressed if the most recently available per capita income is 80 percent or less of the national average; the average unemployment rate over the most recent 24-month period for which data is available is at least one percentage point greater than the national average; or the area has a “special need” as determined by EDA. Based on its unemployment rate, all of Cook County was classified as distressed in 2016, when Planning for Progress was adopted (p. 72). Based on 2017 ACS data, the entire county does not qualify as a distressed area. However, certain census tracts, primarily in the south and west, do fall under this definition today. Overall, the maps below (also in the appendix) depict areas of economic distress in 2012 and in 2018. They show that, while some communities in Cook County have recovered from the recession, many in the south and west have not yet done so.
- Many times, freight and logistics facilities are in communities with lower incomes and employment, highlighting an opportunity for growth that could also address persistent economic divides (p. 21).
- While the County enjoys extensive freight infrastructure, the infrastructure suffers from age, disinvestment, and congestion (p. 21).



Policy Roadmap

- Cook County serves as a transportation hub for the region, the Midwest, and the nation with two international airports, a port that serves the Great Lakes and the Mississippi River, a convergence of several interstate highways, rail service from six of the nation's seven largest railroads, and the nation's second largest public transit system (p. 6).
- Poverty in Suburban Cook is increasing: between 1990 and 2011, poverty in suburban Chicago increased by 95% whereas suburban populations only grew by 29% (p. 7). Since social service agencies and governments have designed their programs to target poverty concentrated in specific areas of larger cities, this shift requires the County to change the way it administers social services.
- Latinx households earn \$0.64 to every white household dollar; Black households earn \$0.47 to every white household dollar (p. 14).
- Since 2010, there has been a 10.3% reduction in the County's workforce (p. 43).

ON TO 2050

- Regional [economic competitiveness demands increased economic partnership across the metropolitan region](#) including among and between municipalities and counties, to address the root causes of lagging growth.
- Many municipalities within Cook County offer financial incentives to attract or retain specific businesses. However, [incentive use that is poorly targeted or not coordinated across municipalities can result in public expenditures for limited economic or fiscal gain](#).
- A large share of [Cook County's workers face surmounting barriers to fully participating in the economy](#), including those with less formal education, work experience, or access to transportation. Preparing the workforce to contribute to and benefit from future growth will require [increased](#)

[coordination in the region's workforce development system and increased investment in career pathways.](#)

- The [share of middle-skill, middle-wage jobs in the region has declined since 1980](#), as new job growth has concentrated in low- and high-skill occupations. Workers without a college degree are finding it increasingly difficult to experience upward economic mobility.

[South Suburban Economic Growth Initiative](#)

- The [Phase 1 SSEGI report](#) concluded that despite their many assets, the south suburbs of Cook County have become increasingly disconnected from the regional economy.
- South Cook has several significant economic advantages that can form the basis of economic growth. These include its significant transportation infrastructure, strong clusters in some industries (metals, TD&L, food), extensive network of attractive natural resources, and several communities with strong housing stock and resident base.
- Major challenges also exist. These include the legacy of industrial businesses that are now mismatched with the region's economic trajectory; a workforce whose skills are similarly mismatched; and governance and institutional challenges caused by high tax rates and capacity constraints at municipal governments. According to CMAP analysis of Economic Modeling Specialists International data, downstream and upstream metals, metal working technology, and production and heavy machinery have all lost jobs and experienced declines in output in the last decade.
- In response to these challenges, the Phase 1 SSEGI report recommends solutions in the areas of workforce, community development, and institutional capacity:
 - Promote targeted, cluster-based, employer-driven workforce development
 - Enhance the south suburbs as communities of choice
 - Create the institutional infrastructure for implementing integrated economic growth strategies

Core sources of funds for implementing plan recommendations

As the County's Consolidated Plan, the plan will guide investments of federal funds that come directly to Cook County through the HUD Community Development Block Grant, Emergency Solutions Grant (ESG), and HOME Investment Partnership Programs (HOME). These funds primarily benefit low- and moderate income families through housing and social assistance as well as support for the development and preservation of affordable housing. As the CEDS, the plan allows the County to apply for competitive EDA Public Works Program and EDA Economic Adjustment Program funds. The plan will also make recommendations to coordinate investments across departments and funding streams, such as the following.

- Invest in Cook – County-generated funding that can be used for transportation projects, particularly those that improve economic performance, advance equity, and improve the freight and transit systems.
- Other funds that could be coordinated to maximize impact include those from the Illinois Department of Transportation (IDOT), Department of Commerce and Economic Opportunity (DCEO), Illinois Department of Employment Security (IDES), Illinois Housing Development Authority (IHDA), etc.
- State capital bill investments.

Principles

Two overarching principles underpin the strategies of this plan: racial equity and resilience. Each are defined and framed in this transitional section, which is intended to be a segue into the plan of action.

Racial Equity

Under the leadership of President Preckwinkle, promoting racial equity has, and will continue to be a policy priority as expressed in the Policy Roadmap. Part of this has involved acknowledging the role that government has played in creating and maintaining racial inequities. While progress has been made, these inequities are still deep, structural and pervasive.

The Policy Roadmap outlines the following initial steps to advance racial equity goals (p. 14):

- Become a member of the Government Alliance on Race and Equity (GARE) to help build capacity, connect with peer organizations and receive support in advancing our equity work;
- Mandate implicit bias and diversity and inclusion training for all employees under the Offices of the President to ensure shared definitions and understanding;
- Establish a Racial Equity Leadership Council to plan and advance equity work internally; and
- Formally adopt a racial equity framework and a diversity and inclusion statement to elevate our commitment to and raise awareness about the importance of racial equity.

Other cities and counties have started incorporating racial equity frameworks into policy and planning priorities. New York City, King County, and Baltimore appear to be the most vivid frameworks developed.

The Mayor of **New York City** signed an executive order in May 2019 that requires city departments to produce racial equity metrics to be included in an annual social indicators report. The report will analyze racial equity in eight domains: education; health and wellbeing; housing; empowered residents and neighborhoods; economic security and mobility; core infrastructure and the environment; personal and community safety; and diverse and inclusive government. The analysis will be included in the Consolidated Plan for 2020.

King County is actively using racial equity and social justice indicators in its overall policy making including in its community development entitlement spending.

Baltimore uses an equity framework in its planning decisions and looks at equity through four frameworks: structural, procedural, distributional, and transnational. Specifically, each policy and planning initiative is measured in light of

- historic advantages and disadvantages that have affected residents in a given community,
- efforts made to include those residents at the planning, implementation, and evaluation of initiatives,
- distributional impact of investments that do not explicitly account for potentially disparate racial outcomes, and
- the potential for unfair burdens of investment decisions on future generations.

It is recommended that Cook County incorporate a racial equity framework into its entitlement spending priorities that provides guidance to departments as to how to set equity goals and measure

and evaluate the impact over time. Using a framework allows the County government to both address existing challenges in reaching policy goals such as lowering high unemployment in parts of the south suburbs, and also to set new goals that take into account broader economic patterns and prepare to align current strategy with larger growth patterns. The racial equity framework should articulate guiding questions and considerations that provide staff with a helpful primer on how to consider the historical injustices that have contributed to current conditions in housing, development patterns, small business growth, and jobs access. It should include a primer for how to set policy and programmatic goals with each fiscal year to provide equity targets that take into account the existing status quo and vigorously set policy goals that help the County begin to make significant progress on moving the needle on racial equity in measurable ways across housing, community development, employment access, and infrastructure growth.

The County's racial equity framework should incorporate equity indicators for programs and outcomes that allow policy makers and staff to focus on those issue areas most immediately likely to impact equity. Using indicators can help establish and maintain focus on specific issues while also pinpointing and prioritizing key decision points where racial equity can benefit with extra attention and nuance in guiding policy and programs. The next several paragraphs will identify some recommended examples of equity indicators and briefly discuss the relevance and usefulness of each.

Infrastructure and Public Facilities

Entitlement spending should consider how decisions will impact transit access to jobs, cargo-oriented development, and business development in low income areas of the County. For example, when funds are invested in transit infrastructure upgrades or to help finance the development of a new amenity that will include jobs, priority should be given to those investments that can be shown to bring County residents in higher unemployment areas closer to jobs. It should also consider studying innovative ways to provide access to jobs in areas where lower transit access or transit service make driving more practical through active transportation, car sharing, and emerging transportation technology.

Business and Workforce Development

Related to jobs, equity indicators should include ways to measure how effectively existing policy and programs place County residents most in need of jobs, including African-American and Latinx youth, formerly incarcerated residents, displaced workers, and residents who currently must commute more than an hour. In this instance, indicators can include metrics for reducing unemployment by evaluating workforce development and job placement programs by how effectively they work to identify and employ/re-employ out-of-work populations living in areas lacking jobs.

In areas in need of economic revitalization, it will be critical to ensure policy makers and staff have the guidance needed to measure the benefits accrued to existing residents. To that end, racial equity indicators should include targets for equitable development including building and preserving affordable housing for low and low-to-moderate income households in areas likely to experience displacement pressures over time (e.g., areas primed for green tourism or strategically located regions). A displacement index can be developed that monitors the trends seen in areas prior to rapid growth (e.g., rapid uptake of vacant parcels, rapid influx of newer and younger residents, shuttered schools, etc.), and prompts an extra degree of focus and programmatic guidance for investing federal resources for community and economic development in new revitalization projects being undertaken.

In the area of small business growth and retention, equity indicators and targets can be included in a framework to measure the effectiveness of existing programs and delegate agencies in meeting the needs of African-American and Latinx-owned small businesses located in parts of the County where unemployment is higher than average and where business corridors are weak. Priority would be given to retaining small businesses in these areas and helping them grow.

Housing Development and Services

In the area of housing, equity indicators could include a recommitment to fair housing that requires that affordable housing be built and preserved for households of all ages in parts of the County where they can access jobs, open space, grocery stores, good schools, and other crucial amenities. It is also recommended that a historical injustice index be included for housing that acknowledges the seismic impact that redlining, contract buying scams, the subprime mortgage crisis, and the unfair property tax burden has had on the depletion of wealth and generational assets of black households all across Cook County. The index would depict the relative impact that these issues have had across the County in order to ensure that policies and programs are targeted to overcome them.

Such indicators would have implications for programs intended to mitigate foreclosures, reactivate vacant parcels, create new mortgage products for new African-American homebuyers in Cook County, and other housing and renter assistance. Additionally, policy tools should be created under the racial equity framework that would provide renters with help when they are paying more than 30 percent of their income in rent. Similar assistance should be targeted to Cook County residents who are paying more than 45 percent of their income on rental housing and transportation combined. Both of these would disproportionately benefit people of color and help move the needle on racial equity for Cook County. This kind of investment should also be weighed in comparison or coordination with efforts to improve transportation access in the south suburbs, which could reduce transportation costs.

Planning and Administration

The framework should explore governance structures that support equity through process. President Preckwinkle recently established a Racial Equity Leadership Council to plan and advance equity work internally. The Racial Equity Leadership Council consists of a core team and several working groups composed of diverse employees across Cook County government.

Emphasis should be placed on remedying structural barriers in places that currently contribute to inequity, such as difficulties encountered by African-American business owners in accessing and bidding on contracts being procured by Cook County and its subsidiary agencies. The structural barriers language can be included in the broader framework and be triggered by more specific scenarios agreed upon by the County and stakeholders. A plan for addressing each structural barrier would be required, for example, in the operating plans and RFP rubrics of agencies seeking entitlement funds, and those firms interested in taking advantage of the tax benefits of Enterprise Zones, Opportunity Zones, and other incentives for economic development. Enhancing these programs over time will require stronger standards for transparency and accountability, regular evaluations, and better guidance for communities on best practices and policies. For example, firms receiving tax benefits through opportunity zones should be required to demonstrate how the economic impact of their revitalization activities will benefit existing residents (as opposed to displacing them or hiring members from outside the community e.g., construction work). Those firms could demonstrate that they will hire formerly incarcerated or other residents who cannot easily access jobs.

Resilience

Resilience is the capacity to recover quickly from acute shocks and chronic stresses.

Climate resilience means pursuing strategies that minimize harm resulting from climate change, which continues to increase the frequency of extreme rain events and severe heat waves across Cook County. An objective of the Policy Roadmap under the Sustainable Communities policy priority is to reduce climate change and provide ways to increase resilience to its effects. It has been shown that flooding and excessive heat have impacts on economic prosperity. Flooded streets can make commute times longer or prevent people from commuting at all. Household expenditures to repair flooded basements could be spent elsewhere or saved for retirement. Heat waves cause health problems that can reduce worker productivity.

In 2017, the County renamed its Department of Environmental Control to the Department of Environment and Sustainability, reflecting its commitment to an increased focus on sustainability, both within the County's operations, as well as sustainability programs it supports throughout the County. Cook County's 2018 Sustainability Report outlines successes over the past several years. Key steady-state initiatives under the Department include brownfields assessments and remediation in the south and west suburbs. It is important to underscore the importance of climate change mitigation, in addition to climate change resilience. The Department is also responsible for reducing the County's carbon footprint by developing a property assessed clean energy (PACE) financing tool, developing a carbon neutral/100% clean energy plan for County facilities, and marketing solar energy retrofits in partnership three other counties under the Solarize program.

The Cook County Department of Emergency Management and Regional Security developed the Cook County Multi-Jurisdictional [Hazard Mitigation Plan](#) – the largest plan of its kind according to FEMA – adopted by 115 of the County's municipalities. These municipalities now have access to critical federal grant funds to help protect their communities against natural threats. EMRS has laid a foundation for a department that emphasizes partnerships and preparedness, paying attention to the existing threats, preparing for new ones, and establishing information networks to encourage regular communication across all sectors.

Climate Resilience Recommendations

- Coordinate across departments to develop a countywide resiliency plan and/or support the development of a regional plan, drawing from the Policy Roadmap and Sustainability Study as a basis, with recommendations to address community, business, and infrastructure vulnerabilities due to climate change.
- Explore the use of resiliency criteria to evaluate future investments in housing and infrastructure. For example, priority could be given to investments that incorporate green stormwater management or materials resilient to extreme heat. Alternately, applicants could be required to demonstrate that resilient practices or materials are cost prohibitive or otherwise impractical.
- Co-design a structure and process with community and environmental justice leadership to monitor County investments with the goal of equitably sharing costs and benefits. Cook County is positioned to expand investments in freight and TDL, for example, both of which can have costs and benefits for surrounding communities.
- Support workforce development and small businesses that can meet the upcoming demand for clean energy retrofits financed by PACE.

Climate Resilience Investment Priorities for Community and Economic Development

- Continue to invest in projects that incorporate green stormwater best management practices to reduce urban flooding, especially in the flood prone Calumet region of South Cook County.
- Support training programs and businesses that build a workforce pipeline for green jobs, such as construction and maintenance of green stormwater infrastructure; building retrofits for energy efficiency; and renewable power generation.
- Prioritize infrastructure investments that would leverage the State Revolving Loan Fund for stormwater and drinking water upgrades in low- and moderate-income communities where regulations allow for principal forgiveness.

Economic resilience means building the capacity to recover quickly from different kinds of economic shocks and improve prosperity in the face of chronic economic stresses other than those caused by climate change. Planning for economic resilience requires analysis to anticipate potential shocks, development of strategies to weather those shocks, and implementation of those strategies. In addition to climate change, analysis of existing conditions contained in ON TO 2050 identified several exposures to future economic shocks. Those include the region's declining national competitiveness, loss of regional economic diversity and of historically strong export clusters, large local and state government liabilities and uncertain revenues. Chronic stresses include widespread racial and economic disparities, decreasing public sector revenues at all levels, aging and obsolete infrastructure, rapidly evolving technology and innovation, and continuing development patterns that exacerbate the jobs-housing mismatch.

In addition to CRGC, CMMC, and other networks the Chicago Cook Workforce Partnership (The Partnership) is an umbrella organization operating the public workforce system in the City of Chicago and Cook County. At the time of this report, the Partnership was in the midst of a concurrent planning effort that will guide its initiatives and programs in the coming years. The County will coordinate with the partnership to ensure that subsequent drafts of this plan incorporate changes made through the Partnership's planning process.

The Partnership combines federal and philanthropic resources to broaden the reach and impact of workforce development services for both employers and job seekers. As the largest non-profit workforce development system in the nation, The Partnership has helped place more than 60,000 individuals in employment, collaborated with more than 2,000 employers and administers millions in federal and philanthropic funds. The Partnership's network of more than 50 community-based organizations, 10 American Job Centers, and sector-driven workforce centers and one business intermediary, help provide service to the County's 132 municipalities. Key initiatives of the Partnership include Rapid Response services for dislocated workers, education and training for pre-retirement workers through the Back to Work 50 program, training and career coaching for historically underrepresented populations under the Construction Works program, apprenticeships in key industries (claims adjustment and underwriting, manufacturing, and TDL) in partnership with Harper College, the Manufacturing Careers Internship Program for young workers, the Opportunity Works program that helps young adults in the south and west suburban areas through a sector based approach, and a recently awarded \$1 million grant from the Department of Justice to work with the Justice Advisory Council to provide returning citizens with pre- and post-release services.

Economic Resilience Recommendations

- Center economic development on racial equity through strategies further described under Business and Workforce Development.
- Continue to work with partners, such as CMAP and CRGC, to identify quality growth occupations and middle-skilled jobs within traded industry clusters.
- Periodically conduct shift-share and cluster analysis to identify and Support emerging clusters or those with high future opportunity.
- Coordinate with and support workforce partners, including the Partnership and educational institutions, in developing a pipeline of workers for these occupations.
- Target economic development investments to prioritize people of color, low income communities, and disinvested communities.
- Continue to prioritize community development and transportation strategies that address the jobs-housing mismatch, specifically where they increase access for people of color and low-income communities.
- Develop data-driven traded cluster organizations and strategies that target the diverse needs of goods producing and service producing clusters.
- Incent cross jurisdictional collaboration economic and business development strategies with County and State resources.

Economic Resilience Investments in Community and Economic Development

- Apply a racial equity lens in review of proposals for Economic Development funds.
- Invest in economic development projects in the region's traded industry clusters, specifically quality growth occupations and middle-skilled jobs within traded industry clusters.
- Invest in economic development projects in disinvested communities and communities of color while vetting investments to ensure they truly benefit people of color and are not extractive or repeating patterns of historical injustice
- Invest in economic development projects recommended by the SSEGI and other strategic reinvestment initiatives in areas of long-term disinvestment.
- Other strategies are covered in the housing and economic development plans of action.

Strategic Direction/Plan of Action, and Evaluation Framework

The following section identifies a series of actions designed to overcome the challenges previously identified and advance the ability of all County residents to thrive. It is broken into four sections: Infrastructure and Public Facilities, Business and Workforce Development, Housing Development and Services, and Planning and Administration. Each section includes a series of performance measures used to evaluate the organization's implementation of the plan and its impact on the regional economy.

1. Infrastructure and public facilities

Policy Statement

Foster public infrastructure improvements that primarily serve as a support for other major priorities, including improving safety, promoting equitable economic growth, linking residents with jobs, combating climate change, and creating a County that is less auto dependent.

Potential Resources

Strategies in this section will be funded directly through CDBG, CDBG Disaster Recovery (CDBG-DR), Section 108, IDOT Economic Development Program, and EDA funds. Additional monies will be leveraged through direct solicitation of additional public resources and coordination with other funders.

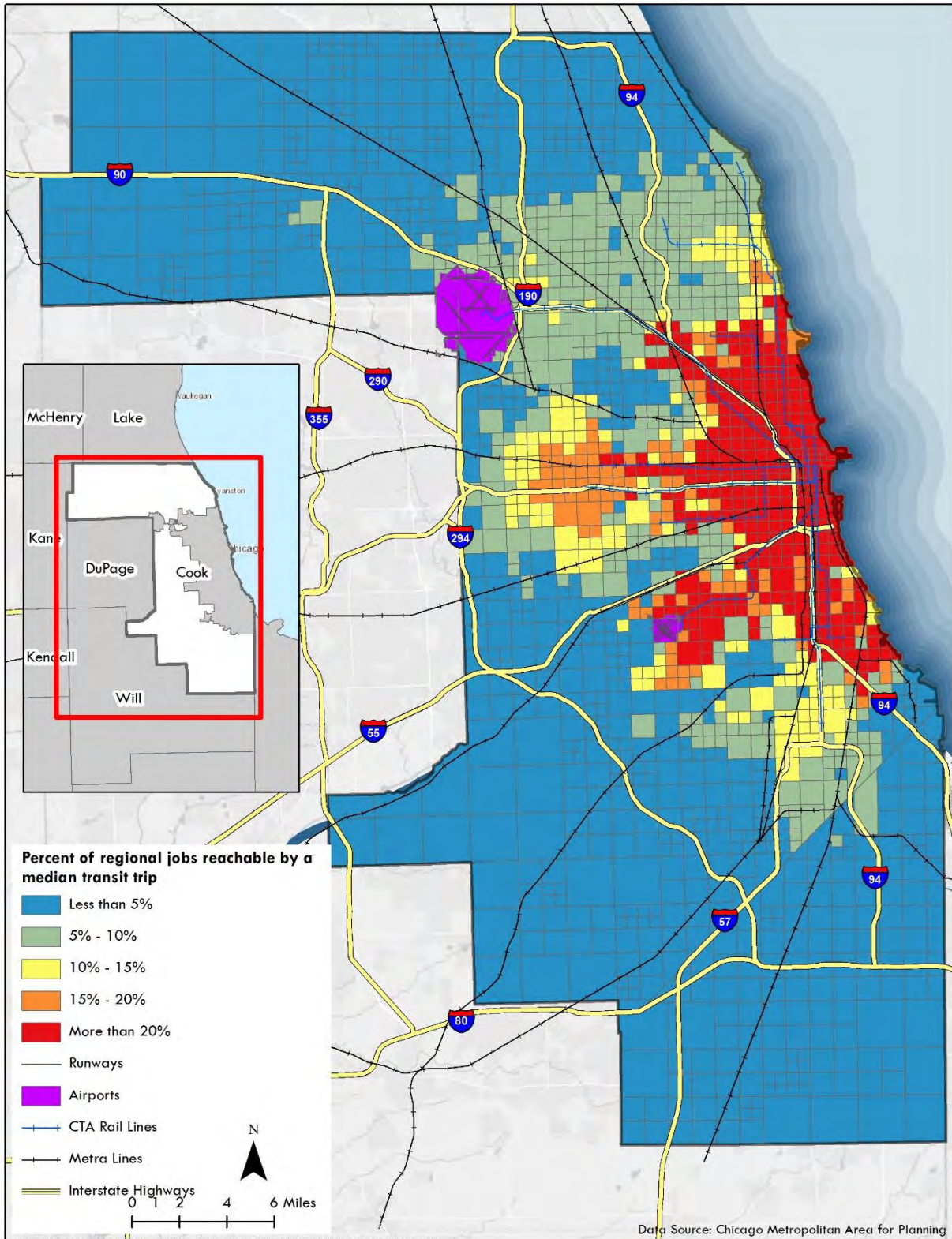
Strategies

1.1 Coordinate multiple infrastructure improvements into single projects.

An objective of the Policy Roadmap is to ensure the best use of taxpayer dollars by promoting responsible and innovative fiscal management practices. Units of local government and other infrastructure funders can gain efficiency and reduce overall costs by incorporating multiple improvements into one project. For example, expansion of broadband communications infrastructure can be realized at much lower costs when combined with roadway projects or improving public safety by redoing street lighting when sidewalks and bicycle facilities are added. Similarly, installation of green stormwater infrastructure can be efficiently combined with roadway improvements. For example, storm sewer and water main upgrades are components of the Braga Drive Improvements, a 2018 Invest in Cook project. Future funding decisions will prioritize projects that coordinate multiple improvements into a single project. Cook County Department of Planning and Development (CCDPD) will coordinate with other infrastructure funders as appropriate.

1.2 Consider multi-jurisdictional funding requests.

Infrastructure projects that span multiple jurisdictions continue to be difficult to complete, but the imperative to collaborate has only become more urgent with declining resources and infrastructure conditions. To encourage collaboration and move these often-critical projects forward, funding decisions will continue to prioritize multi-jurisdictional collaboration. Building partnerships to submit multi-jurisdictional funding applications can help not only boost capacity to work jointly over the life of a complex project, but also to expand the size and scope of eligible funding sources. Additionally, multi-jurisdictional cooperation will foster greater collaboration between Cook County and the many governmental jurisdictions within it, including townships, municipalities, and sub-regional councils. The County specifically envisions potential infrastructure projects within unincorporated areas to advance their incorporation under this priority.



1.3 Prioritize projects and programs that help to address the jobs-housing disconnect, particularly within the south suburbs.

Affordable, convenient housing with access to job centers continues to be a fundamental need for County residents. Fostering a transportation network that helps residents access job opportunities continues to be as important as training workers to succeed in those jobs. Connecting Cook County, the county's long range transportation plan, focuses on improving equitable access to opportunities for residents of South Cook County and highlights several key strategies, including making access to opportunity a principal criterion when making investment decisions, providing funding for transportation improvements in support of cargo-oriented development, and advancing the County's south suburban pilot program to reduce fares on the Metra Electric. Funding decisions will continue to prioritize infrastructure projects that specifically target the disconnect between the location of job opportunities and the location of housing for the County workforce, particularly in areas of long-term disinvestment with people of color and low income residents, especially where collaborative reinvestment strategies are driving economic development. Specifically, CCDPD will support efforts to make better connections to suburban job centers in the west and north as appropriate. Examples of specific projects and programs that directly address the issue could include:

- Encouraging the development of new employment opportunities near existing public transportation options, to maximize use of investments already made.
- Funding roadway improvements needed to attract employers to areas of long-term disinvestment, especially in priority safety areas.
- Creating sidewalks and bicycle facilities in a neighborhood that connect it with nearby employment areas or transit stops.
- Improving the accessibility of a transit stop for persons with disabilities.
- Developing off-site infrastructure, such as nearby roadways and pedestrian facilities, to support a new affordable housing development.
- Supporting "last mile" commuting efforts to help people get from their transit stop to their destination.
- Analysis of emerging transportation technology options, such as carshare, rideshare, and bikeshare, to determine their viability to complement transit service to equitably overcome last mile issues.

Fair Transit for South Cook County Pilot

In 2019, DOTH completed a South Cook Mobility Study, which evaluated eight public transportation scenarios to determine the most effective means to provide better public transportation service and maximize asset utilization in South Cook by implementing changes to fare policy, modest service improvements, and improved coordination between Metra, CTA, and Pace. Based on the results of the study, the County is working to implement the following Fair Transit for South Cook County Pilot objectives. The County should explore the use of CDBG funds to support the pilot if practical.

- Reduced fares on the Cook County segments of the Metra Electric and Rock Island District lines.
- Free transfers within a 2-hour period between Metra, Pace, and CTA at a cost equal to the highest cost segment of travel.
- Modest service increase of an additional 22 trains per weekday on the Metra Electric main and branch lines.

1.4 Target infrastructure projects and programs to economic development efforts.

Some economic development initiatives, particularly those targeted at specific geographic areas such as SSEGI, require critical infrastructure improvements to proceed. Development opportunities in these areas may require upgraded infrastructure, assembly of multiple parcels, or remediation of environmental contamination. Strategic public and private infrastructure investments can stimulate economic development by addressing the barriers to successful projects. Examples might include roadway enhancements to accommodate industrial traffic, expansion of broadband infrastructure to office development, or connections from freight and logistics businesses to multimodal shipping facilities. The Policy Roadmap makes a clear policy objective of promoting an equitable and growing economy through investments in infrastructure. The CCDPD will continue to prioritize the funding of infrastructure projects to support economic development efforts, especially in areas of long-term disinvestment with the potential to advance racial equity. Ideal projects for County investment are catalytic, where the provision of additional infrastructure would lead to the development of a larger employment node or advance the clusters highlighted in Partnering for Prosperity and ON TO 2050. For example, projects could help prepare development sites acquired by the Suburban Land Bank and Development Authority (SSLBDA) and the Cook County Land Bank Authority (CCLBA).

Flooding, Stormwater, Drinking Water, and CDBG

Stormwater management will be an ongoing focus for CCDPD given persistent flooding issues in suburban Cook County. Because of flooding in 2013, the County received \$83.6 million in CDBG-DR funds to advance flood recovery efforts in areas of unmet need. All funds will be expended by the end of 2022. However, CDBG funds should continue to be used to support improvements to water infrastructure to reduce urban flooding and improve public health. For example, CCDPD has already supported several green stormwater infrastructure projects in south suburban communities. These projects use nature-based solutions, such as rain gardens and bioswales, to reduce urban flooding and pollution from runoff. CDBG construction projects must already address lead-based paint, but they could also be used to support replacement of lead water service lines. Finally, CCDPD should partner with local governments to explore the use of CDBG as local match for the State Revolving Loan Fund for stormwater and drinking water infrastructure improvements. Combined with principal forgiveness

allowed for low-income communities, this strategy could allow CDBG to leverage larger public investments for greater impact. The County should also coordinate with the Chicago Region Trees Initiative to support the proliferation of trees throughout the county for multiple benefits, including stormwater infiltration.

1.5 Continue to support capital improvements for public facilities. Cook County will continue to fund public facilities run by non-profit organizations and units of local government. In the past, these have included community centers, recreational facilities, and facilities for persons with special needs, and other social service agencies. The County will prioritize funding for accessibility, energy efficiency, flood mitigation, and public health in improvements at existing facilities, especially in areas of long-term disinvestment with an emphasis on projects that connect to other strategies in this plan or in sub regional reinvestment collaborations, such as SSEGI. Funding for public facilities should include investments in ADA compliance and improvements that increase access for people with disabilities. Funding will also be contingent upon the service area of the facility, proximity of other similar facilities, and additional non-County available operating and programming funding for support of the project.

1.6 Coordinate closely with other major infrastructure funders.

CCDPD will continue to work closely with the other entities responsible for funding infrastructure, including the Cook County Department of Transportation and Highways (CCDOTH), IDOT, the Metropolitan Water Reclamation District, the Forest Preserves of Cook County, the COGs, municipalities, and the Chicago Metropolitan Agency for Planning (CMAP). Close coordination helps funding agencies direct applicants to sources most appropriate for their proposed projects. Doing so also helps direct proposals away from oversubscribed programs and toward programs that have historically had difficulty spending the entirety of their funds. For example, both the Surface Transportation Program (STP) funding distributed by the COGs and the STP-Shared fund administered by CMAP often fund the later phases of infrastructure development, requiring jurisdictions to leverage other sources for preliminary engineering funding and feasibility studies. CCDOTH's Invest in Cook program invested almost \$2 million in feasibility and pilot studies, right of way acquisition, and preliminary engineering. The program as a whole leverages an additional \$33.8 million in additional state, federal and local funding. CCDPD may also provide funding for the local match portion of special projects that encourage transit- and cargo-oriented development, increasing project competitiveness when applying for other funding sources.

Goal

Leverage HUD funds to secure additional funding to implement transportation, water, and other infrastructure policy goals in low income communities, especially those populated by people of color.

Performance Measures

- Improved access to employment for people of color and low-income residents in areas of long-term disinvestment.
- Improved non-auto access to jobs.
- Number of parcels returned to productive use after CCDPD-supported demolition and site clearance.
- Total annual amount of funds, public and private, leveraged by County CDBG infrastructure investments.
- Share of CCDPD funded infrastructure monies that are invested in multi-jurisdictional projects.
- Share of CCDPD funded infrastructure monies that retain or increase permanent employment in the County.

2. Business and workforce development

Policy Statement

Pursue policies and programs that create an environment for economic growth with an intentional focus on reducing inequities in areas that have historically experienced disinvestment in infrastructure, unjust housing policies, and a loss of jobs and economic opportunity.

Potential Resources

In addition to CDBG funds and other Cook County funds devoted to Economic Development, an adopted CEDS grants Cook County the ability to apply for Public Works and Economic Adjustment Assistance Program funds. The county will continue to coordinate with the Partnership to fund workforce development programs, especially those that advance the workforce pipeline in growth occupations in the region's traded industry clusters. The Partnership combines federal and philanthropic resources to broaden the reach and impact of workforce development services for both employers and job seekers.

The Bureau of Economic Development is working with the Civic Consulting Alliance to develop its mission statement, strategies, and initiatives. While that effort is taking place concurrently with the effort to develop this plan, several priority strategies have emerged, including

- developing and investing in industry-led cluster initiatives, especially around manufacturing, such as advancing talent solutions and apprenticeships;
- expanding the County's toolbox to grow and attract businesses with a focus on main street development, industrial corridors, coordination of actions to Support Lincoln Highway, and improvement of incentive tools;
- building partnerships to invest in community development, which could include shifting social service investments to a 2-year cycle, building universal CDBG capital dollars with DOTH, and offering a cross-cutting grant similar to the federal Sustainable Communities Initiative; and
- aligning workforce development efforts with regional needs, which would be integrated within cluster initiatives.

Strategies

2.1 Continue to implement Partnering for Prosperity.

The County will continue to build on the substantial work done through Partnering for Prosperity exploring the industries on which it will focus in the coming years, defining the issues that need additional attention to create a dynamic economy, and identifying the tools at its disposal to support its goals. The department will continue to use the nine strategies in Partnering for Prosperity to guide its actions and funding decisions.

2.2 Continue financial, political, and institutional support of President Preckwinkle's efforts to coordinate strategies for regional economic development through the CRGC with the leaders of the region's seven counties.

Such actions will include using its role as the lead economic development entity of the County to pursue implementation of the initiatives that come from this coordination. Despite its strong commitment, CRGC has not yet articulated meaningful strategies to address the region's inequity or industrial trends. The County should take an active role in developing CRGC and initial opportunities for impactful work, in

part to ensure they implement strategies to support inclusive growth. Special effort will be made to coordinate grant applications and economic development tools in creative ways across municipalities so that lower capacity municipalities can fully participate in regional economic growth strategies.

2.3 Connect communities so that existing cluster jobs are accessible to those who cannot easily get to them.

Such focus will include focusing investment in transit near high poverty areas of the County so that residents can easily get to available jobs. Priority will also be given to building and preserving affordable housing in existing transit-rich areas and ensuring long-term residents can live in that housing so that new affordable housing does not simply go to younger newcomers who are only temporarily in need of affordable housing.

2.4 Develop a racial equity impact assessment for all economic development and job creation strategies.

The County should place a heavier and clearer emphasis on closing racial and economic disparities by addressing where new growth occurs and quantifying who shares in regional progress. When manufacturing jobs are filled, for example, the number of hires that are people of color should be tracked so that workforce training and apprenticeship programs can be modified and expanded when needed to better reach racial equity goals. The data can be used to guide parallel reinvestment in infrastructure and housing that can facilitate access to jobs for people of color and low-income residents. The County should also find opportunities to frame racial equity in economic growth and job placements as a boon for the region's competitiveness and make efforts to highlight this for firms that are interested in capturing value.

Talent-Driven Economic Development

A recent report from the Brookings Institution, [Talent-Driven Economic Development: A new vision and agenda for regional and state economies](#), presents a compelling case to reorient economic development strategies with a focus on people as opposed to places or jobs. The report's high-level conclusions should underpin the ongoing refinement of Cook County's economic development efforts.

- Economies grow when they develop and deploy their people in ways that maximize their productive potential.
- Economic development objectives—business growth and worker prosperity—are mired by 1) unclear and unequal talent development pathways and 2) private sector hiring and training norms that undermine inclusive talent development and deployment.
- Economic development organizations (EDOs) were not originally designed to address these labor market challenges, hindering their effectiveness in a talent-driven economy.
- Economic development organizations can reorient their activities and expand their capabilities by generating talent intelligence, developing talent incentives, and supporting talent systems.

2.5 Support the current strengths of the workforce development system.

The need for workforce development remains a top priority as unemployment and poverty rates have started to grow among some demographics in the County. CCDPD's continued coordination with the the Partnership is critical. Key findings from the South Suburban Economic Growth Initiative (SSEGI) report should continue to guide workforce strategy including readying displaced blue collar workers, mid-level white collar workers, and youth and young adults for jobs in the regional labor market, including improving near-term wages and long-term prospects for upward advancement of those workers once hired.

Funding should be targeted to maximize the benefits already seen from existing programs, such as those of the Partnership, while also being deployed in new ways to better connect unemployed and underemployed residents to target sectors and areas. Effort should also be made to direct new jobs created and facilities used to vacant parcels in currently disinvested areas where residents can easily access those jobs. There are an estimated 55,000 vacant parcels across the County.

2.6 Fund the sustainability and expansion of targeted cluster intermediary approaches to workforce development.

Cook County currently benefits from several successful models for manufacturing workforce development intermediaries. The SSEGI provides an opportunity for the County to scale regional programs, resources, and investments. Recent accomplishments include the re-establishment of a Small Business Development Center to serve the Southland, formation of a Will/Cook Transportation Distribution and Logistics Industry Partnership, and support for the Calumet Manufacturing Industry Sector Partnership. Efforts should be made to ensure these programs are making inroads into communities of color and in parts of the County where unemployment is high. Strategies can include targeted infrastructure investments in historically disinvested parts of the County to support business retention and expansion. As growing sectors continue to provide the bulk of jobs in parts of the County, programs should continue to be prioritized that ready residents for these jobs and align stakeholders' efforts around growing these businesses with renewed focus on driving down unemployment in areas where it hits double digits.

Efforts should also be made to build support of job clusters that are tied to global economic growth to maximize opportunities to localize large-scale job growth by meeting employer demand, such as for clean energy retrofits financed through PACE. The ON TO 2050 [cluster analysis](#) can provide guidance as to which sectors provide the best chance at localizing the most number of quality, well-paying jobs for residents.

The Region's Traded Industry Clusters

As part of its analysis of existing conditions for ON TO 2050, CMAP completed a thorough analysis of the region's traded industry clusters. CMAP defines a traded cluster as "A regional concentration of related industries and firms that sell products and services outside of the region and gain specific competitive advantages from their close proximity, shared human capital assets, and improved access to inputs."

According to CMAP's forthcoming report "Metropolitan Chicago's traded industry clusters: Strengthening the industries that sustain regional growth", traded clusters account for around one-third of the region's total jobs but more than half of its wages, paying on average \$15,200 more per year than industries that primarily serve local customers. Despite their continued strength, most of metropolitan Chicago's traded clusters are not keeping up with peer regions and national averages, losing a total 144,000 regional jobs (9 percent) during 2001-17. Declines are also concentrated in those that employ more people of color and workers without a college degree. For instance, every majority-minority cluster - and all but one goods producing cluster - lost jobs during 2001-17. Continued erosion in these clusters will undermine future regional prosperity.

Taken from ON TO 2050, the chart below depicts both goods producing and service clusters by industry, showing number of employees by size and employment growth. Despite recent declines in employment, the County should continue to support goods producing clusters, because they have a strong ripple effect across the economy due to their relatively high wages and need to consume good and services from other industries across the region. The County already champions such efforts through the CMMC and the Chicago Defense Resiliency Program.

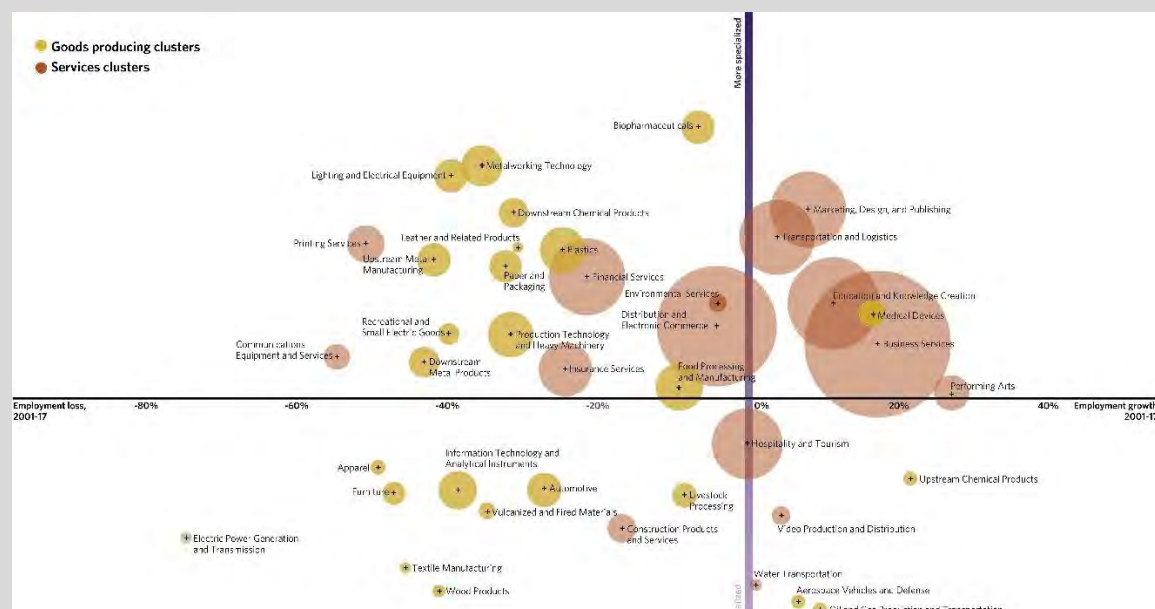


Image Source: Chicago Metropolitan Agency for Planning analysis of Economic Modeling Specialists International data (EMSI 2018.2). Note: Size signifies the relative number of people employed as of 2017

2.7 Invest in increased on-the-job training and paid work experience programs.

Many of the industry clusters targeted in Planning for Progress require that workers receive training that workforce organizations cannot directly provide. Seventy percent of fabricated metals jobs, along with many transportation and logistics jobs that include truck driving, require on-the-job training. The Partnership funds internship and on-the-job training, such as the Manufacturing Careers Internship Program (MCIP), that can be expanded through County investment. Given that youth unemployment figures top 90% in parts of the South Suburbs, including in Burnham, Ford Heights, Harvey, Markham, Olympia Fields, Richton Park, and Riverdale, these internship and on-the-job training programs should be expanded in municipalities with the highest unemployment rates so that the surplus of manufacturing openings get filled and out of work youth are provided on ramps into high-paying and stable sectors. The Partnership is well-positioned for this work and should be supported in efforts to scale existing programs.

Strategies that expand employer-based apprenticeship programs are also helpful as there is a need for dislocated workers to upskill to regain previous earnings potential or gain new experience previously not attained in past employment. The Calumet Area Industrial Commission (CAIC) works with local employers to identify gaps in workforce development and manages several initiatives to successfully deploy skilled workers into the labor market, including the On-The-Job Training Initiative, a partnership between CAIC, the Chicago Cook Workforce Partnership and the Illinois Department of Commerce and Economic Opportunity. Special focus should be given to programs that provide training and apprenticeship opportunities that lead to secure employment for returning citizens. CCDPD should continue to look for opportunities for suburban expansion of programming with Clean Slate, Greencorps, and similar programs.

2.8 Support workforce development activities with targeted supportive services.

Workforce systems changes should be explored that take into account racial equity goals that can be better met by pinpointing structural barriers to work for County residents of color. Once those barriers are identified, supportive services can be aligned to account for those structural barriers and overcome them in placing black and brown residents into secure and high-paying jobs. The Chicagoland Workforce Funder Alliance provides a good example of how to think about building in racial equity accountability into the workforce system. Special consideration should also be given to programs that support people with disabilities seeking to gain new skills, enter the workforce, or remain in the workforce.

2.9 Coordinate the use of key state and federal incentive programs in Cook County.

The Illinois Enterprise Zone, federal New Market Tax Credits (NMTC) programs, and newly created Opportunity Zones can provide important resources to further local and county economic development goals, when used strategically. The Enterprise Zones program, run by DCEO, seeks to attract business location and expansion in designated areas in need of economic stimulus, using state and local tax incentives, regulatory relief, and improved governmental services. The Opportunity Zones program, administered by the US Internal Revenue Service, encourages long-term investment and job creation in low-income areas of the state, by allowing investors to re-invest capital gains in designated census tracts and defer payment of tax liability. The County and City of Chicago should work together to attract investment in periphery areas of the County and city where catalytic private investment could revitalize neighborhoods and bring in new jobs. The County should work with CMAP and others to explore a framework for building a blueprint to strategize the use of Enterprise Zones and Opportunity Zones to maximize reinvestment that benefits existing residents. Close attention should be given to firms using opportunity zones to ensure the tax benefits are actually used to reinvest in the community. Clawbacks should be put in place for firms that do not follow through on their commitments or that tax shelter.

The NMTC program is run by the U.S. Department of the Treasury and provides a federal tax credit to individual and corporate investors who make equity investments in Community Development Enterprises. Both programs focus on working in disadvantaged communities. The County should model best practices in assessing, programming, and evaluating its economic development incentives. The County should also encourage and assist units of local government to develop incentive policies that best position them to align the use of incentives with community goals, reduce intra-regional competition for firms, and even the playing field for businesses that may warrant financial assistance. CCDPD should also work to link County and municipal efforts more intentionally to other applicants, to demonstrate collaboration, not competition. In particular, the County will pursue these collaborations within areas of long-term disinvestment. For NMTC, that collaboration would ideally take the form of a county-wide, county coordinated application and program. The County should work with CMAP to explore both efforts on developing a framework for collaboration and review national best practices. Cook County, Will County, and the South Suburban Mayors and Managers Association (SSMMA) are currently coordinating the application for Enterprise Zone designations across 32 municipalities in the south suburbs.

2.10 Strategically make use of the County's economic development tools.

The County has a variety of financial tools that it uses to impact development decisions. The County should engage in a measured review of how successful these tools have been in recent years, and consider refreshing and/or refocusing them to align with the strategies delineated in the SSEGI, including targeting infrastructure investments to support business retention and expansion. Efforts to stabilize the South Suburban housing market and create green tourism can both play a vital role in the broader economic recovery of the region, and thusly, economic development tools should be examined to ensure they are being targeted towards these and other goals in the SSEGI. Additionally, municipalities within the County use a variety of these tools, and have limited capacity to evaluate their effectiveness and benefits relative to cost. The County should support best practices at the municipal level by providing training and resources, and should consider using access to County financial tools as incentives to encourage best practice adoption at the municipal level.

2.11 Explore governance reforms that would encourage economic efficiency.

The County should consider producing an analysis of tax incentive classes and other tax policies to determine which are broadly effective in supporting equity goals, attracting traded (export) businesses, creating high quality employment opportunities for County residents, and spurring sustainable and resilient economic growth in measurable ways over time. Special attention should be given to areas of the County where homeowners and business owners pay a higher share of the tax burden due to overall lower local tax bases.

2.12 Support small business creation and entrepreneurship, especially in areas of long-term disinvestment.

Fostering small business growth in low- and moderate-income communities and areas with high employment is an important component of revitalization. In disinvested municipalities, small locally owned businesses are sometimes the only economic engine in the area and have held on through economic cycles for a long time. The County may look at ways to provide grants to small businesses that allow for a broad mix of uses that allow for both capital improvements and “softer” supports such as grants for business planning, inventory expansion, and hiring.

Cook County should explore the use of BUILT in Cook (108 fund) to support business lending, especially leveraging other funding sources, in areas of long-term disinvestment. This fund is flexible and can be used to target disinvested areas for economic development for crucial reinvestments that prioritize employment and ownership opportunities for long-term residents, including cooperatively owned economic enterprises, and site acquisition for affordable housing near transit. The County might also consider ways to make available tax holidays to long-term small businesses that have operated in low and moderate income and high unemployment areas for more than ten years. The City of Chicago's Neighborhood Opportunity Fund can provide a framework for how to think about substituting loans for grants to assist small businesses.

The County should explore ways that CDBG, and other funding sources, could be used to support and develop worker cooperatives, following a County Board resolution passed in 2018. Worker cooperatives are businesses cooperatively owned and controlled by their workers. A [2009 study](#) by the University of Wisconsin Center for Cooperatives estimated that there are up to 350 cooperatives across the nation with a combined estimated total revenue of \$365 Million. The worker cooperative model has proven to be an effective tool for creating and maintaining sustainable, dignified jobs; generating wealth; improving the quality of life of workers; and promoting community and local economic development, particularly for people who lack access to conventional means of business ownership. Re/Cast (formerly known as Ownership Conversion Project) is a cross-sectoral partnership focused on arranging the acquisition of manufacturing companies through ownership succession by employees and High Road entrepreneurs, particularly people of color.

The County and City of Chicago's MBE/WBE certifications are now mutually recognizable, which is efficient and saves entrepreneurs time in completing certification paperwork. However, the County should task its Chief Procurement Officer with auditing each department to determine the percentage of contracts going to minority- and women owned businesses as a share of the whole. If those numbers are not on par with the population, then a plan should be formulated to move the needle within 5 years.

Finally, the County should coordinate with employers to deploy the Illinois Treasurer's Secure Choice program that supports employees ability to build wealth and save for retirement.

Goal

Increase jobs and training available and accessible to support traded industry clusters, prioritizing people of color and communities of long-term disinvestment.

Performance Measures

- Annual number of unemployed and out-of-school youth (ages 18-24) placed in training programs in traded cluster industries who secured full-time employment in the same industry.
- Number of residents hired from census tracts in Cook County with double digit unemployment rates
- Number of small businesses and entrepreneurs assisted in long-term disinvested areas
- Number of MBE, WBE, and Section 3 registered businesses receiving contracts through the County as a percentage of all contracts awarded by the County
- Number of individuals living in distressed areas and/or number of people of color, and unemployed residents finding full-time employment due to County workforce development funding.
- Increased population and jobs with at least moderate access to transit.
- Number of vacant parcels reactivated for revitalization projects consistent with the SSEGI

- Annual number of dislocated workers who secured new jobs in cluster sectors and were still employed within a year and earning wages on par with industry standards

3. Housing Development and Services

Policy Statement

Address the jobs-housing mismatch through strategic reinvestment in communities, preservation of existing housing stock, and related services with the goal of increasing access to economic opportunity in areas of long-term disinvestment.

Potential Resources

Affordable housing development and service activities will be funded through a combination of CDBG, CDBG-DR, HOME Investment Partnerships Program, ESG, and Section 108 funds. It is anticipated that the County will solicit additional public funds to leverage these resources through HUD, and IHDA. It is possible that CCDPD may jointly fund housing projects with clear respective benefits in coordination with other CDBG entitlement municipalities. CCDPD will also continue to participate in the Preservation Compact convened interagency groups (also inclusive of IHDA and the City of Chicago) related to troubled properties and monitoring coordination. In addition, the County will remain an active participant in the HOME regional administrators coordinating group.

Housing Needs

CCDPD will continue to coordinate with other County departments and sister agencies, the Cook County Land Bank, South Suburban Land Bank and Development Authority, local public housing authorities, IHDA, developers, and community organizations regarding the housing goals, priorities, and strategies outlined in this section. Given the limited resources available for the development of new housing, it will be important to partner with Health and Human Services Department, the Sheriff's Department, and the Housing Authority of Cook County (HACC) to better understand the variety of needs and resources available for supportive, emergency, and transitional housing.

- **Family Housing.** The County continues to struggle to provide affordable housing units for households needing more than three bedrooms. A number of census tracts in comparatively affluent areas continue to display overcrowded housing, partly due to the lack of affordable housing units designed for families. Less than one quarter of the rental units in suburban Cook have three or more bedrooms, compared to three quarters of the owner units.
- **Affordable Housing Preservation.** Many communities, particularly in the west part and south suburban sections of Cook County, have older housing in need of rehabilitation. These units tend to be more affordable, in part, because of their age. County investments in rehabilitation will need to focus on preserving both structures and their affordability. They should also prioritize retrofitting buildings with energy efficient, climate resilient, health promoting features.
- **Supportive Housing.** The Alliance to End Homelessness in Suburban Cook County reports a significant increase in the availability of permanent supportive housing. However, it also projects a continued need for additional units. Affordable housing that provides additional services can have positive effects on residents' housing stability, mental health, stable employment outcomes, and quality of life. It can also reduce overall costs for housing providers.
- **Emergency and Transitional Housing.** The Alliance to End Homelessness in Suburban Cook County's strategic plan projects unmet need for an additional 500 units for Rapid Re-Housing. Such units play an important role in housing the homeless and those potentially homeless.

- **Accessible Housing.** Discussions with developers, service providers, disability advocates, and public housing authorities noted the ongoing need to create units that are accessible for seniors and the disabled.

Strategies

3.1 Preserve and revitalize the housing stock in disinvested areas of Cook County.

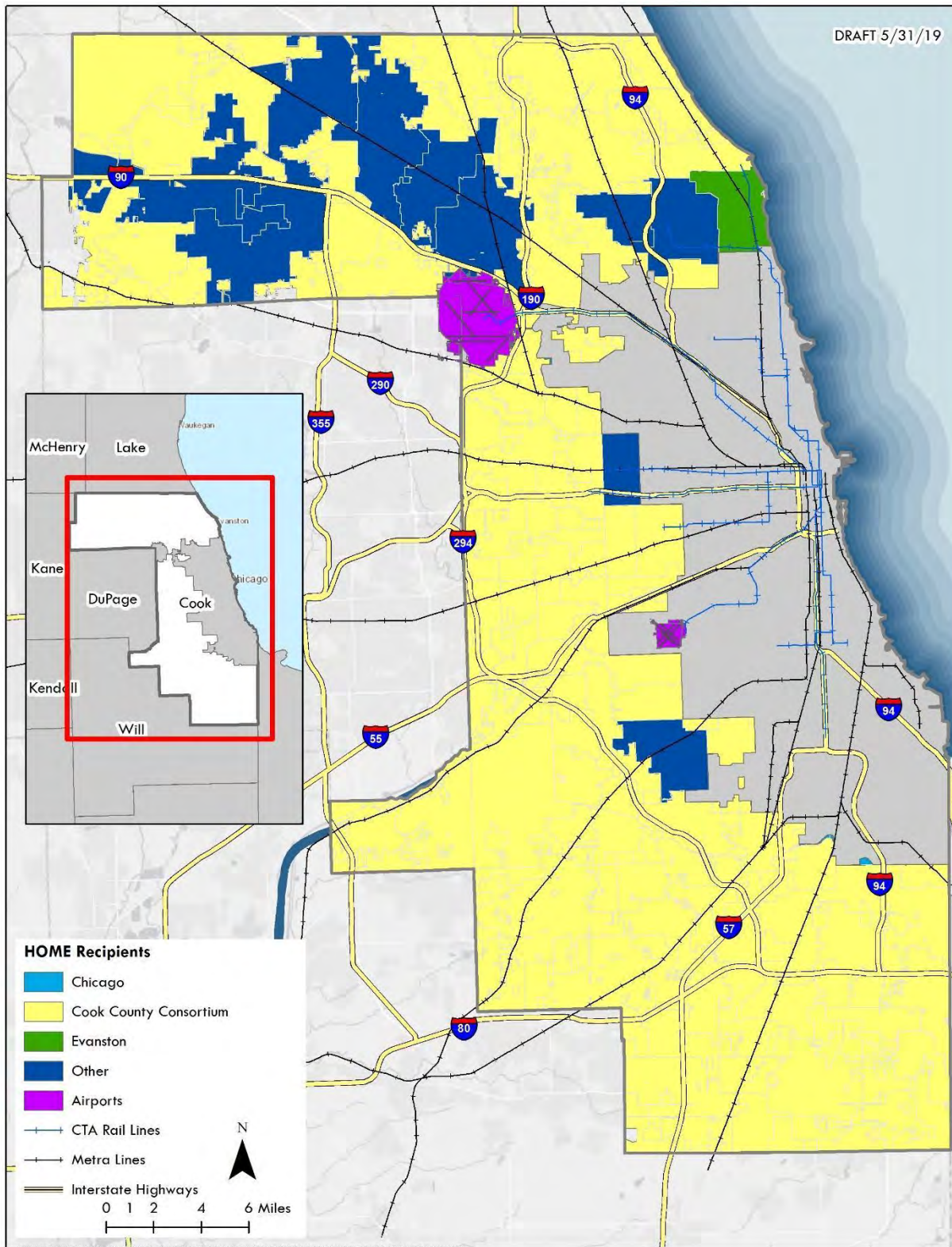
The Policy Roadmap prioritizes investment in and support for quality housing and core services to improve regional equity and access to opportunity. Several parts of Cook County, especially in the south suburban area, have suffered from long-term disinvestment leading to the deterioration of housing stock. Therefore, Cook County will invest in the rehabilitation of both affordable and market rate housing available to low- and moderate-income families. The investments prioritized for such programs will need to implement strategic community and sub-regional reinvestment plans, such as the South Suburban Economic Growth Initiative, ideally in locations that advance overall goals of improving regional equity and access to opportunity. While such programs would focus mostly on housing rehabilitation, replacement of existing units with new structures would be permitted when rehabilitation is not financially feasible. CCDPD will also use existing and leveraged funds for demolition and deconstruction of blighted homes, which are beyond repair and/or located in areas that are unlikely to support future redevelopment.

The County will also consider investments in new affordable housing under this strategy when they are part of a broader preservation and improvement strategy described in a reinvestment plan, especially if it provides access to public transportation, job centers, educational facilities, or support services that improve economic opportunities for people with disabilities, mental illness, or who are experiencing or at risk of homelessness.

3.2 Connect residents to affordable housing in more affluent job- and transit-rich areas of Cook County.

The County is making a decisive policy shift to prioritize new affordable housing development investments in areas of need over areas of opportunity. Opportunity Areas are communities with low poverty, high access to jobs and limited supply of affordable rental housing. The County will continue to support these investments as they support the Policy Roadmap strategy of advocating for fair housing practices across the region. Specifically, investments should be made to help ensure that residents using Housing Choice Vouchers administered by HACC have access to affordable housing in areas of opportunity. This could involve marketing or housing counseling to make voucher holders aware of such units. Priority for investments under this strategy will be given to projects that support implementation of the forthcoming Cook County Assessment of Fair Housing.

Many opportunity areas overlap with the non-exempt communities identified by IHDA per the Affordable Housing Planning and Appeals Act (AHPAA). Priority for investments in planning and technical assistance under this strategy may also be given to projects that implement recommendations of plans required under the Act.



Rehabilitation resources

As the County considers the best ways to make investments in housing rehabilitation, preservation, and reinvestment, it will continue to look for operators to leverage outside resources, such as testing and remediation of flooding, identification and remediation of lead paint hazards, lead water service lines, and energy efficiency.

One-stop-shop: What is needed is a comprehensive rehab program would provide a user-friendly experience to homeowners and landlords, including building assessment, contractor coordination, and simplified access to many different subsidies, including all of those listed above.

Energy efficiency: ComEd provides extensive energy efficiency programs aimed at lowering business and residential consumption through rebates and incentives. Elevate Energy, a Chicago-based non-profit, is a resource for homeowners and building owners, providing assessments to homeowners and landlords and access to a number of efficiency incentive programs with utilities, and contractors.

Clean energy generation: ComEd provides solar energy rebates to businesses who install onsite generation of \$250/kW up to a maximum of \$500,000 (or 2,000kW of capacity). Leveraging recent legislation, ComEd is also trying to encourage community solar projects in the urban core. Community solar can actually reduce energy costs for households within a neighborhood served by an array of photovoltaic panels. Most of the first wave of community solar projects have happened in peripheral areas of the region.

Lead paint hazard mitigation: DPH has secured \$2 million in Lead Hazard Reduction Remediation grant money from HUD. The city of Chicago is also a grantee under the same program. These resources are used to remediate buildings built before 1978, many of which used lead-based paint during construction. Housing Choice Voucher holders automatically qualify for these funds. These funds could leverage additional resources through coordination across governments and service providing organizations.

Lead service line replacement: There is growing consensus around the need to replace lead pipes, connecting homes to drinking water service, or provide another permanent solution to potential public health impacts. Some municipalities in Cook County already provide grants to homeowners to share in the cost of replacement. Given the disproportionately higher presence of lead pipes in black residences, progress on lead service line replacement should also be tracked under racial equity goal setting. Given the likely magnitude of the problem, County CDBG funds will not be enough to solve it. However, CDBG investments can be targeted to improve water connections, streets, and sidewalks in areas where strategic investments are made in affordable housing.

Urban flooding mitigation: Scientific consensus is that extreme rain events in Cook County will become longer and more frequent in the coming years. The County invested CDBG-Disaster Recovery funding to address the flooding that has occurred as a result of such rains. Most Cook County homes are connected to aging, combined sewer systems, which were not designed to handle rain in this volume. The result is basement flooding and sewer backup. The solution includes both major infrastructure investments, such as MWRD's TARP (Deep Tunnel), and a network of distributed interventions of much smaller scale. Already, many municipalities provide grants to homeowners to reduce the cost of backflow prevention systems, and the County could supplement these grants in lower-income municipalities.

3.3 Prioritize projects and programs that link housing with employment.

The County will continue to prioritize housing projects and programs that specifically link housing with employment or employers to implement the Policy Roadmap's objective of investing in opportunities that reduce the jobs/housing mismatch. Over the next five years, these investments will be targeted to implement specific recommendations of subregional and local economic development plans, such as the SSEGI. Potential projects could include down payment assistance, tenant-based rental assistance, and housing rehabilitation. The County will use its existing relationships with employers, especially in traded industry clusters, to help spur such partnerships in coordination with existing Employer Assisted Housing initiatives. The department also recognizes that housing programs can lead to employment opportunities and will consider housing programs that include a direct tie to stable employment or apprenticeship programs under this strategy.

3.4 Offer housing counseling as part of an integrated support system for residents.

Counseling services for residents are a crucial component of an effective overall housing strategy. A variety of housing counseling services can help residents find housing opportunities that would reduce the jobs housing mismatch, identify support for needed rehabilitation, qualify for units or financial assistance, educate about fair housing requirements, and remain in appropriate housing. The County understands that housing counseling must be part of a menu of services available to residents, particularly those accessing other projects and programs envisioned by this plan. Housing counseling can more efficiently fit into the overarching strategies of this plan by combining with other services for residents in need. Cook County will prioritize funding for housing counseling that links with these other efforts, including counseling for both homeowners and renters. While the County will prioritize housing counseling that is provided by HUD-certified agencies, it may also support non-HUD certified counseling activities where eligible on a case by case basis when deemed necessary to further the plan's objectives. Technical assistance will be needed to implement recommendations of the forthcoming Assessment of Fair Housing, inclusive of continued implementation of the Tiered Compliance Model, for example.

3.5 Prioritize projects and programs that link with services.

The first policy objective of the Policy Roadmap is to reduce health inequities for all residents by addressing the racial disparities and the social, physical and economic conditions that impact health. Supportive housing and other models integrating affordable housing with wraparound health and social services can help overcome these barriers. Specific services described elsewhere in the plan include employment services, workforce training, and housing counseling. While these services are important on their own, they can be made more effective when paired with the County's housing investments. The County will seek projects and programs that link housing with health, economic, and social services as appropriate in future funding decisions.

3.6 Decrease housing barriers for ex-offenders in Cook County.

The County is committed to expanding investment in community-based organizations, anti-violence prevention initiatives and reentry services to address root causes of violence. Many housing authorities include regulations requiring criminal background checks as a condition to demonstrate eligibility to live in public housing or access housing vouchers. As currently designed, many of these regulations severely restrict housing opportunities for ex-offenders, creating a major barrier to reintegration into the economy and society. Recently, the Cook County Board of Commissioners passed the Just Housing Amendment to the Cook County Human Rights Ordinance, which protects people with arrest records

from being denied housing solely based on their past. The County will support enforcement of this ordinance in coordination with human rights and fair housing protections.

3.7 Adopt an inclusionary housing ordinance that would apply in unincorporated Cook County.

The County's local land use authority only covers a relatively small area, with municipalities regulating the vast majority of land in the County. However, the County does enjoy regulatory authority over unincorporated land, and will revisit the goal to create and adopt an inclusionary housing ordinance for these areas as a means to ensure equitable and inclusive policies and practices for recipients of Cook County resources. The ordinance can help the County directly advance affordable and fair housing goals for a small but significant amount of land and could serve as a model for communities considering whether to adopt similar ordinances in the future.

Goal

Preserve affordable housing with access to transit in coordination with strategic reinvestment strategies and develop new affordable housing needed to implement plans required under AHPAA.

Performance Measures

- Number and locations of preserved affordable housing units accessible by transit based on AllTransit or H+T Index.
- Number and locations of rehabilitated units incorporating environmental resiliency features -such as energy efficiency and flood mitigation- and features that improve health, such as lead service line replacement.
- Annual share of new affordable housing units in suburban Cook County that are in disinvested areas or implementing reinvestment strategies, such as those recommended by SSEGI.
- Annual share of new and preserved affordable housing units in suburban Cook County that fall into one of the four desired housing types (family housing, supportive housing, emergency or transitional housing, or senior housing).
- Number of new affordable housing units that implement plans produced to comply with the Affordable Housing Planning and Appeals Act.
- Number of new affordable housing units leveraged by either County HOME or CDBG funds.

4. Non-housing services

Introduction

Integrate non-housing services, or traditional social services – such as health care, youth, and educational programs, Continuum of Care services, and referral services- with economic development and housing strategies to ensure that the County’s consolidated plan strategies benefit all members of the population.

Policy Statement

Public services will support the County’s goals in other areas, particularly advancing racial equity, increased coordination among funders and providers, the provision of much needed safety net programs, and improved employment and housing opportunities for all people.

Potential Resources

Non-housing supportive service activities will be funded through CDBG, HOME, ESG funds. It is anticipated that the County will solicit additional public funds to leverage these resources through the U.S. Department of Health and Human Services and Illinois Department of Human Services. CCDPD also expects to coordinate related funding with its sister agencies HACC, CCLB and DPH as well as the United Way and private philanthropy and expand upon existing networks such as the Southland Human Services Leadership Council and The Hub.

Strategies

4.1 Advance social service funding collaboration in suburban Cook.

Social services are funded by a mixture of Federal, state, local, and philanthropic entities. By better coordinating investment decisions among this patchwork, funders can ensure that their efforts are maximally effective, and this effort can help focus providers on issues identified as high priority by multiple groups. In 2015, the Brookings Institution’s *Confronting Suburban Poverty in America* highlighted the growth of suburban poverty in the U.S. This trend continues –a 2018 poverty factsheet by the Heartland Alliance reports that the share of poverty in the Chicago region’s suburbs has increased by about 15% between 2000 and 2016. Recognizing this consistent rise in suburban poverty, Cook County’s 2018 Policy Roadmap calls for a more integrated approach to the administration of social services.

The County should continue its pursuit to create a social services funding collaborative that would coordinate expenditures, advocate for additional suburban social services funding, and explore national best practices that could be applied to improve current responses to poverty in suburban Cook.

Change in Residents Living in Poverty 2000-2016

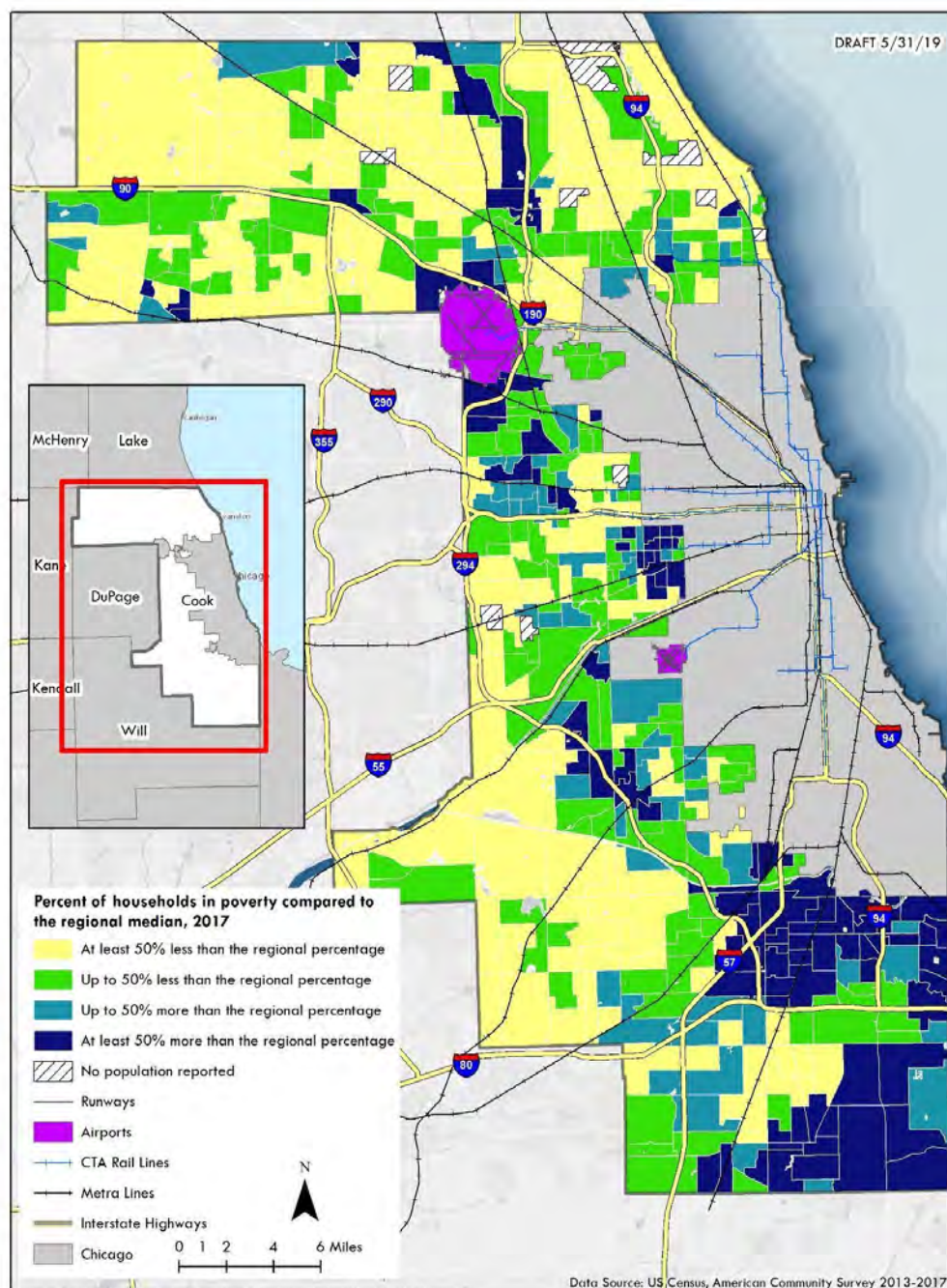


4.2 Prioritize service offerings that link across programs and support sub-regional efforts.

In its 2019-2022 strategic plan, The Alliance to End Homelessness in Suburban Cook County reported that while overall homelessness numbers have dropped significantly from 2013 (down by about 65%), youth and family homelessness numbers have gone up slightly, and the rate at which households return to homelessness is still at 16%. This indicates a need for improved integration and delivery about different social service systems, such as health and employment.

Since 2016, the Alliance has been in the process of rolling out a new coordinated entry system. Coordinated entry is a community-wide system that standardizes and expedites the process by which people experiencing homelessness or who are at imminent risk of homelessness access shelter, housing, and homeless resources. By moving toward standardized intake and mutually accessible information, coordinated entry will help suburban Cook County better target the limited resources provided for homeless assistance across multiple agencies and organizations.

The County will fund service programs that are integrated with other service efforts, such as health care, youth programs, early childhood education, and financial literacy, ensuring that funding helps create an integrated system of mutually supportive services, in pursuit of continued reductions in homelessness, increased employment, and improved health outcomes. The County remains committed to integrating supportive services with housing provisions in order to increase both organizational efficiency and program outcomes. The County will continue to target investments to both large-scale organizations and smaller scale providers to ensure both reach of services and the ability to provide successful and innovative service offerings.



4.3 Continue to participate in the regional dialogue around the need for a comprehensive referral system.

Comprehensive referral systems, often called “211” or “311,” provide a single point of telephone or online contact that links residents to the menu of services available to their needs, including social services. Stakeholders continue to cite the need for a 211/311-like system in suburban Cook County that would move beyond the County-funded virtual call center, which provides referral assistance for homelessness services to suburban Cook County residents.

The County will continue to be involved in discussions with the United Way about The HUB in south Cook, which has established a call center and referral network for a broad range of services. The County will consider providing funding for a more robust system, depending on its design, operation, and scope of development.

4.4 Continue to support collaboration around social service provision to improve efficiency.

The County will continue to fund efforts that drive cooperation among service providers within subregions. Joint efforts between multiple service providers in a single subregion can improve efficiency and increase the viability of funding and grant applications. Groups such as the Southland Human Services Leadership Council (SHSLC) demonstrate a model for coordination among providers, funders, intergovernmental agencies, and civic groups to enhance service provision by creating connections between multiple providers, efficiently sharing resources, increasing funding to services, and advancing policy.

In addition to collaboration based on geography, joint efforts aimed at specific tasks and strategies can improve efficiency. Beyond voucher-basing HOME funds for rapid rehousing efforts, tools such as the Homeless Management Information System (HMIS), which is the Alliance's coordinated intake process and standardized assessment tool, are important examples of collaboration around data collection and analysis that improve the efficiency of social service provision. Cook County will continue supporting such efforts and will explore ways these tools can feed into the development of a 211/311 system.

Goal

Improve social services through enhanced data systems, coordination of intake and referral, and subregional collaboration.

Performance Measures

- Proportion of required organizations utilizing HMIS.
- Number of people recorded as receiving housing-related services in HMIS.
- Percentage of missing data in HMIS.
- Number of organizations utilizing broader information and assistance systems.
- Recruitment of several local social service organizations can help the county distribute funds in a more effective manner.
- Number of individuals/families/households served as a direct result to new County partnerships.
- Number of additional dollars are leveraged due to these partnerships.

5. Planning and administration

Policy Statement

Develop institutional framework and processes within Cook County, as well as interdepartmental collaboration that allows the department to support multi-jurisdictional collaboration, improved local capacity, and transparency.

Potential Resources

CCDPD will utilize eligible planning and administrative funds from all available sources including CDBG, ESG, HOME, and Section 108. Limited corporate funds will supplement these dollars to facilitate related operations and staffing. It is anticipated that the County will distribute a portion of funds externally to qualified agencies for sub-contracted program administration and special planning initiatives.

Strategies

5.1 Institutionalize interdepartmental coordination of competitive funding cycles.

Over the past five years, several steps have been taken to build internal collaboration across Cook County departments for the purpose of increasing the impact of investments. For example, CCDPD and DOTH worked together with the Village of Franklin Park, using the BUILT in Cook Section 108 Loan Guarantee program to improve roadways and water infrastructure in an industrial park in the greater O'Hare job center. The companies in the area will repay the financing through a Special Service Area levy. Over the next five years, CCDPD will seek to institutionalize this type of internal collaboration, so that it becomes a normal part of everyday County business.

With support from the Civic Consulting Alliance and other partners, CCDPD will continue to work with other departments investing in capital, such as DOTH, to determine the viability of aligning funding cycles. Both Invest in Cook and CDBG programs receive applications for infrastructure projects, such as roadway and water infrastructure improvements. If these application cycles functioned on the same timeline, they could benefit from cross departmental review. For example, the department responsible for fund administration could focus on program eligibility, while the department with technical or other expertise could focus its review on alignment with County policy. One way to achieve this would be to use a single, brief pre-application form. After receipt, all departments could review all pre-applications and make a group decision about which funding source is the best fit for each project. Applicants would then be invited to complete only the full application forms for the funding source of best fit.

CCDPD may also seek to involve departments without capital funds to invest, but with important expertise. For example, the Department of Public Health (DPH) could support the integration of health considerations into funding scoring criteria for applications. Additionally, DPH could potentially apply a Health Impact Assessment approach to support decision-making around community or economic development projects to ensure advancement of racial and health equity. DPH is the state-certified public health authority for nearly all of suburban Cook County and an affiliate of Cook County Health

5.2 Continuously reexamine performance measurement and monitoring to maximize the impact of investments and ensure alignment with the Policy Roadmap and other countywide policies.

While program compliance requires significant monitoring of subrecipients to ensure investments are made with high standards for transparency and accountability, CCDPD will work to identify specific

measures by which funding applications can be evaluated and investments can be monitored to ensure maximum impact. Over the past five years, CCDPD has improved its review of funding applications to ensure alignment with County policy. More recently, the President's Office has formed a Racial Equity Leadership Council that reviewed the CDBG funding cycle using a racial equity lens. Subsequent drafts of this plan will incorporate input from stakeholders to refine a series of metrics to be operationalized by CCDPD staff after adoption.

5.3 Continue to encourage planning and build capacity in local governments serving areas of long-term disinvestment.

Local planning is necessary to ensure federal funding is effectively and efficiently invested at all levels of government. Local governments should continue to develop comprehensive plans and engage in capital planning. Unfortunately, they continue to face declining revenues, making it difficult to deliver essential services and high-quality infrastructure. Small communities with lower levels of capacity need to plan years ahead to ensure all capital funding moves the community forward and avoids pitfalls, such as ad-hoc or conflicting construction schedules. For some, even the best plans will be difficult to implement without sufficient staff and financial capacity. While these local governments stand to benefit most from inter-jurisdictional collaboration and innovative financing, they often lack the capacity to do so.

Resources available to help communities plan, implement, and build capacity include CMAP's LTA program and local capacity pilot as well as RTA's Community Planning Program. The County should assist communities in accessing these resources to ensure effective and regionally consistent efforts. This could be done through direct staff support or through a technical assistance contract. Priority should be given to local governments serving areas of long-term disinvestment, which tend to serve people of color and low-income residents.

The County will continue to encourage entitlement communities to join the Cook County HOME Consortium and work hand in hand to ensure that federally available resources are effective and used efficiently. Some smaller entitlement communities are struggling with the increasing cost of compliance with the requirements of federal funding. The County should offer itself as a partner to help entitlements make strategic investments with federal dollars, comply with regulations, and in doing so, free up capacity to do other important work, such as economic development.

5.4 Integrate the subregional councils in suburban Cook County into future County funding decisions.

The subregional Councils of Government (COGs) and Councils of Mayors are already heavily involved in the allocation of federal transportation dollars, providing an effective way for subregions to identify the projects that are of most importance and then fund those efforts. The County should continue take advantage of this local knowledge by developing a way for the COGs to participate in the funding decision process. A good strategy would begin with ideas presented in 5.1.

5.5 Participate in regional discussions around coordinated investment.

Over the past five years the County President and BED have championed several regional economic development efforts, including the CMMC and the CRGC. The County will continue to provide leadership and support to these efforts. CCDPD will also continue to participate in other regional discussions that explore how they could help fulfill the goals of this plan. In accordance with several strategies identified in the Policy Roadmap, which speak to increased infrastructure resiliency through partnerships and cost savings, the County will look for methods to integrate services and projects that give multiple small investments the impact of a singular major project.

5.6 Create partnerships with potential funders, whether public, non-profit, or private.

As discussed in greater detail elsewhere, monies from HUD alone cannot meet all of the needs in Cook County. Therefore, CCDPD will build partnerships with public, private, and non-profit funders around the priorities of this plan, leveraging additional funding streams to address these issues. Philanthropy seems to be moving in support collaborations of multiple actors to advance innovative projects, especially when they advance racial equity and economic development without displacement of existing residents. With the success of the BUILT program, the CCDPD will also look into using project income to supplement its use of federal funding.

Goal

Coordinate across departments to increase impact of investments and increase local capacity through direct staff or contract support.

Performance Measures

- Number of competitive applications submitted to one funding program and referred to another.
- Number of competitive applications submitted to one department for review that are reviewed by at least one other department.
- Number of local governments serving people of color in disinvested areas receiving technical assistance from any qualified entity to increase capacity.
- Annual reevaluation of investment goals, impacts, and impact measures.

Appendix 1: Needs Assessment Summary Tables

Table 1: Cook County Population			
	Cook County	Chicago	Suburban Cook
2017 Population	5,238,541	2,722,586	2,515,955
Population change as %, 2010-17	0.8%	1.0%	0.7%
ON TO 2050 population projection, 2050	6,194,059	3,113,476	3,080,583
Change as %, 2017-50	18.2%	14.4%	22.4%
<i>Source: 2010 and 2017 American Community Survey 5-year estimates and Chicago Metropolitan Agency for Planning ON TO 2050 projections</i>			

Table 2. Race and ethnicity, 2017							
	Chicago		Suburban Cook		Region		
	Count	Percent	Count	Percent	Count	Percent	
White	890,322	32.7%	1,345,276	53.5%	4,400,011	51.6%	2,235,598
Hispanic or Latino*	789,713	29.0%	522,591	20.8%	1,935,376	22.7%	1,312,304
Black or African American	820,180	30.1%	405,954	16.1%	1,431,406	16.8%	1,226,134
Asian	167,575	6.2%	195,509	7.8%	586,990	6.9%	363,084
Other**	54,796	2.0%	46,625	1.9%	169,165	2.0%	101,421
Total Population	2,722,586	100.0%	2,515,955	100.0%	8,522,948	100.0%	5,238,541
<i>* Includes Hispanic or Latino residents of any race.</i>							
<i>** Includes American Indian and Alaska Native, Native Hawaiian and Other Pacific Islander, some other race, and two or more race.</i>							

Table 3. Education levels						
	Chicago		Suburban Cook		Region	
	Count	Percent	Count	Percent	Count	Percent
Population, 25 years and over	1,853,921	100.0%	1,724,861	100.0%	5,735,832	100.0%
High school diploma or higher	1,553,525	83.8%	1,530,846	88.8%	5,030,617	87.7%
Bachelor's degree or higher	694,581	37.5%	636,375	36.9%	2,191,225	38.2%
<i>Source: 2017 American Community Survey 5-year estimates</i>						

Table 4. Property purchase activity by Cook County subregion, 2013

Subregion	Extremely low value share*
Chicago	2.0%
Northwest Cook	0.1%
South Cook	5.7%
Southwest Cook	0.4%
West Cook	0.3%
Cook County Total	1.5%

*The extremely low value category is the share of residential property sales, excluding bulk sales data, in that subregion that were purchased for less than \$20,000.

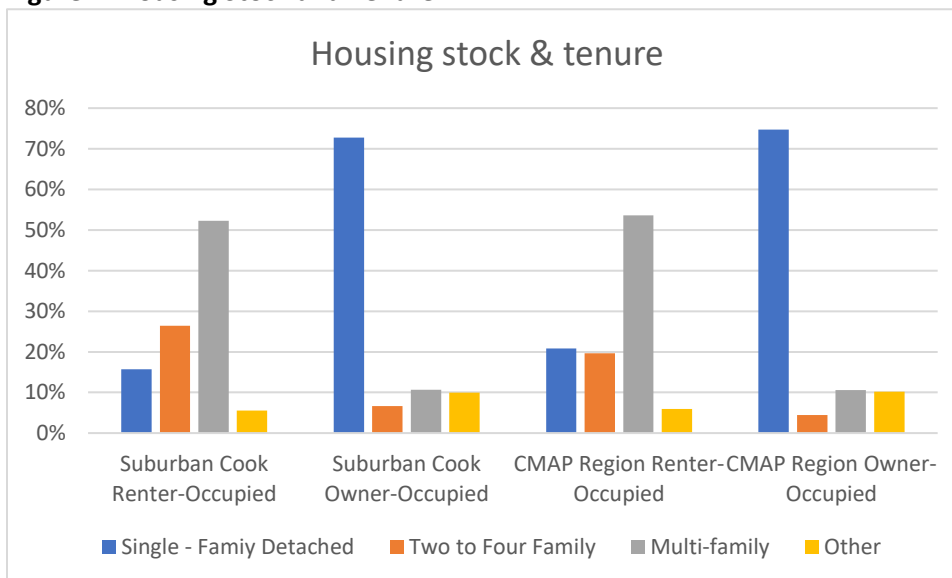
Source: DePaul Institute of Housing Studies calculations of data from Cook County Recorder of Deeds via Property Insight, Cook County Assessor, Record Information Services, Midwest Real Estate Data (MRED).

Table 5: Housing Type by Tenure

	Suburban Cook Renter Occupied	Suburban Cook Owner-Occupied	CMAP Region Renter-Occupied	CMAP Region Owner-Occupied
Single - Family Detached	16%	73%	21%	75%
Two to Four Family	26%	7%	20%	4%
Multi-family	52%	11%	54%	11%
Other	6%	10%	6%	10%

Source: 2017 American Community Survey 5-year estimates

Figure 1: Housing Stock and Tenure



Source: 2017 American Community Survey 5-year estimates

Table 6: Percent of renter occupied households paying more than 30 percent of income on gross rent		
	Suburban Cook Renter-Occupied	CMAP Region Renter-Occupied
2017		
30-49% of Income	22%	23%
50%+ of Income	25%	24%
2010		
30-49% of Income	18%	19%
50%+ of Income	19%	19%
<i>Source: 2017 American Community Survey 5-year estimates</i>		

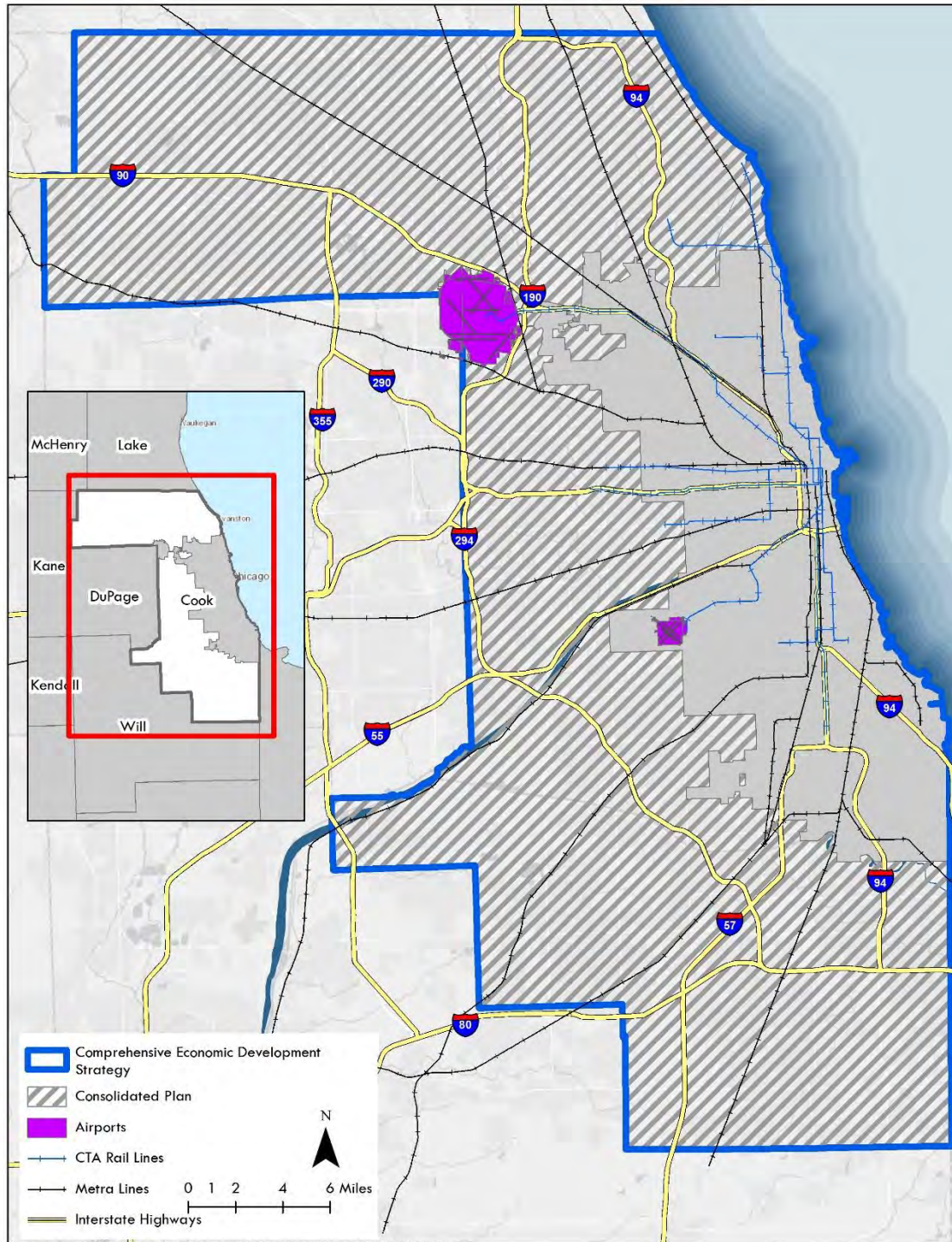
Table 7: Percent of owner occupied households paying more than 30 percent of income on gross rent		
	Suburban Cook Owner-Occupied	CMAP Region Owner-Occupied
2017		
30-49% of Income	18%	17%
50%+ of Income	13%	16%
2010		
30-49% of Income	17%	23%
50%+ of Income	8%	15%
<i>Source: 2017 American Community Survey 5-year estimates</i>		

Table 8: Income level of households with a member with a given type of disability		
	<30% of HUD AMI	30% -50% of HUD AMI
Hearing or Vision Impairment	17%	19%
Ambulatory Limitation	21%	20%
Cognitive Limitation	21%	18%
Self-care or independent living limitation	21%	20%
Household where no member has such limitations	12%	11%
<i>Source: Comprehensive Affordable Housing Strategy 2011-15</i>		

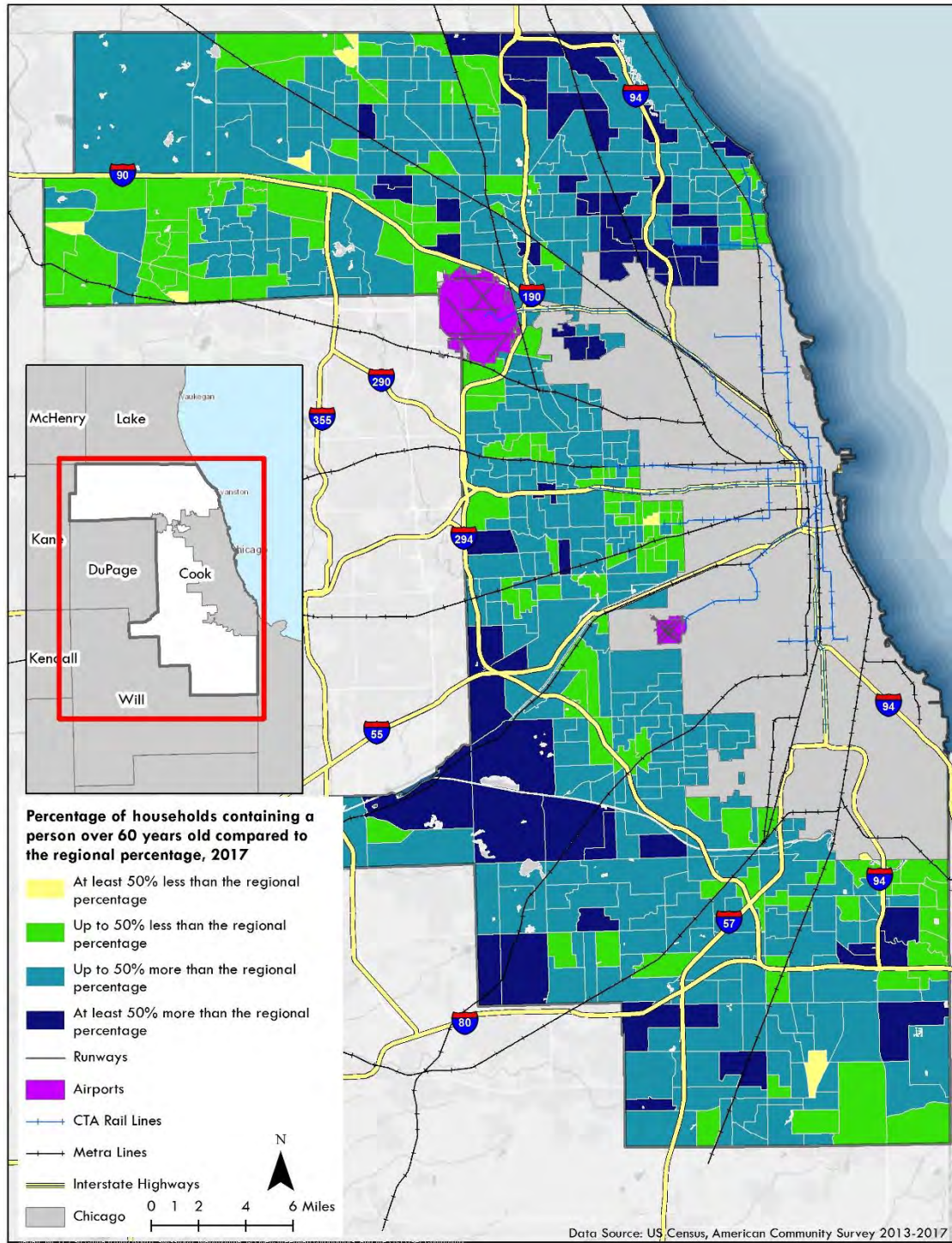
Table 9: EDA distress measures in Cook County			
	U.S.	EDA Threshold	Cook County
24-month average unemployment rate, period ending April 2019	4.00	5.00	4.35
2017 Per capita income	\$31,177	\$24,942	\$33,722
<i>Source: 2017 American Community Survey 5-year estimates and US Bureau of Labor Statistics</i>			

Appendix 2: Needs Assessment Summary Maps

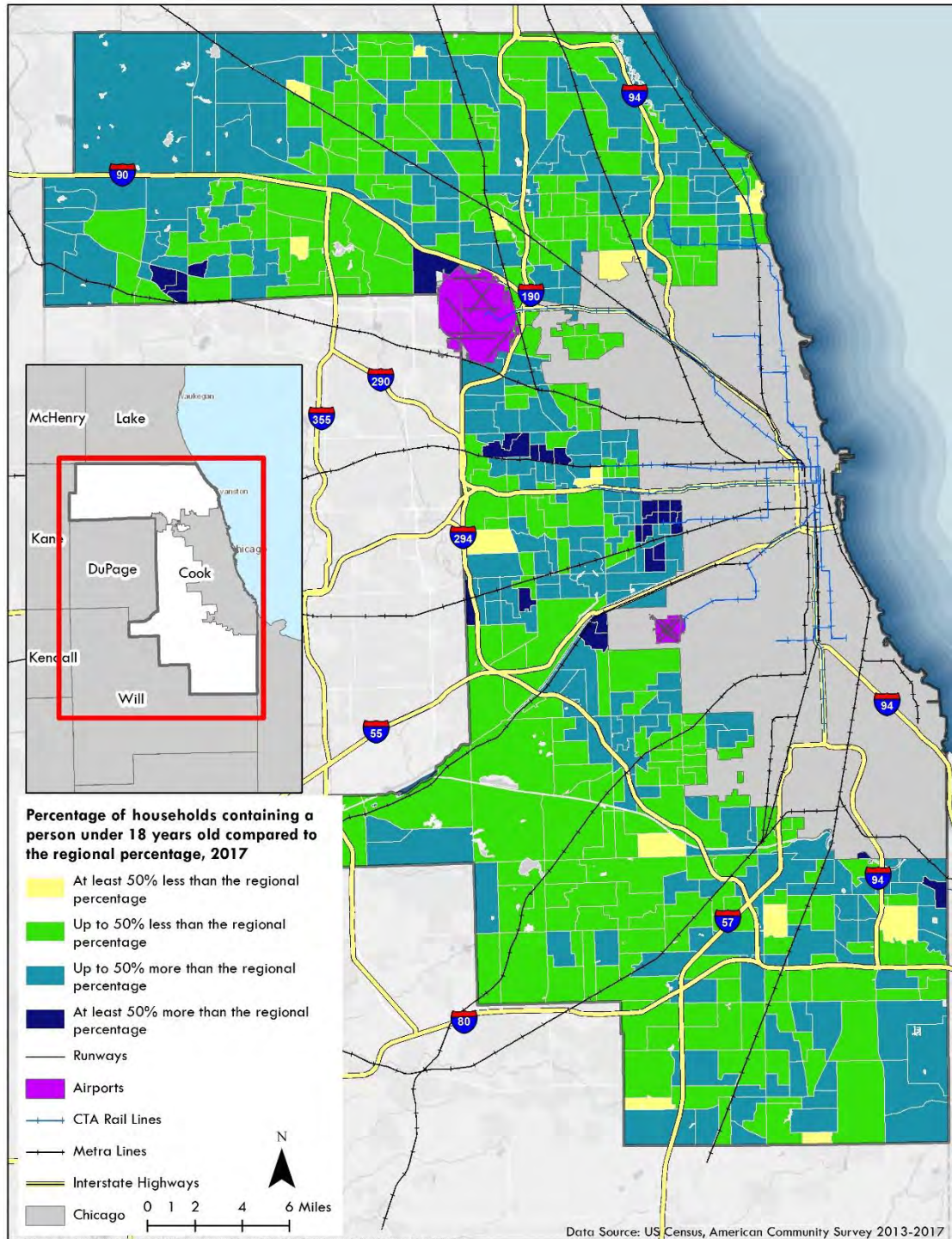
Map 1: Geography of Planning Jurisdictions



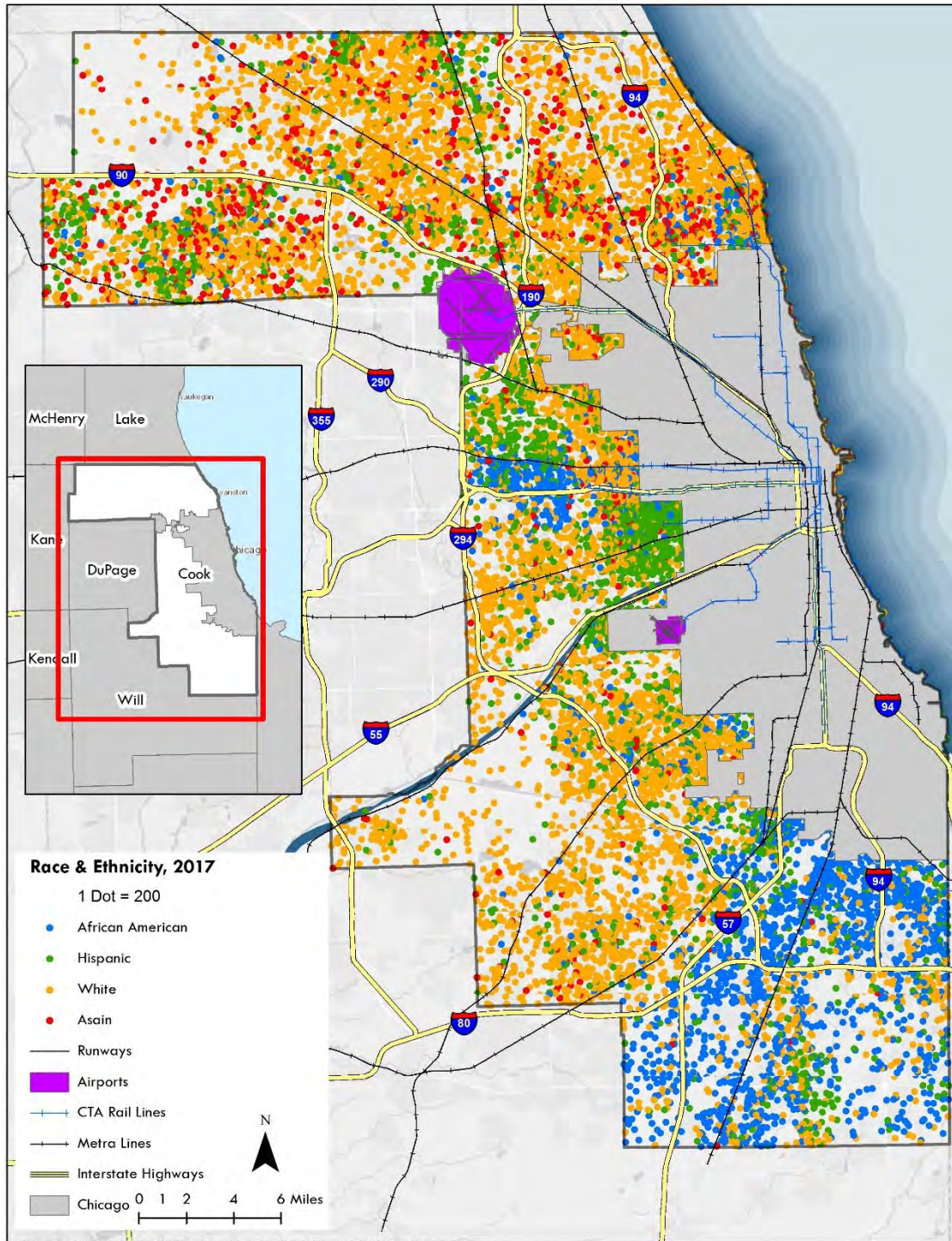
Map 2: Households Containing Seniors



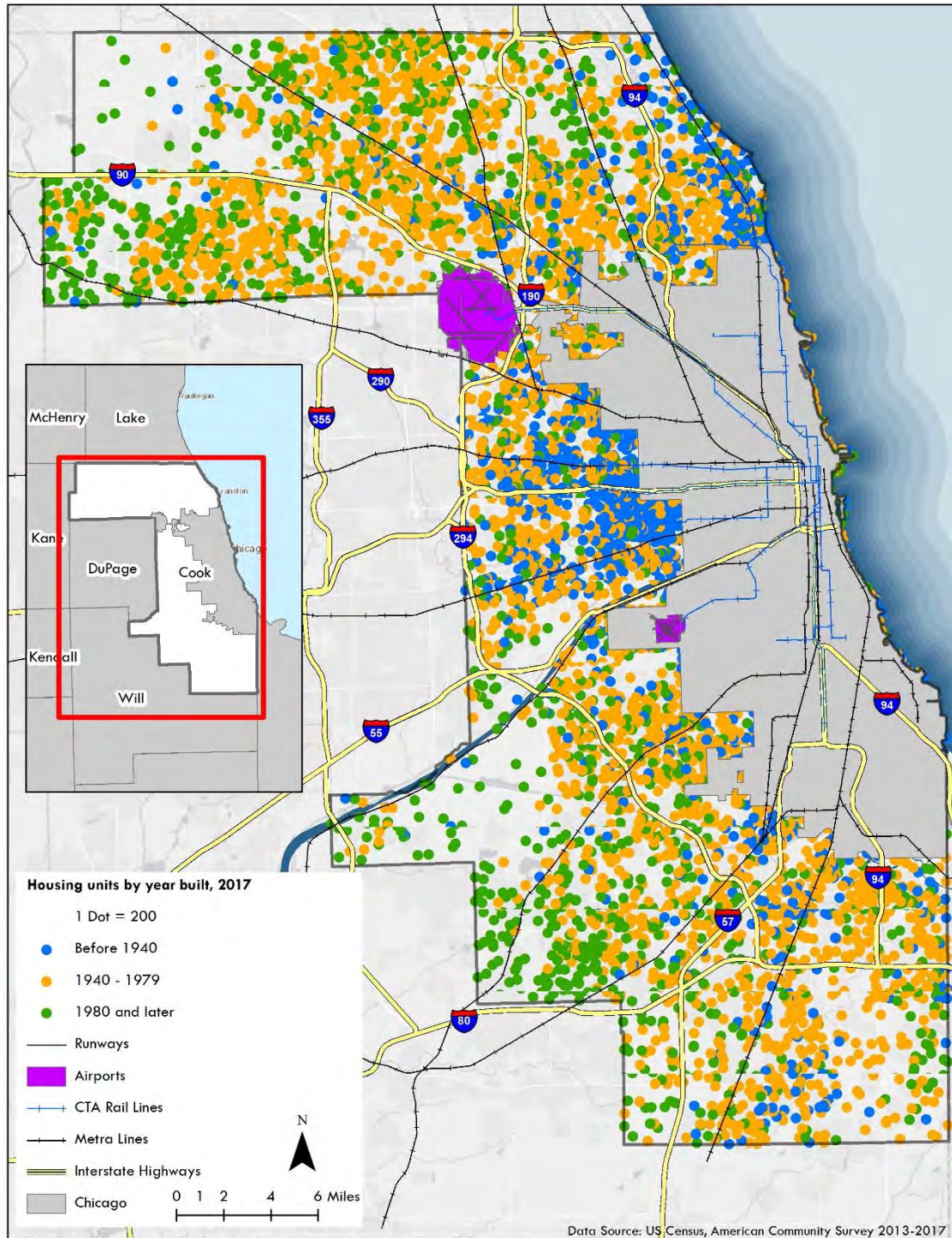
Map 3: Households Containing Youth



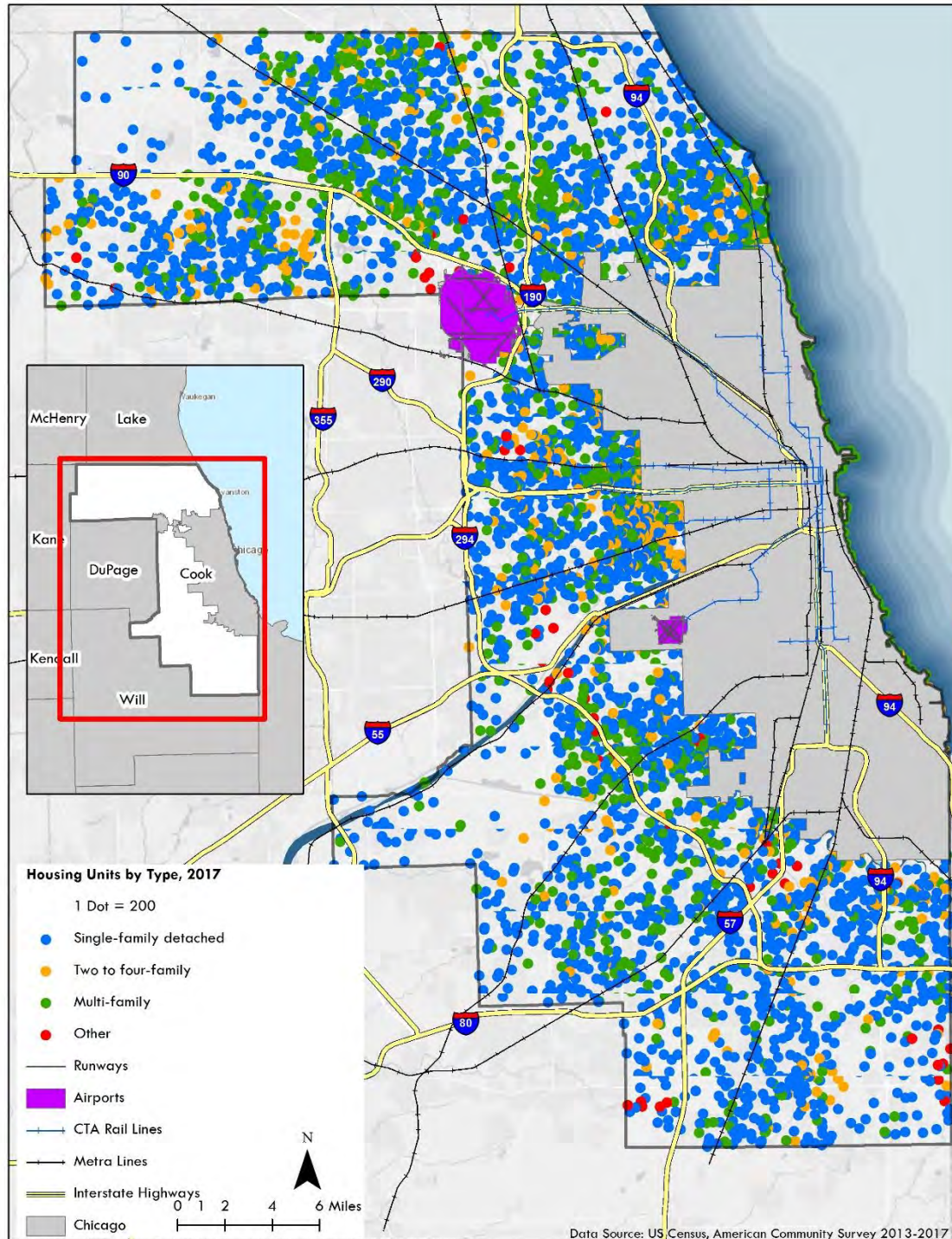
Map 4: Race and Ethnicity



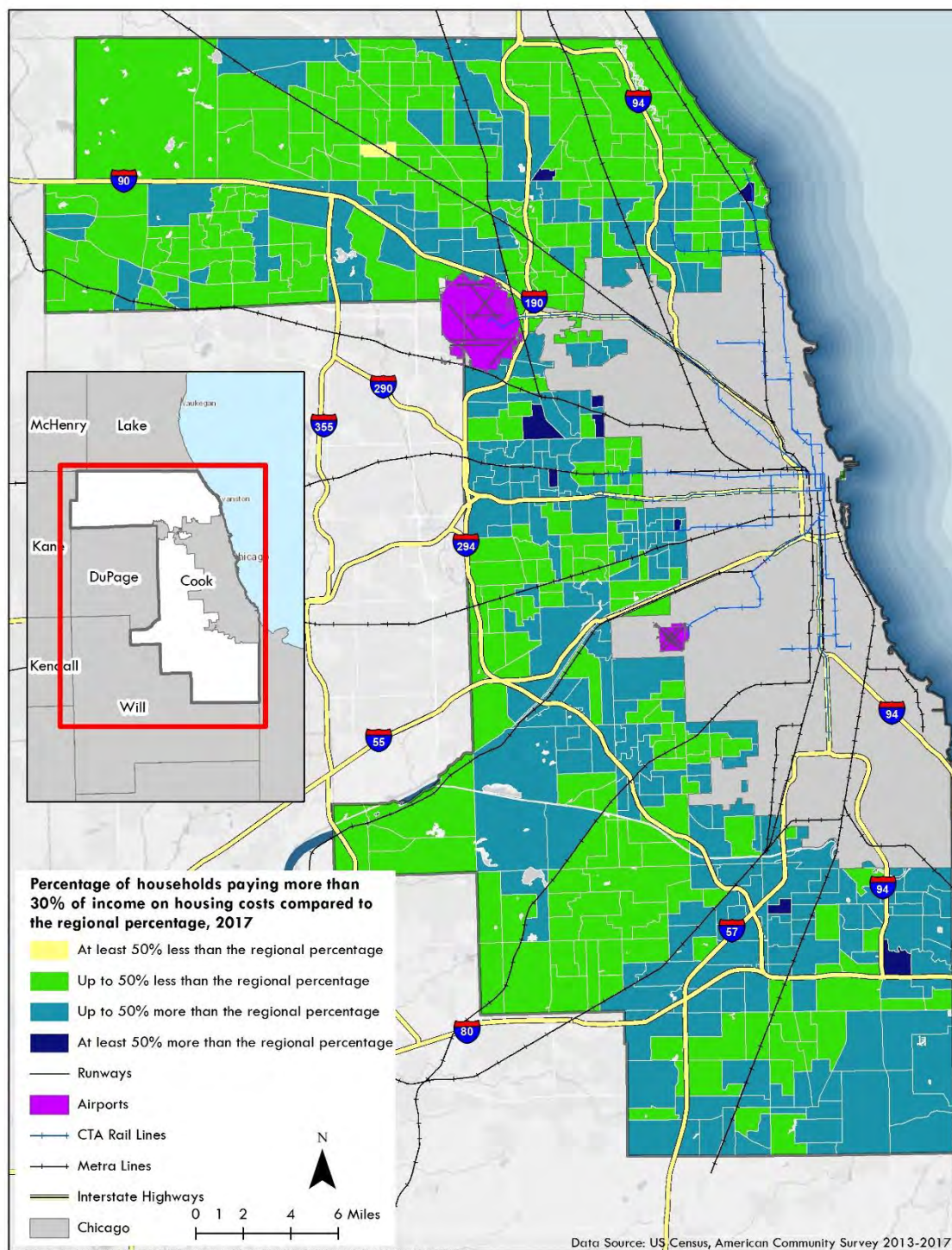
Map 5: Housing Units by Year Built



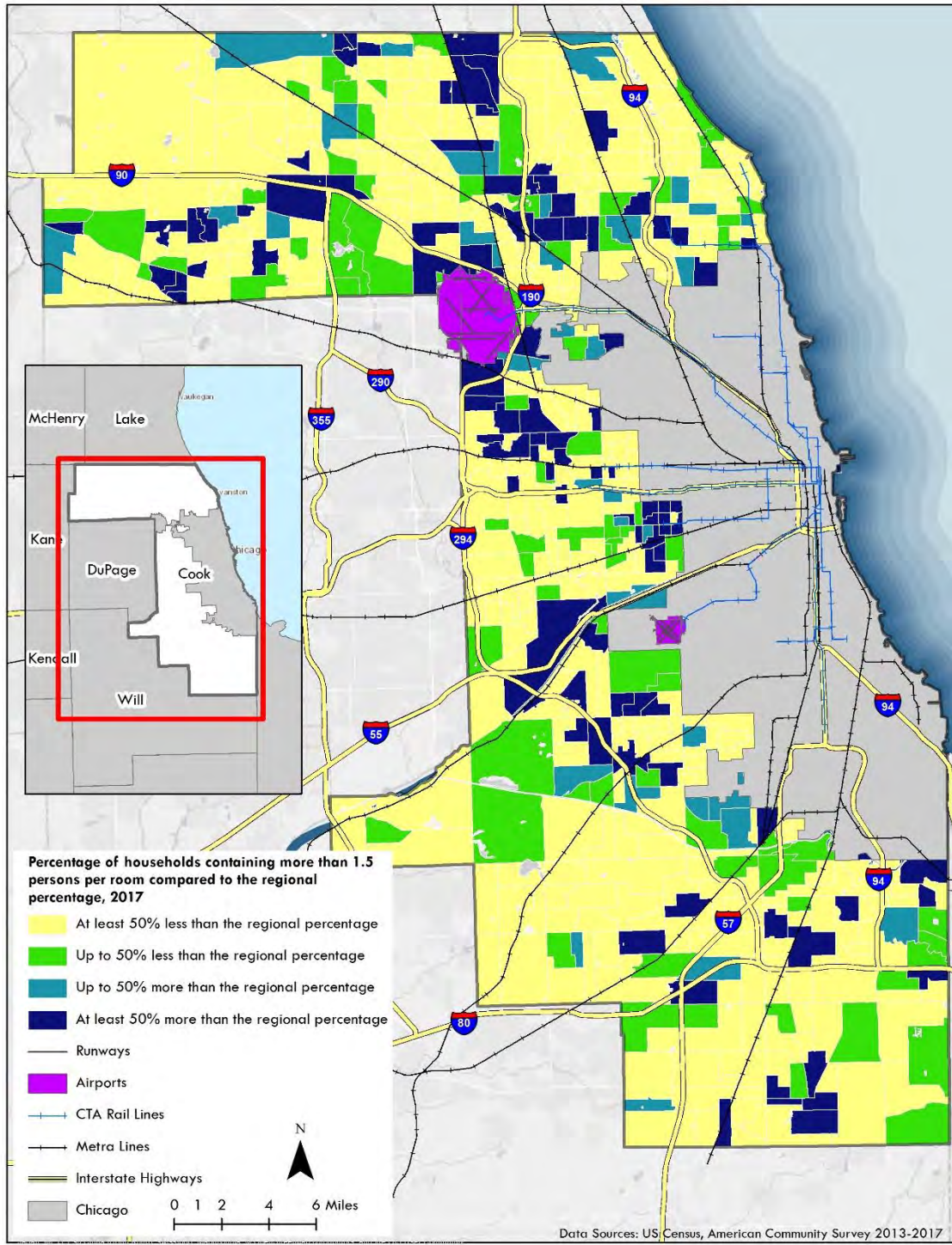
Map 6: Housing Units by Type



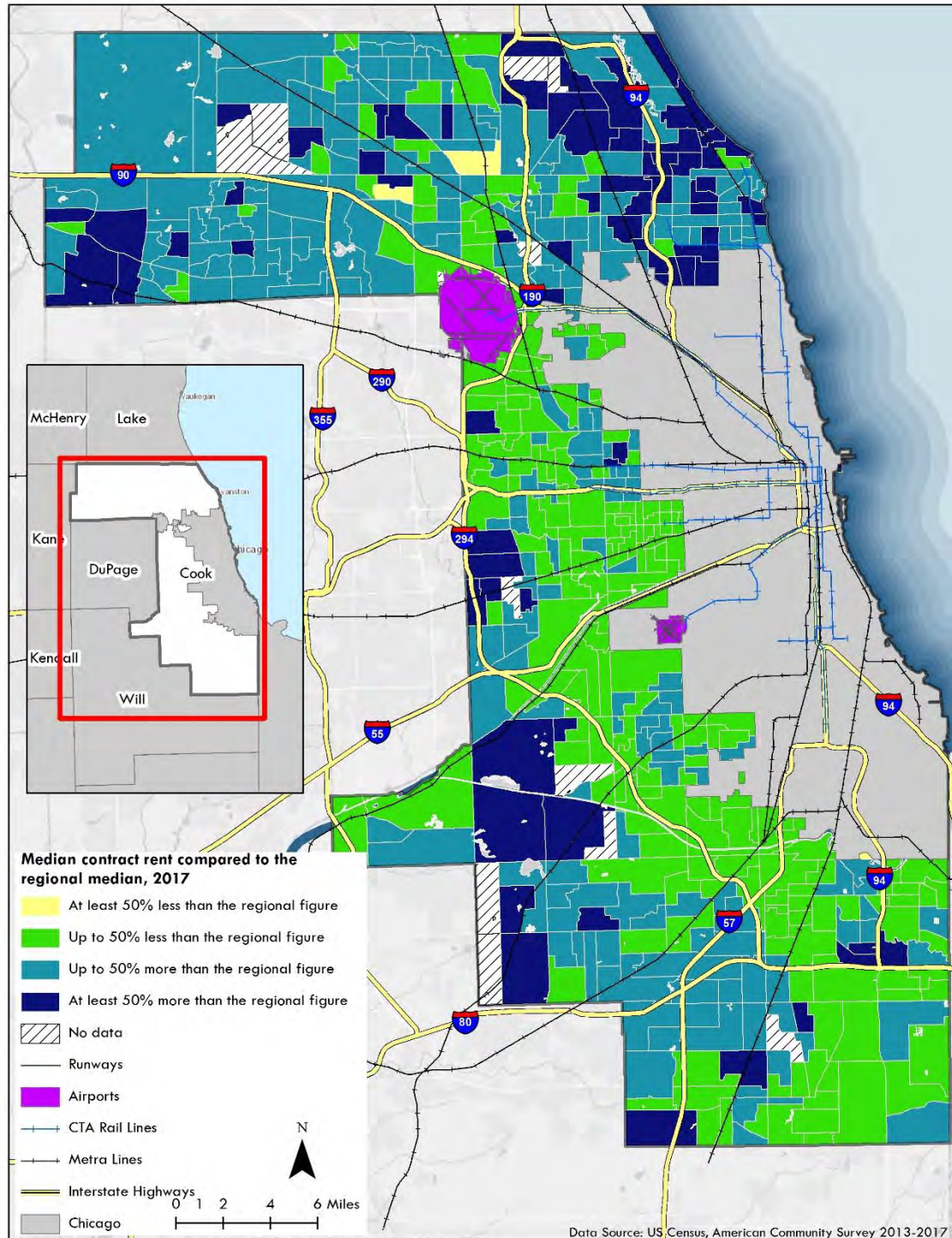
Map 7: Housing Cost Burden



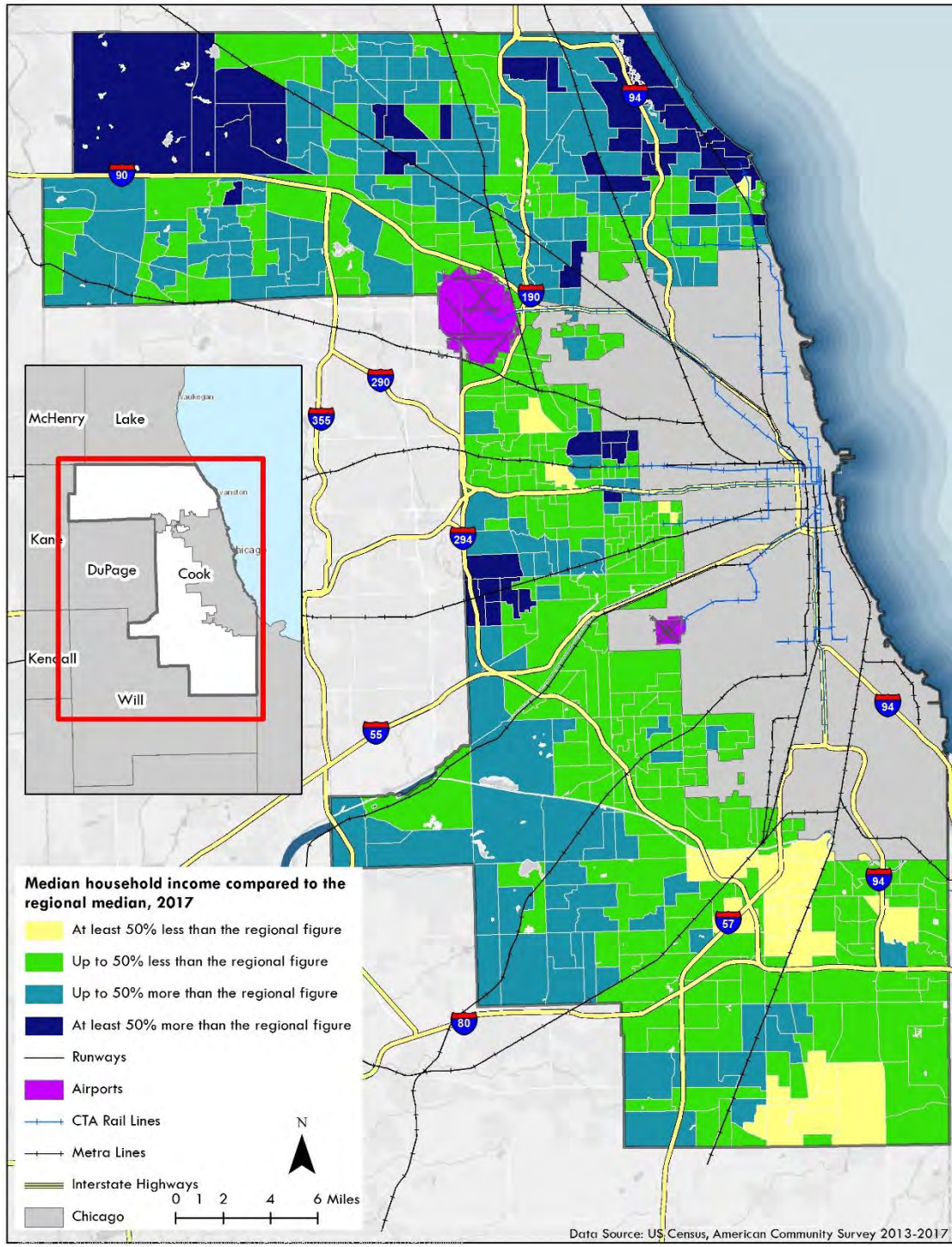
Map 8: Number of Persons Per Room



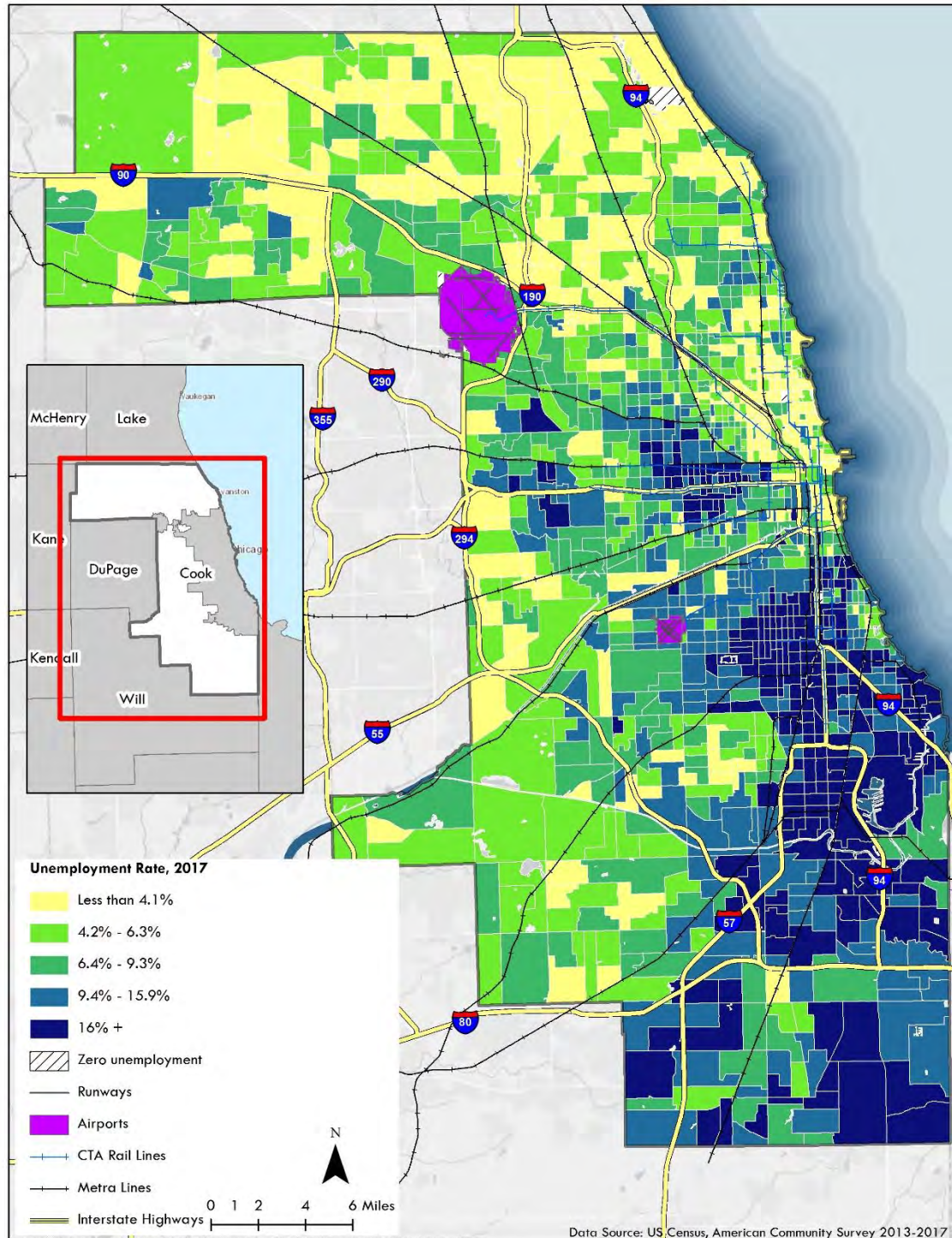
Map 9: Median Contract Rent



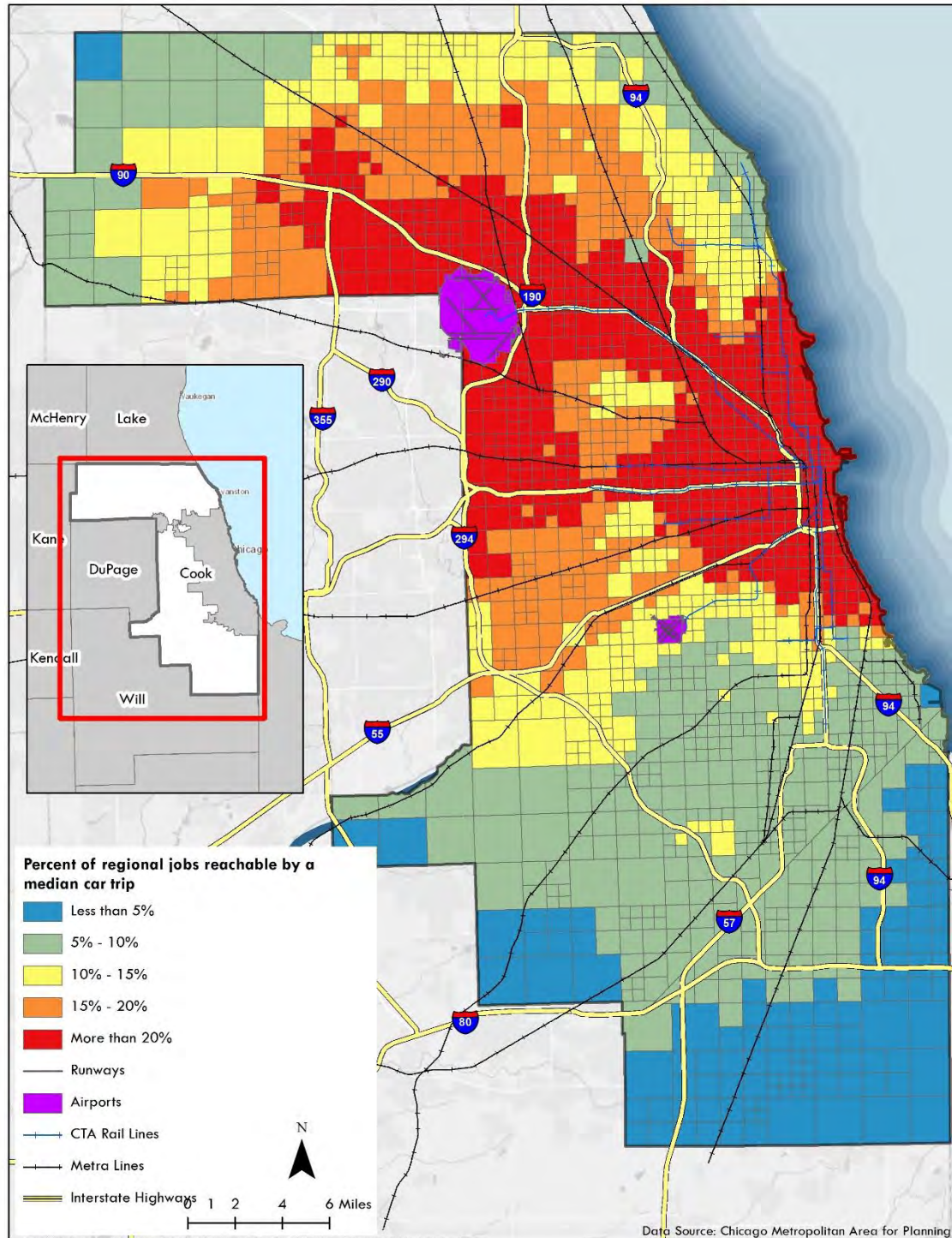
Map 10: Median Household Income



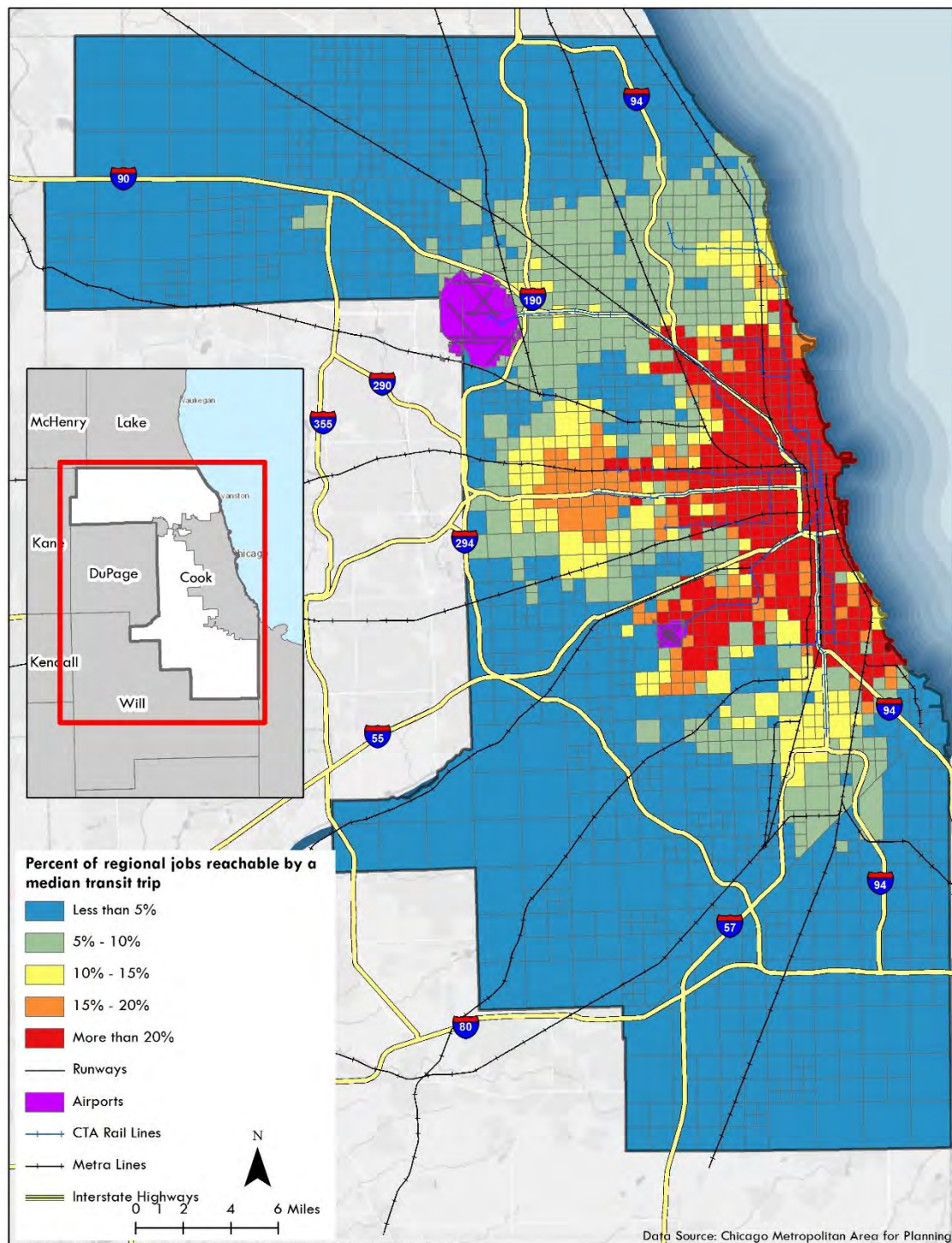
Map 11: Unemployment Rate



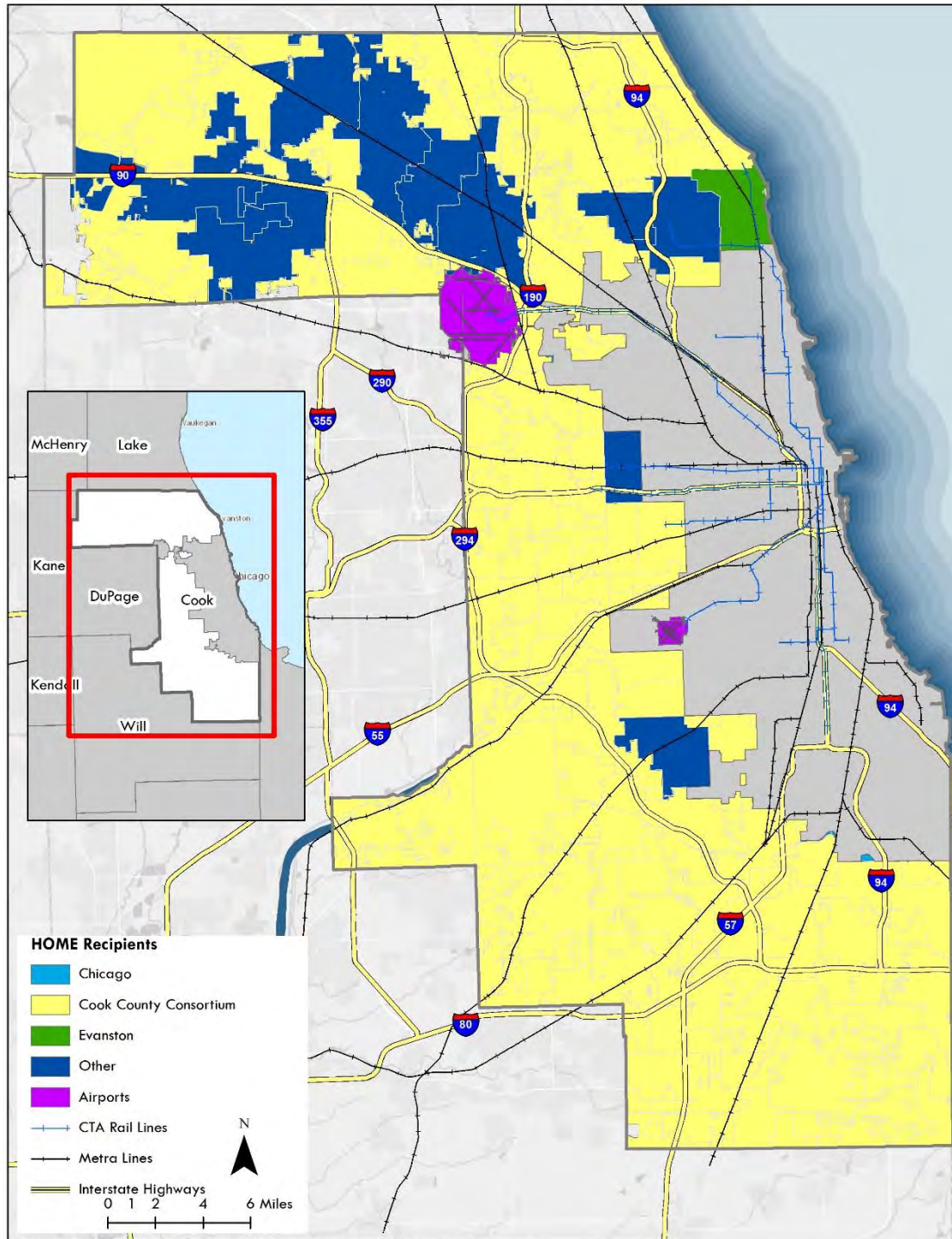
Map 12: Job Access by Car



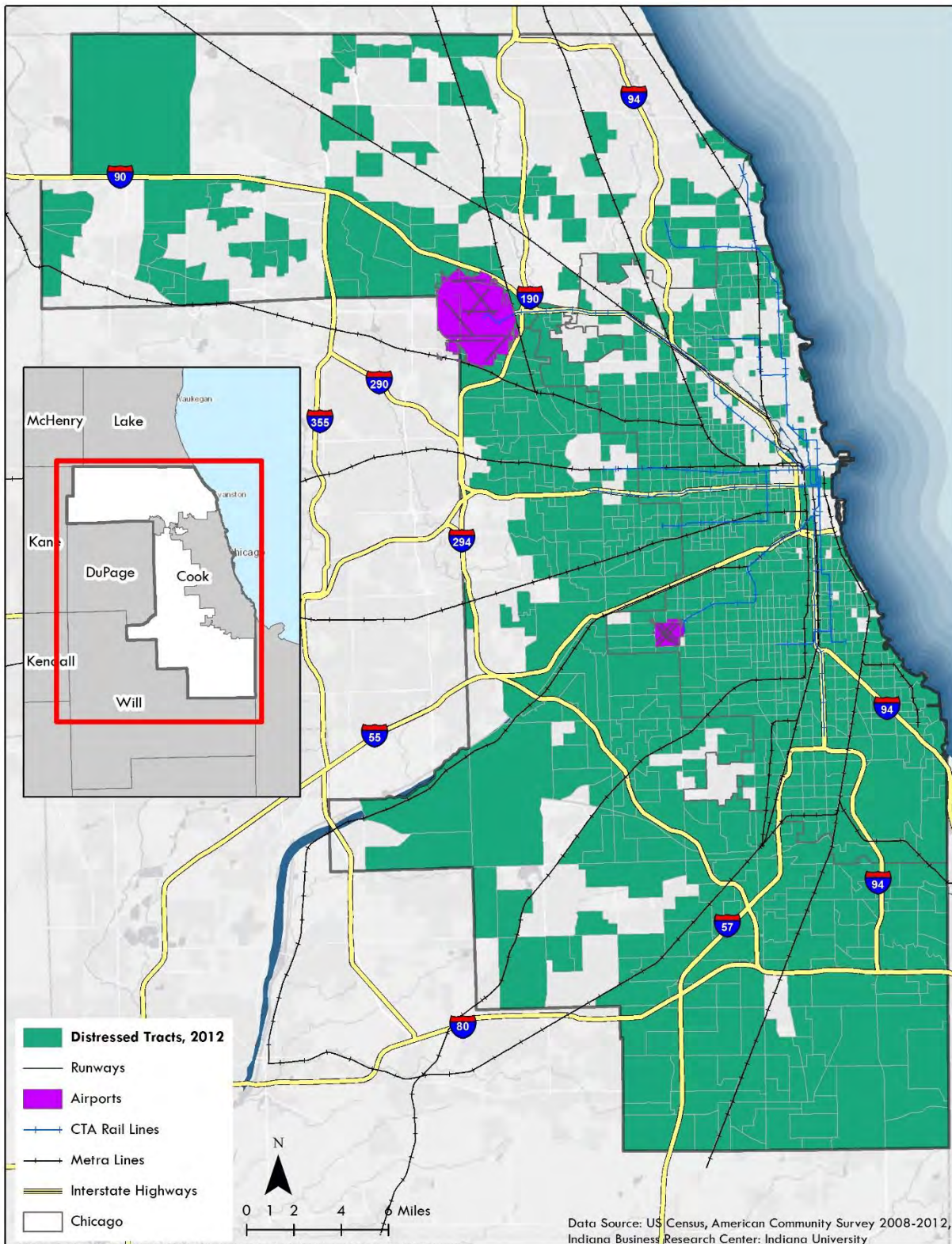
Map 13: Job Access by Transit



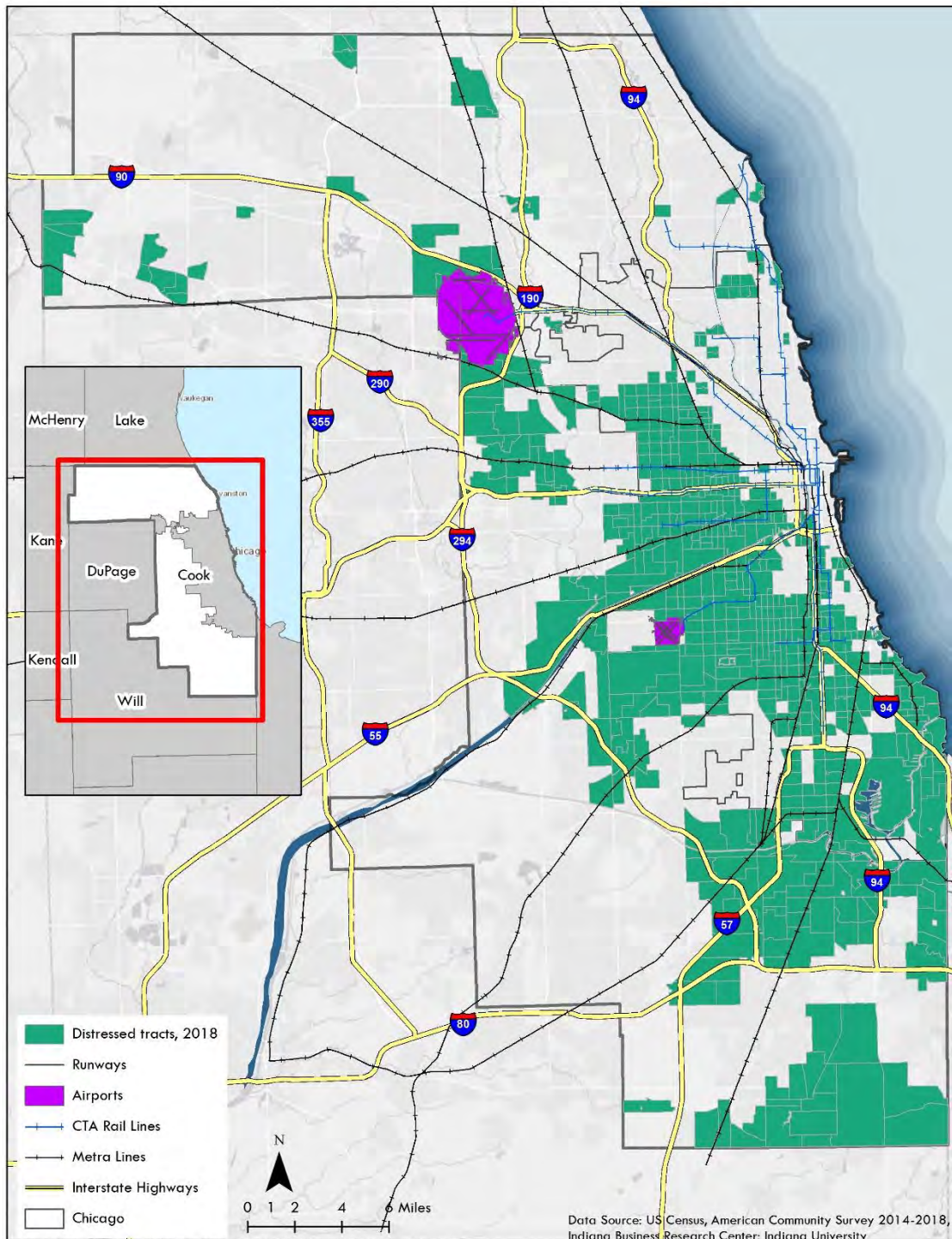
Map 14: HOME Recipients



Map 15: Economically Distressed Areas by Census Tract (2012)



Map 16: Economically Distressed Areas by Census Tract (2018)



Appendix 3: Acronym Index

Calumet Area Industrial Commission: CA+A1+A1:A25

CDBG Disaster Recovery: CDBG-DR

Chicago Area Fair Housing Alliance: CAFHA

Chicago Metro Metals Consortium: CMMC

Chicago Metropolitan Agency for Planning: CMAP

Community Development Block Grant: CDBG

Comprehensive Economic Development Strategy: CEDS

Cook County Department of Planning and Development: CCDPD

Cook County Department of Public Health: DPH

Cook County Department of Transportation and Highways: CCDOTH

Cook County Economic Development Advisory Committee: EDAC

Cook County Land Bank Authority: CCLBA

Councils of Government: COGs

Emergency Solutions Grant: ESG

Housing Authority of Cook County: HACC

Homeless Management Information System: HMIS

Illinois Affordable Housing Planning and Appeals Act: AHPAA

Illinois Department of Commerce and Economic Opportunity: DCEO

Illinois Department of Employment Security: IDES

Illinois Department of Transportation: IDOT

Illinois Housing Development Authority: IHDA

Manufacturing Careers Internship Program: MCIP

Metropolitan Planning Council: MPC

New Market Tax Credits: NMTC

Offices Under the President of the Cook County Board of Commissioners: OUP

Property Assessed Clean Energy: PACE

Regional Housing Initiative: RHI

South Suburban Economic Growth Initiative: SSEGI

South Suburban Land Bank and Development Authority: SSLBDA

South Suburban Mayors and Managers Association: SSMMA

Southland Human Services Leadership Council: SHSLC

Surface Transportation Program: STP

Tenant Based Rental Assistance: TBRA

US Department of Housing and Urban Development: HUD

US Economic Development Administration: EDA

