

# **Big Shoulders, Big Challenges:**

*Preparing Chicago's Workforce for the New Economy*



Chicago Jobs Council

*September 2005*

# Acknowledgements

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## About CJC

Founded 25 years ago as a citywide coalition, the Chicago Jobs Council's (CJC) mission is to ensure access to employment and career advancement opportunities for people in poverty. Since its origin, CJC has reflected the principle that to eliminate poverty we must facilitate diverse and broad community participation in public policy. To that end, the membership has grown from 18 founding members to more than 100 community-based organizations, civic groups, and individuals with whom our staff works to develop and implement successful reform initiatives. Members contribute their front-line experience serving disadvantaged job seekers and working poor families at our monthly working group meetings. CJC also partners with workforce stakeholders – local workforce boards, foundations, public agencies, and local, regional and national coalitions – to strengthen linkages for an informed workforce development policy agenda.

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# Big Shoulders, Big Challenges:

## Preparing Chicago's Workforce for the New Economy

### Executive Summary

Chicago's diverse economy and rich labor pool make the city a prime location for sustained economic growth, including the creation of good jobs and an exceptional quality of life for its residents. However, several converging economic and social factors will likely jeopardize Chicago's future ability to attract and retain businesses, if left unaddressed. Over the next 15 years, 41 percent of the city's labor force will retire. To remain viable in Chicago, businesses must be able to secure new, skilled workers. But 46 percent of Chicago's youth are not completing high school. High concentrations of prisoners, many who lack workforce experience, are returning to Chicago's communities. An increasing number of job seekers have limited basic skills and English proficiency. And, half of all people with disabilities in Chicago are unemployed. Only with attention and creativity aimed at developing the workforce skills of these populations can the city remain a global economic center.

This report documents the nearly \$283 million in federal, state, and city resources that supported workforce development programming in Chicago in fiscal year (FY) 2004. These services include adult basic education, English as a Second Language instruction, General Educational Development (GED) certificate preparation, job readiness workshops, career awareness and planning support, job placement assistance, vocational training, and employer services. In a separate analysis, we examined the amount of need-based financial aid and work study that students in Chicago accessed for postsecondary education.

The total amount of funding in FY 2004 clearly represents a significant investment in the preparation of Chicago's workforce. However, closer analysis shows that certain populations are not targeted for services or, if they are, it is with too few resources. Most notably, there is very little funding specifically to serve immigrants, refugees, seniors, veterans, and people who are homeless, despite the fact that all of these populations are projected to grow. We also found that certain communities have limited access to services compared to other communities, and that targeted capacity building is needed to address this inequity.

We hope this report will fuel a collective conversation among elected officials, city administrators, program providers, advocates, labor organizers, civic-minded business leaders, and other stakeholders about improving Chicago's workforce development opportunities, particularly for individuals who do not currently receive adequate services.

The report title, *Big Shoulders, Big Challenges*, alludes to Carl Sandburg's great Chicago poem that pays homage to the strong work ethic of the city's laborers. While that dedication, energy, and pride are still characteristic of Chicago's workers, economic forces have changed, and hard work is no longer enough to guarantee an income that will adequately support a family's basic needs. Many of our recommendations—developed from an analysis of the research findings as well as conversations with the report's advisory group and Chicago Jobs Council (CJC) organizational members—focus on access to education programs that build skills, award credentials, and lead to life-long learning opportunities. These same recommendations, if implemented, would benefit Chicago's business community as skilled workers are currently and will continue to be in demand.

Our recommendations are divided into two sections. First, in "Chicago Leads," we acknowledge Chicago's leadership, highlighting specific strategies and initiatives that show promise and should be continued, expanded, and improved. Then, in "Chicago Needs," we identify strategies and initiatives that Chicago should undertake in order to prepare the workforce for current and future economic realities. For these recommendations to be implemented, we will need to involve a broad and diverse set of stakeholders.

# Recommendations for Improving Chicago's Workforce Development System

## **CHICAGO LEADS:** Current Workforce Development Strategies that Should Be Continued and Expanded

- Ensure workforce development goals and strategies are incorporated in all city economic development plans
- Enhance TIF Works in order to better link job training to economic development
- Monitor and evaluate industry-focused Chicago Workforce Centers pilot
- Maintain a regional approach to workforce development planning and implementation
- Secure community-based access to one-stop employment services
- Increase the number of transitional jobs programs to reach more populations
- Extend Mayoral spotlight to the workforce needs of immigrants
- Grow Kid Start, Chicago's summer youth employment program

## **CHICAGO NEEDS:** Targeted Interventions for Underserved Populations and Communities

- Align priorities set by the Chicago Workforce Board with the city and sister agency budgets
- Target certain communities for capacity building efforts
- Provide more dedicated employment services for people who are homeless
- Develop a comprehensive employment strategy for current and former public housing residents
- Intensify re-entry employment support for ex-offenders
- Reconnect recent high school dropouts to appropriate, competency-based programming
- Improve high school to community college transition
- Support bridge training programs targeted to working poor, disadvantaged job seekers, and immigrant students
- Offer supportive services for disadvantaged community college students

# Working Together

## I. Improving Chicago's Workforce Development System: An Open Invitation to Work Together

Chicago is a thriving city. Our economy—the most diverse in North America—is fueled in part by unique access to highways, waterways, railways, and airports.<sup>1</sup> Public access to beaches and parks along Lake Michigan and a vibrant restaurant and arts community also contribute to Chicago's appeal as a destination place. But the *number one* business attraction to the Chicago metropolitan region is the talent pool. According to World Business Chicago, an economic development intermediary chaired by Mayor Daley, skilled labor is the most important factor in attracting and keeping businesses. The skill level of Chicago area residents is also inextricably linked to quality of life. In today's knowledge economy, jobs that pay family-supporting wages require technical skills and often postsecondary education.<sup>2</sup> This importance of skills and postsecondary credentials to both businesses and residents motivated the Chicago Jobs Council to take a closer look at what Chicago's publicly-funded workforce development system is doing to prepare the workforce to meet our current and future economic development needs.

Indeed, Chicago's labor force is rich with assets and untapped potential. According to the 2003 American Community Survey, 22 percent (384,519) of Chicago adults over the age of 25 have either an Associate's or Bachelor's degree. Nineteen percent (323,533) have taken some college level courses and 25 percent (436,831) have a high school diploma.<sup>3</sup>

Yet, despite these assets, Chicago faces a growing labor gap. Some industries in the metropolitan Chicago area are already reporting an inability to fill certain positions because of a lack of qualified applicants.<sup>4</sup> Businesses in these industries will likely face further challenges in the near future. In 2000, there were approximately 565,000 baby boomers working in Chicago,<sup>5</sup> representing over 41 percent of the labor force.<sup>6</sup> They will begin reaching retirement age in 2010, and will be retiring in great numbers over the next 15 years. This reduction in workforce supply, combined with numerous human capital challenges described below, make this an especially critical time for Chicago's workforce development system.

**High school non-completion.** According to a study by the Consortium on Chicago School Research, only 54 percent of Chicago Public Schools students who were 13 years old in 1998 graduated by age 19 in 2004,<sup>7</sup> a statistic that is particularly troubling because more and more jobs require some postsecondary education and training.

**Immigration.** Nearly all of the net growth in the metropolitan Chicago labor force between 1990 and 2000 was due to immigration. Immigrants contributed 93.8 percent of the workers added to the regional economy in the decade (252,049 of 268,718). Almost half of the added jobs were filled by persons born in Mexico.<sup>8</sup> Many of these new immigrants arrive with a great desire to work, but may lack the English proficiency and basic literacy skills to contribute optimally to Chicago's workforce.

**Prisoner re-entry.** Nearly half of all paroled inmates in Illinois return to Chicago. In FY 2004, 18,320 individuals were released from Illinois Department of Corrections prisons into Chicago communities.<sup>9</sup> The majority of these parolees have limited formal work experience, and a significant number have low literacy levels.

**Inequality and discrimination.** African Americans are still at the lowest end of educational attainment and make up the largest portion of the working poor population.<sup>10</sup> And, the unemployment rate of people with disabilities is nearly 50 percent, representing 194,867 individuals.<sup>11</sup>

Without addressing these large and growing challenges, Chicago cannot remain a world class city. This report is designed to fuel a collective conversation among elected officials, city administrators, program providers, advocates, labor organizers, civic-minded business leaders, and other stakeholders about improving the capacity and integration of Chicago's workforce and economic development systems. To that end, we have documented public investment in Chicago's rich and complex workforce development system in FY 2004 and included an analysis of where programs are located, what populations are targeted for service, and what types of institutions are delivering services. The recommendations section highlights several of the city's innovative workforce initiatives that should be continued or expanded and identifies strategies for improvement.

In the 1990s business, government, parents, teachers, and civically-engaged residents successfully came together in Chicago to identify ways to improve the city's K-12 school system. For Chicago to maintain its economic strength and assist those residents who are being affected by structural economic transformation, we will need a similar participatory discussion about our production of a skilled workforce. We hope this report will serve as a starting point and that a broad set of stakeholders will join us for that discussion.



In 1916, Carl Sandburg wrote his now-famous poem, *Chicago*. The poem, which begins with a dedication to Chicago's laborers—"HOG Butcher for the World, / Tool Maker, Stacker of Wheat, / Player with Railroads and the Nation's Freight Handler; / Stormy, husky, brawling, / City of the Big Shoulders"—pays homage to the hard work and great pride characteristic of the city's workers.<sup>12</sup> The early 20th century was a time of economic change as Chicago was becoming an industrial center for manufacturing. Nearly a century later, we are again in a period of economic change as Chicago's job market increasingly becomes knowledge-based. Hard work and great pride are still characteristic of our workers, but these qualities alone are no longer sufficient to fuel the economy or translate into a job that pays family-supporting wages. To enable workers to succeed in the new economy, the "City of the Big Shoulders" must provide opportunities for everyone to build technical skills and engage in life-long learning.

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<sup>1</sup> For more information about Chicago's economy, visit the World Business Chicago website at [www.worldbusinesschicago.org](http://www.worldbusinesschicago.org).

<sup>2</sup> Jennifer C. Day & Erin C. Newburger, *The Big Payoff: Educational Attainment and Synthetic Estimates of Work-Life Earnings*, United States Census Bureau, July 2002. Anthony P. Carnevale & Donna M. Derocers, *Standards for What? The Economic Roots of K-16 Reform*, Educational Testing Service, 2003.

<sup>3</sup> United States Census, available at: [www.factfinder.census.gov](http://www.factfinder.census.gov).

<sup>4</sup> Research on occupational skill shortages in the manufacturing, health care, and transportation/warehousing/logistics industries can be found at [www.workforceboardsmetrochicago.org](http://www.workforceboardsmetrochicago.org). Chicago's shortage of skilled workers mirrors national trends. In a recent survey of human resource professionals conducted by Deloitte Research ([www.deloitte.com](http://www.deloitte.com)), 72 percent were concerned that the inadequate skills of incoming workers will negatively affect their company's bottom line.

<sup>5</sup> Baby boomers were defined as individuals in the labor force who were born between 1946 and 1964.

<sup>6</sup> United States Census, available at: [www.factfinder.census.gov](http://www.factfinder.census.gov).

<sup>7</sup> Elaine Allensworth, *Graduation and Dropout Trends in Chicago: A Look at Cohorts of Students from 1991 through 2004*, Consortium on Chicago School Research, University of Chicago, 2005.

<sup>8</sup> Rob Paral & Michael Norkewicz, *The Metro Chicago Immigration Fact Book*, Institute for Metropolitan Affairs, Roosevelt University, 2003.

<sup>9</sup> Data provided by the Illinois Department of Corrections.

<sup>10</sup> Dr. Paul Street, *Still Separate, Unequal: Race, Place, Policy and the State of Black Chicago*, Chicago Urban League, 2005.

<sup>11</sup> *disabilityworks: First Report of the Mayoral Task Force on Employment of People with Disabilities*, Mayoral Task Force on Employment of People with Disabilities, 2003.

<sup>12</sup> The full poem can be found on the inside page of the back cover.

# Research

## II. Research Scope and Methodology

Workforce development has been defined in many ways by policy makers, businesses, providers, and advocates. In order to interpret the findings in this report, it is important to understand the definition we used, how we collected our data, and what programs we excluded.

### Defining Workforce Development

For the purpose of this report, workforce development programs include those that provide adult basic education, English as a Second Language instruction, General Educational Development (GED) certificate preparation, job readiness workshops, career awareness and planning support, job placement assistance, vocational training, and employer services. We also included funding for workforce development system infrastructure improvements and planning.

### Data Collection and Verification

We collected FY 2004 budget data directly from all federal, state, and city agencies that operate workforce development programs within Chicago. Because each level of government defines its fiscal year differently, we asked each agency to provide data according to its own fiscal year 2004 definition. Although we made a concerted effort to obtain information for all publicly-funded workforce development programs, we acknowledge that there may be niche programs that were inadvertently omitted from this report.

It is important to note that some programs have multiple purposes. These programs were only included if the administrating agency indicated that workforce development is a primary goal of the program. Whenever possible, we identified specific allocations within these programs for workforce-related activities. When a valid estimate could not be calculated, total budgeted amounts for these programs were included. As a result, this report overstates the total amount of funds directly spent on workforce development.

Two agencies were not able to give us Chicago-specific budget data. In these cases, we worked with the administering agency to develop a reasonable method for estimating the funding amount for the city. These methods are footnoted, where appropriate.

### Exclusions

We did not include need-based financial aid for postsecondary education in our primary analysis because although it supports some occupational study, it primarily funds academic study. Additionally, it is allocated directly to students and is not currently utilized by city workforce development planners as part of a broad economic development strategy. However, we did include a discussion of the amount of need-based financial aid and work study accessed by students in Chicago in FY 2004. Per pupil funding for K-12 education and Full Time Equivalency funding for postsecondary education also fell beyond the scope of this report.

City planners and program administrators could benefit from regular access to budget data for workforce development programs. However, we found that, in some cases, public agencies either do not collect such data or have difficulty separating out workforce-related funding. We recommend that the Mayor and City Council institutionalize a process with federal, state, and city agencies that results in streamlined access to this data. Also, as is discussed later in this report, many public agencies do not collect refined participant data, making it impossible to analyze which populations are actually benefiting from programs. If public agencies decide that, for evaluation purposes, they want this type of demographic information, they should pay service providers for the significant cost of data collection and tracking.

In addition, both the Ticket to Work Program (for people with disabilities) and the Section III fund (benefiting Chicago Housing Authority (CHA) residents and other low-income individuals) were not included, because neither program is budgeted. Instead, funding allocations for both programs are determined by consumer and business activity, respectively.

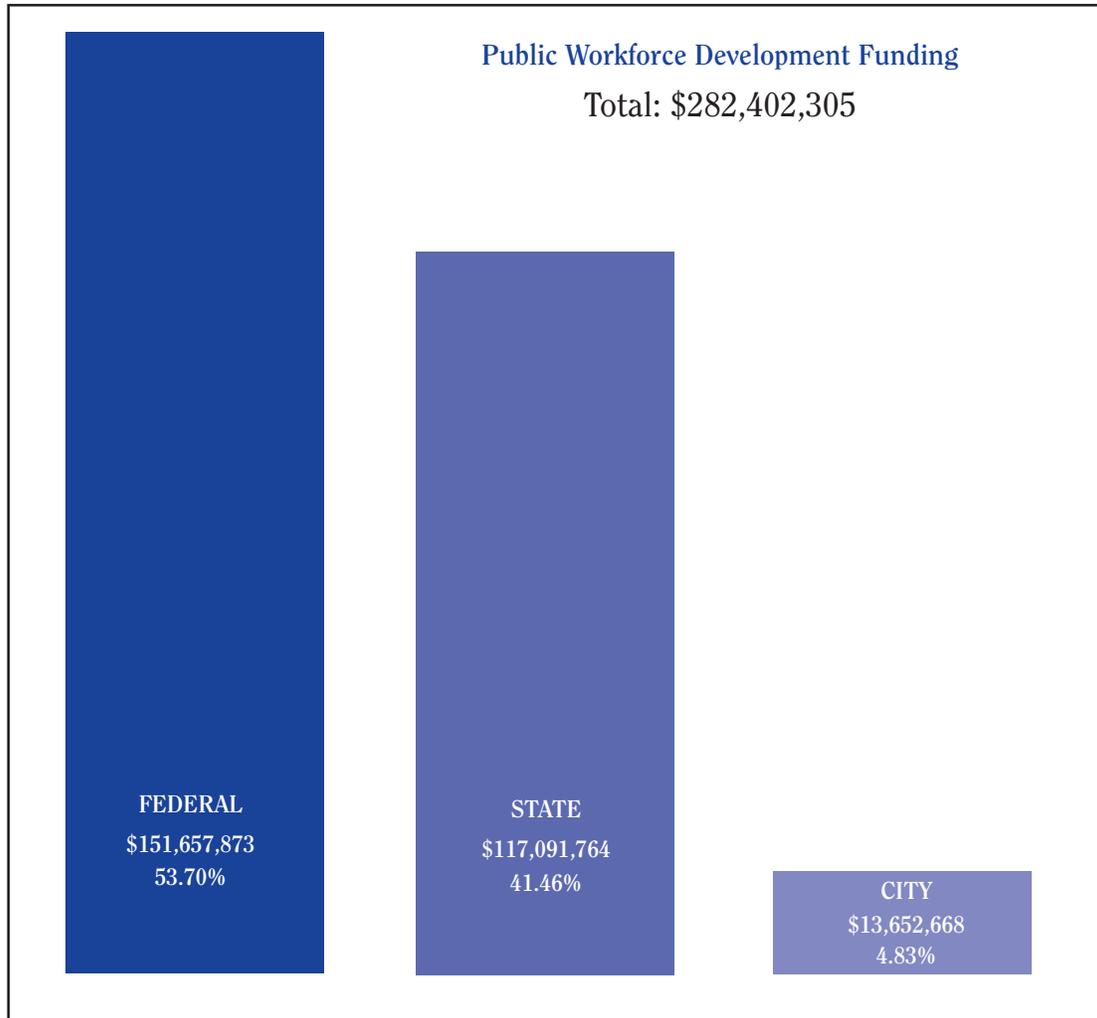
Finally, the Digital Divide program, administered by the Illinois Department of Commerce and Economic Opportunity, was not included because in FY 2004 funds were primarily allocated for the start-up of community technology programs. In FY 2005, the program added employment as an intended goal for users of these community technology programs and would therefore be included in any future research on this subject.

# Public Investment

## III. Public Investment in Chicago's Workforce Development System in FY 2004

### A. Total Funding in FY 2004

In FY 2004, federal, state, and city government invested a combined total of \$282,402,305 in workforce development programs to assist Chicago residents. The chart below illustrates the amount of funding that originated from federal, state, and city sources (please visit [www.cjc.net/ChicagoWorkforceReport.htm](http://www.cjc.net/ChicagoWorkforceReport.htm) for details).



### B. A Discussion of Funding Versus Need

It is difficult to determine whether the level of investment that Chicago's public workforce development system received in FY 2004 was adequate to meet the labor force's needs. In an attempt to answer this question, we used two proxies to estimate the number of Chicago residents in need of workforce development services—unemployment and poverty. We divided the total amount of public workforce funding by the number of unemployed adults in FY 2004. We found that, if evenly distributed, each unemployed adult could have accessed \$2,965 worth of services.<sup>13</sup> Using a similar method, we found that \$877 would have been available to serve each adult living in poverty.<sup>14</sup>

However, we know that individuals have different employment needs that require different types and levels of service intervention. For example, an unemployed welfare recipient with a high school diploma may receive basic job placement assistance, which costs \$1,500 on average.<sup>15</sup> An unskilled worker may seek a vocational training program in order to access an entry-level job in manufacturing, which costs approximately \$10,000.<sup>16</sup> And, an ex-offender with little work experience may require a program that includes more extensive services, such as a transitional jobs program, which costs between \$5,000 and \$16,000 depending on the program's intensity and length.<sup>17</sup> These examples show how difficult it is to generalize the amount of funding needed to serve different types of job seekers.

### **C. Discretionary and Competitive Funding in FY 2004**

The above funding total and analysis includes one-time, competitive funding that was awarded to a city department, workforce intermediary, or individual provider in FY 2004. Rather than being part of a program budget, these funds typically come from a discretionary source and are used to pilot new program models or for program planning and start-up. They are often one-time investments. While these funds should not necessarily be relied upon by policymakers and service organizations for future planning, workforce development stakeholders should continue to identify competitive opportunities to pilot new ideas and leverage other public funding. In FY 2004, the dollar amount that came to Chicago in this form was considerable, at nearly \$11.7 million. For a detailed list of these funds, visit [www.cjc.net/ChicagoWorkforceReport.htm](http://www.cjc.net/ChicagoWorkforceReport.htm).

## **How does FY 2004 compare to past investment?**

In 1997, the Chicago Workforce Board released a similar funding analysis, *Working through the Maze: an Inventory of Workforce Program and Funding in Chicago*, using 1995 budget data. Unfortunately, almost ten years later, few of the programs included in the 1997 report still exist, making it nearly impossible to do a comprehensive comparison across time.<sup>18</sup> A look at individual programs reveals a mixed story. Chicago's share of some funds, such as the Perkins Formula Grants and the Senior Community Service Employment Program, increased while its share of other funds, such as Employment Services and the Workplace Literacy Program, decreased.

## **How does Chicago's investment compare to the investment made by other major cities?**

In FY 2004, Chicago allocated \$13,652,668 for workforce development programs such as the Chicago Manufacturing Campus, Greencorps, Kid Start, and TIF Works. New York City, a city with more than three times the number of residents as Chicago, spent \$17 million of their city funds on workforce development activities, \$7 million of which supported their summer youth employment program.<sup>19</sup> Philadelphia, which has a population half Chicago's size, allocated approximately \$8.8 million for a broad set of activities ranging from skills training in healthcare, culinary arts, and landscaping to employment programs for individuals who are homeless.<sup>20</sup> San Diego allocates a mere \$20,000<sup>21</sup> and Houston does not spend any city dollars for workforce development.<sup>22</sup> Philadelphia spent the most relative to its population size, and Chicago made the next largest investment.

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<sup>13</sup> Illinois Department of Economic Security, available at: [www.ides.state.il.us](http://www.ides.state.il.us), special calculation conducted by CJC.

<sup>14</sup> United States Census, available at: [www.factfinder.census.gov](http://www.factfinder.census.gov), special calculation conducted by the CJC.

<sup>15</sup> Personal correspondence with providers, CJC Welfare to Work Group, 2005.

<sup>16</sup> Amy K. Glasmeier, Candace Nelson, & Jeffery W. Thompson, *Jane Addams Resource Corporation: A Case Study of a Sectoral Employment Development Approach*, The Aspen Institute, Sectoral Employment Development Learning Project, December 2000.

<sup>17</sup> Gretchen Kirby, Heather Hill, LaDonna Pavetti, Jon Jacobson, Michelle Derr, & Pamela Winston, *Transitional Jobs: Stepping Stones to Unsubsidized Employment*, Mathematica Policy Research, Inc., April 2002.

<sup>18</sup> Two primary reasons for this are the passage of the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 which overhauled the welfare system and the Workforce Investment Act of 1998 which eliminated all programs associated with the Job Training Partnership Act (JTPA). Some of the other programs that are no longer in existence include the City-funded Housing/Jobs Program, the State-funded Employer Training Assistance Program, and the Federally-funded Project SKIL.

<sup>19</sup> Information provided by New York City Workforce Investment Board, July 2005.

<sup>20</sup> Information provided by Boston Private Industry Council, August 2005.

<sup>21</sup> Information provided by San Diego Workforce Partnership Inc., August 2005.

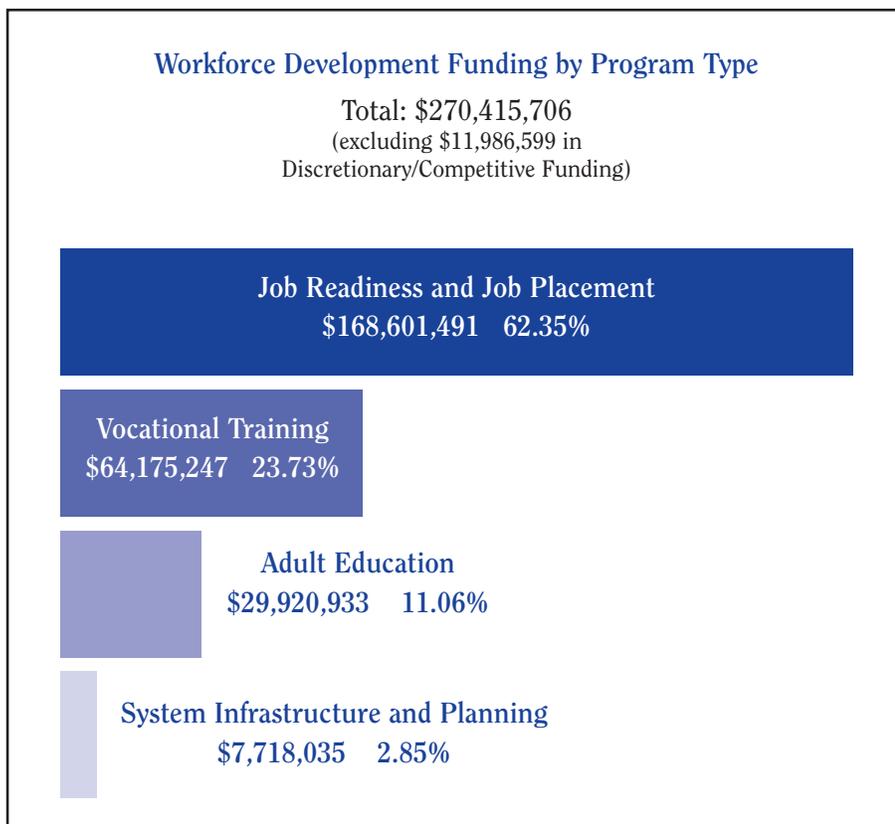
<sup>22</sup> Information provided by Gulf Coast Workforce Board (The Worksorce), August 2005.

# Service Types

## IV. Types and Scope of Workforce Development Services

We categorized each program into one of four categories—Adult Education, Job Readiness and Job Placement, Vocational Training, and System Infrastructure and Planning. However, it is important to note, we excluded discretionary and competitive funding because it is not a dependable source of funds for these activities over time. The chart below illustrates the distribution of funding across these four areas.

Adult Education:	\$ 29,920,933
Job Readiness and Job Placement:	\$168,601,491
Vocational Training:	\$ 64,175,247
System Infrastructure and Planning:	\$ 7,718,035
<b>TOTAL:</b>	<b>\$270,415,706</b>



### Key Notes for Understanding the Tables and Maps Included in Section IV

1) Programs that offer multiple types of services appear in more than one table in subsections A-D. We included the program's budget in the service category that best describes it, and cross-listed the program in the secondary service category. The determination of primary and secondary categories was made through consultation with each program's administering agency. For the Workforce Investment Act programs, we received refined budget data that allowed us to accurately divide funding between Job Readiness and Job Placement and Vocational Training services.

2) For Adult Education, Job Readiness and Job Placement, and Vocational Training we mapped the amount of funds received by organizations in FY 2004 by ward. It is important to note that in some cases organizations use funds to support programs at satellite offices that are not included in these maps. Also, individuals undoubtedly travel throughout Chicago to obtain services. Therefore, it is difficult to draw any definite conclusions about who is getting served in each neighborhood. Instead, the maps should be used as indicators of geographic availability of programs.

## A. Adult Education

A program is included in the Adult Education category if its primary function is to improve basic literacy skills, provide General Educational Development (GED) certificate preparation, and/or teach English as a Second Language. Given the large number of individuals who have limited literacy skills and the number of immigrants who could benefit from English instruction, this investment of less than \$30 million is likely insufficient to meet their needs.<sup>23</sup> Additionally, the distribution map shows that only 21 of 50 wards have programs located directly in their area. One strategy for maximizing investment in adult education is to teach foundational literacy skills in an occupational or industry context (see recommendation #16 in “Chicago Needs”).

**Table 1: Adult Education Funding**

*Please see the Appendix for descriptions of each program.*

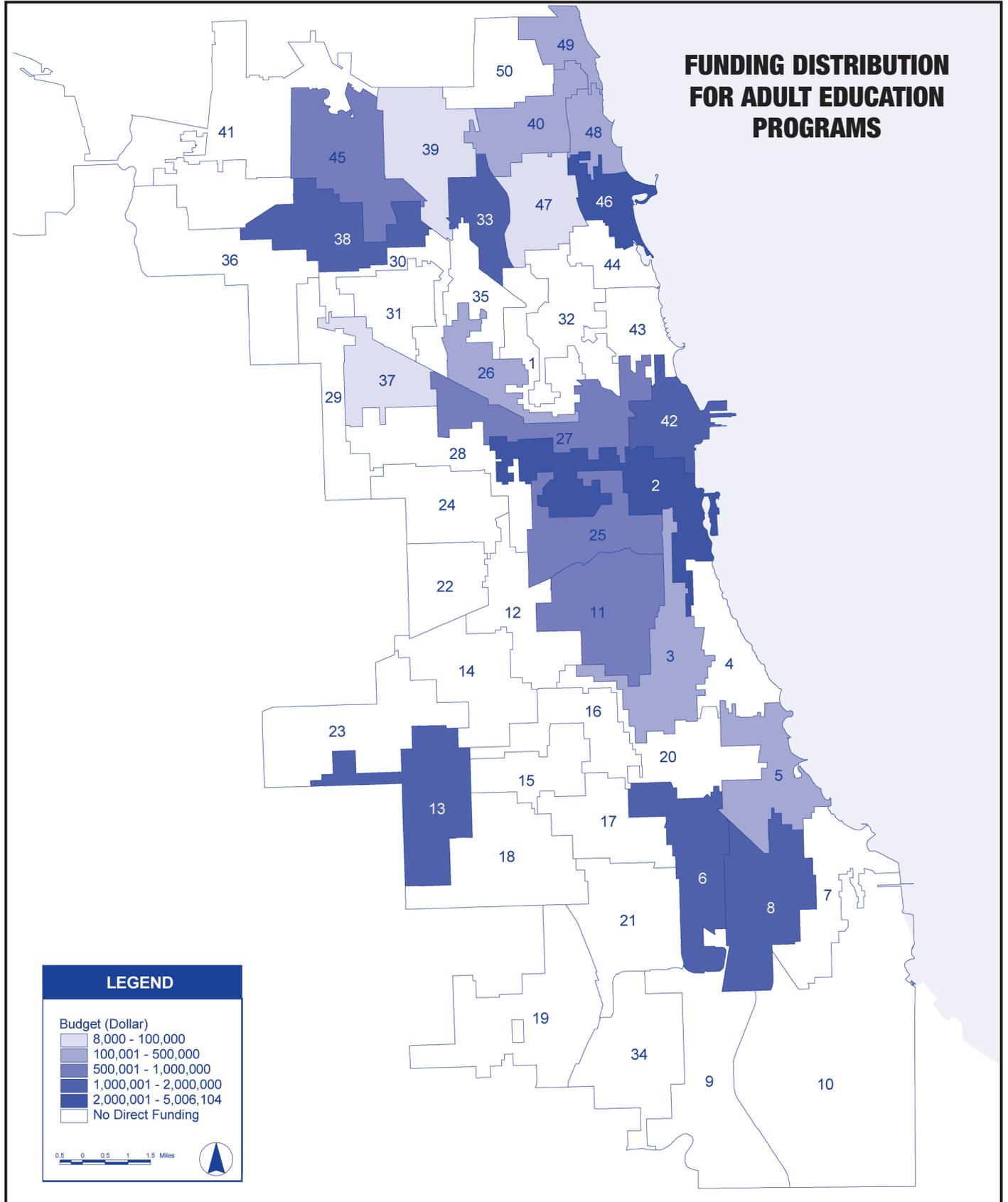
ADMINISTERING AGENCY	PROGRAM NAME	BUDGET
Chicago Department of Children and Youth Services	GED Programs	\$133,125
Illinois Community College Board	Adult Basic Education/GED Programs	\$21,487,440
Illinois Department of Corrections	Adult Transition Centers	See Job Placement section
Illinois Department of Corrections (School District 428) <sup>24</sup>	Adult Basic Education/GED Programs	\$7,377,842
Illinois Department of Human Services	Refugee Social Services	\$816,526
Illinois Secretary of State's Office/Illinois State Library	Workplace Skills Enhancement Program	\$106,000
<b>TOTAL</b>		<b>\$29,920,933</b>

<sup>23</sup> The 1992 National Adult Literacy Survey (NALS) revealed that nearly 50 percent of Illinois workers do not have the reading proficiency to be successful in today's workforce. Furthermore, 50,000 students per year enroll in adult education programs in Chicago and even more could be served with additional funding.

<sup>24</sup> With the exception of the Adult Transition Centers, the programs operated by the Illinois Department of Corrections (IDOC) are located outside the City of Chicago. Based on the 49 percent of inmates in Illinois who parole to Chicago upon release, we used statewide budget data for workforce development programs within the corrections system, and calculated 49 percent of the budget for inclusion in this report. Because we could not determine the geographic distribution of this funding within Chicago, IDOC programs (with the exception of Adult Transition Centers) are not included in the maps on the following pages.

### Map 1: Adult Education

In order to obtain a list of programs in each ward and the funds they received in FY 2004 please visit [www.cjc.net/ChicagoWorkforceReport.htm](http://www.cjc.net/ChicagoWorkforceReport.htm). For a ward map that includes street names and a list of all 50 alderwo/men, please visit [www.cityofchicago.org/CityCouncil](http://www.cityofchicago.org/CityCouncil).



## B. Job Readiness and Job Placement

A program is included in the Job Readiness and Job Placement category if its primary function is to place participants in jobs, provide career awareness and exploration opportunities, offer resume, cover letter and interview preparation, or address issues related to general work readiness of its participants. In fact, the majority (just over 62 percent) of the total public workforce development funding that came to Chicago in FY 2004 supported job readiness and job placement programs. This finding is reflective of a federal policy shift that took place in the late 1990s that prioritized funding job placement services over vocational training. The ward map reveals a relatively even distribution of funds for this type of programming throughout the city.

**Table 2: Job Readiness and Job Placement Funding**

*Please see the Appendix for descriptions of each program.*

ADMINISTERING AGENCY	PROGRAM NAME	BUDGET
Chicago Department of Children and Youth Services	GED Programs	See Adult Education section
Chicago Department of Human Services	Service Connector Program	\$16,736,331
Chicago Department of Human Services	Social Services Program	\$2,241,246
Chicago Housing Authority	Altgeld—ROSS Program	\$300,000
Chicago Housing Authority	Family Self Sufficiency Program	\$480,000
Chicago Mayor's Office of Workforce Development	CDBG—Family Violence Prevention Program	\$249,500
Chicago Mayor's Office of Workforce Development	CDBG—Innovative Programs for Underserved Populations	\$2,293,500
Chicago Mayor's Office of Workforce Development	Workforce Investment Act Title IN—National Emergency Grant	\$535,055
Chicago Mayor's Office of Workforce Development	Workforce Investment Act Title IS—Rapid Response State Reserve	\$2,657,761
Chicago Mayor's Office of Workforce Development	Workforce Investment Act Title IA—Adult	\$12,349,430
Chicago Mayor's Office of Workforce Development	Workforce Investment Act Title ID—Dislocated Worker	\$7,872,272
Chicago Mayor's Office of Workforce Development	Workforce Investment Act Title IY—Youth	\$14,534,055
Chicago Public Schools	After School Matters	\$3,301,000
Chicago Public Schools	Secondary Transitional Experience Program	\$729,050
Chicago Public Schools <sup>25</sup>	Summer Kid Start Program	\$4,000,000
City Colleges of Chicago	Workforce Development Grant (Education to Careers)	\$71,440
Illinois Department of Children and Family Services	Added Chance/Alternative Schools Network	\$180,000
Illinois Department of Children and Family Services	Youth in Employment	\$11,898
Illinois Department of Corrections	Adult Transition Centers	\$15,700,000
Illinois Department of Corrections	Community-based Substance Abuse Treatment Program	\$227,714
Illinois Department of Corrections	Community-based Transitional Services (Female Offenders Program)	\$100,782
Illinois Department of Corrections	Day Reporting	\$1,408,211
Illinois Department of Corrections	Illinois Correctional Industries	See Vocational Training section
Illinois Department of Corrections	Parole	\$2,027,664

<sup>25</sup> The Kid Start program is now administered by the Chicago Department of Children and Youth Services.

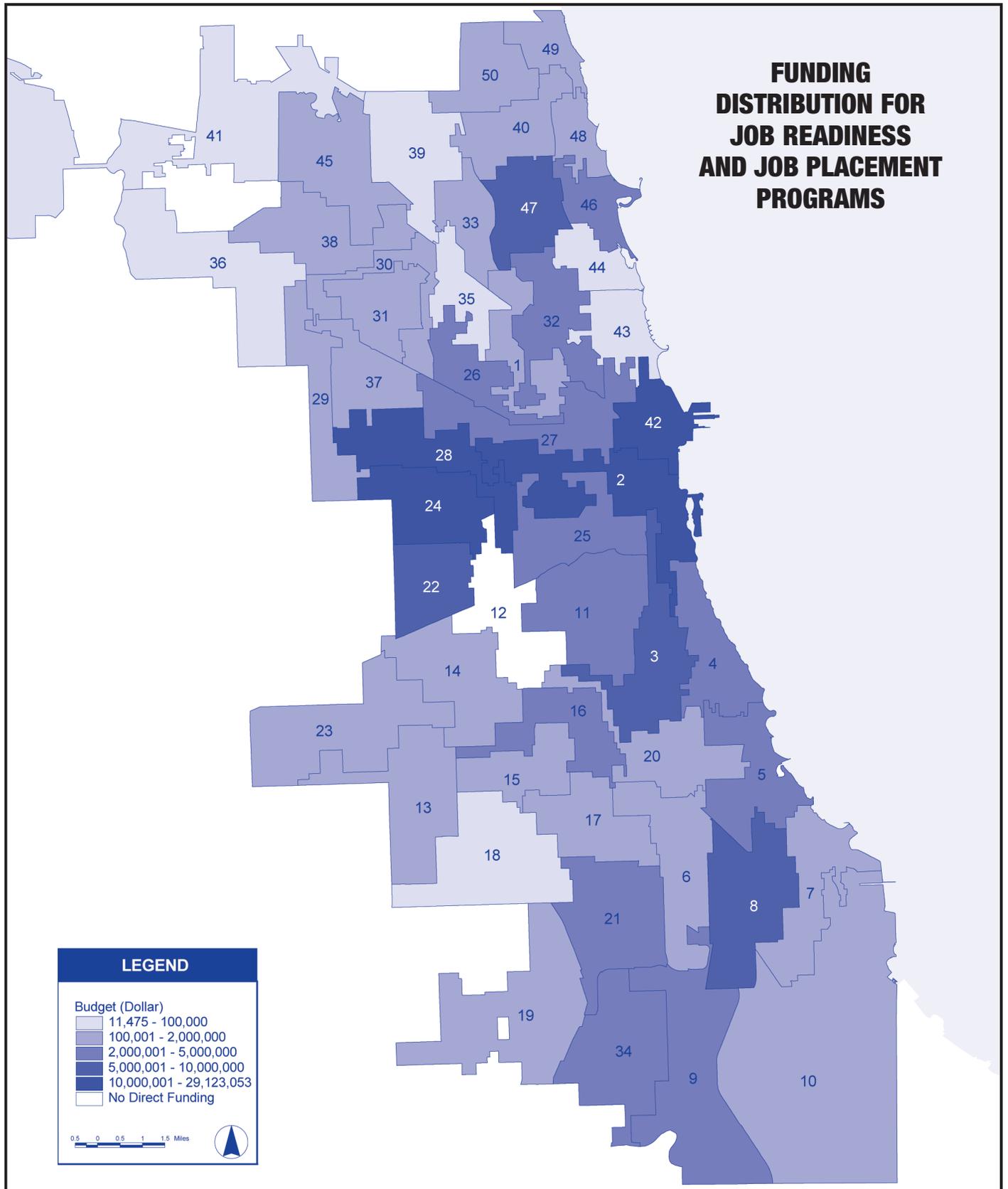
ADMINISTERING AGENCY	PROGRAM NAME	BUDGET
Illinois Department of Corrections	Young Offender Reentry Program	\$240,426
Illinois Department of Employment Security <sup>26</sup>	Employment Services/Wagner Peyser (Workforce Investment Act Title III)	\$12,123,477
Illinois Department of Employment Security	Illinois Hire the Future	\$1,110,855
Illinois Department of Employment Security	Reemployment Services	\$549,029
Illinois Department of Employment Security	Trade Adjustment Assistance	See Vocational Training section
Illinois Department of Human Services	Veterans' Employment and Training Services	\$1,958,080
Illinois Department of Human Services	Comprehensive Earnfare	\$4,088,489
Illinois Department of Human Services	Earnfare	\$1,688,070
Illinois Department of Human Services	Food Stamp Employment and Training with Retention	\$650,110
Illinois Department of Human Services	Non-Custodial Parent Earnfare	\$21,618
Illinois Department of Human Services	Refugee Discretionary Grants	\$274,858
Illinois Department of Human Services	Refugee Social Services	See Adult Education section
Illinois Department of Human Services	Refugee Targeted Assistance	\$2,002,484
Illinois Department of Human Services	TANF Job Placement with Retention	\$558,981
Illinois Department of Human Services	Work First Program	\$3,644,980
Illinois Department of Human Services <sup>27</sup>	Case Worker Salaries	\$34,769,472
Illinois Department of Human Services /Division of Rehabilitation Services	Vocational Rehabilitation (Workforce Investment Act Title IV)	\$3,256,754
Illinois Department of Labor	Illinois Support, Training, and Employment Program	\$122,340
Illinois Department of Transportation	Employment Opportunity Training	\$1,921,540
Illinois Department on Aging	Senior Community Service Employment Program	\$934,447
U.S. Department of Labor	Job Corps	\$8,836,022
U.S. Department of Labor	Senior Community Service Employment Program	\$1,842,550
<b>TOTAL</b>		<b>\$168,601,491</b>

<sup>26</sup> Because the Illinois Department of Employment Security (IDES) maintains its budget data on a statewide level, we estimated the budget for each program within Chicago, with the exception of Trade Adjustment Assistance, using Full Time Equivalents (FTEs). For each program, we calculated the percentage of the statewide FTEs that were allocated to local IDES offices within Chicago. We then used that percentage to calculate the budget for the program based on the total statewide budget. To represent IDES funding geographically in the following maps, we divided the estimated amount for each program evenly among the 10 local IDES offices in Chicago.

<sup>27</sup> We estimated the amount spent on Case Worker salaries by multiplying the average salary for a Case Worker in 2004 (\$46,236) by the total number of Case Workers employed at IDHS local offices within Chicago (732). While Case Workers have multiple duties, their salaries were included because of their emphasis on helping public assistance recipients find work.

## Map 2: Job Readiness and Job Placement

In order to obtain a list of programs in each ward and the funds they received please visit [www.cjc.net/ChicagoWorkforceReport.htm](http://www.cjc.net/ChicagoWorkforceReport.htm). For a ward map that includes street names and a list of all 50 alderwo/men, please visit [www.cityofchicago.org/CityCouncil](http://www.cityofchicago.org/CityCouncil).



## C. Vocational Training

A program is included in the Vocational Training category if its primary function is to provide participants with hands-on work experience, occupation-specific skills, or other technical skills training. As is discussed throughout this report, good jobs in today's labor market often require the technical skills and credentials that vocational programs provide. While the city has been a leader in finding additional funds to support training (see recommendation #2 in "Chicago Leads"), less than 25 percent of the total funding in FY 2004 was dedicated to vocational training. A recent evaluation of the city's one-stop delivery system released by the Chicago Workforce Board also showed that the city is not getting its fair share of state-funded job training grants such as the Employer Training Investment Program.<sup>28</sup> Even more troubling is the lack of available training for people who have limited education. The majority of occupational training programs offered at community colleges and the majority of programs certified by the state as eligible for WIA funds require at least 9th grade reading and mathematics proficiency.<sup>29</sup> Again, the ward map reveals a relatively even distribution of funds for this type of service throughout the city.

**Table 3: Vocational Training Funding**

Please see the Appendix for descriptions of each program.

ADMINISTERING AGENCY	PROGRAM NAME	BUDGET
Chicago Department of the Environment	Greencorps	\$1,000,000
Chicago Housing Authority	YouthBuild (Employment Related Grants)	\$220,000
Chicago Housing Authority	YouthBuild Amer-I-Can (Employment Related Grants)	\$195,000
Chicago Mayor's Office of Workforce Development	CDBG—Training and Placement	\$687,232
Chicago Mayor's Office of Workforce Development	Workforce Investment Act Title IA—Adult	\$2,215,699
Chicago Mayor's Office of Workforce Development	Workforce Investment Act Title ID— Dislocated Worker	\$2,724,173
Chicago Mayor's Office of Workforce Development	Workforce Investment Act Title IY—Youth	\$5,000
Chicago Mayor's Office of Workforce Development	TIF Works	\$2,056,349
Chicago Mayor's Office of Workforce Development	TIF Business and Employer Services	\$490,000
Chicago Mayor's Office of Workforce Development	Workforce Investment Act Title IN— National Emergency Grant	\$124,945
Chicago Mayor's Office of Workforce Development	Workforce Investment Act Title IS— Rapid Response State Reserve	\$302,999
Chicago Public Schools	Carl D. Perkins Vocational and Technical Education Act Program (Career and Technical Education)	\$15,023,642
City Colleges of Chicago	Carl D. Perkins Vocational and Technical Education Act Program	See Planning Section
City Colleges of Chicago	Technical Preparation and Support	See Planning Section
Illinois Department of Children and Family Services	Education and Training Vouchers <sup>30</sup>	\$88,552
Illinois Department of Commerce and Economic Opportunity	Employer Training Investment Program	\$4,621,134
Illinois Department of Commerce and Economic Opportunity	Job Training and Economic Development Program	\$1,159,000
Illinois Department of Corrections	Illinois Correctional Industries	\$21,778,500
Illinois Department of Corrections (School District 428)	Adult Vocational Education	\$6,669,387
Illinois Department of Corrections (School District 428)	Juvenile Vocational Education	\$801,850
Illinois Department of Employment Security <sup>31</sup>	Trade Adjustment Assistance	\$2,133,785
Illinois Department of Human Services	Refugee Discretionary Grants	See Job Placement section
Illinois Department of Labor	Illinois Support, Training, and Employment Program	See Job Placement section
Illinois Student Assistance Commission	Monetary Award Program	See Financial Aid section
Illinois Student Assistance Commission	Silas Purnell Illinois Incentive for Access Grant	See Financial Aid section
U.S. Department of Housing and Urban Development	First Aid Care Team/Jane Addams Hull House	\$1,600,000
U.S. Department of Housing and Urban Development	YouthBuild/Genesis Housing Corporation	\$278,000
U.S. Department of Labor	Job Corps	See Job Placement section
<b>TOTAL</b>		<b>\$64,175,247</b>

<sup>28</sup> Workforce Enterprise Services, Inc., *Evaluating the Chicago Workforce Development System*, Chicago Workforce Board, 2005.

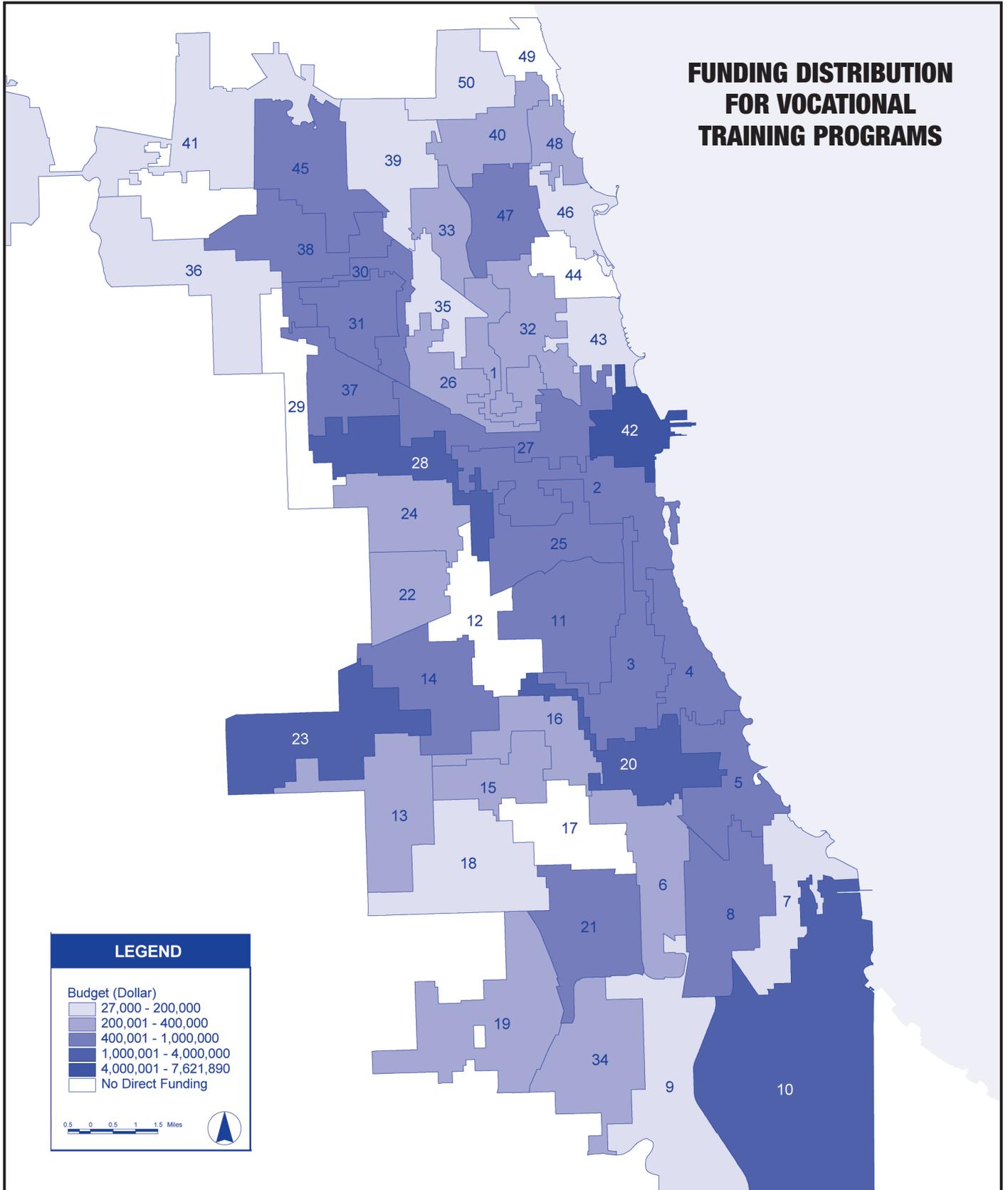
<sup>29</sup> Analysis of eligibility requirements for occupational training programs at City Colleges of Chicago as well as Illinois's WIA training certification list was conducted by CJC.

<sup>30</sup> This program was introduced in FY 2004. The Illinois Department of Children and Family Services anticipates that the budget will be significantly larger in subsequent years.

<sup>31</sup> Because the Illinois Department of Employment Security (IDES) maintains its budget data on a statewide level, we estimated the budget for this program within Chicago. To do so, we used the total amount of training grant activity for the state, multiplied by the percentage of that amount that originated from activities at local IDES offices within Chicago. This program is now administered by the Illinois Department of Commerce and Economic Opportunity.

### Map 3: Vocational Training

In order to obtain a list of programs in each ward and the funds they received please visit [www.cjc.net/ChicagoWorkforceReport.htm](http://www.cjc.net/ChicagoWorkforceReport.htm). For a ward map that includes street names and a list of all 50 alderwo/men, please visit [www.cityofchicago.org/CityCouncil](http://www.cityofchicago.org/CityCouncil).



## D. System Infrastructure and Planning

A program is included in the System Infrastructure and Planning category if its primary function is to improve the systems and agencies through which program participants seek workforce development services. Because of the dynamic nature of the labor and job markets, ongoing planning is critical to the workforce development system. Between 2000 and 2002, this category of funding was much larger, as Chicago invested a significant amount of federal funding in the infrastructure development of Mayor Daley’s WorkNet Chicago system, including the purchase of new computers for contractors, training on performance management, and management information systems.

**Table 4: System Infrastructure and Planning Funding**

*Please see the Appendix for descriptions of each program.*

ADMINISTERING AGENCY	PROGRAM NAME	BUDGET
Chicago Department of Children and Youth Services	Staff Training Programs	\$178,711
Chicago Mayor’s Office of Workforce Development	Workforce Investment Act Title I—Technical Assistance	\$64,000
Chicago Workforce Board	Board Staff and Related Costs	\$820,000
Chicago Workforce Board	Customized Employment Grant	\$750,000
City Colleges of Chicago	Program Improvement Grant	\$163,849
City Colleges of Chicago	Carl D. Perkins Vocational Act Program	\$3,920,660
City Colleges of Chicago	Technical Preparation and Support	\$563,351
City Colleges of Chicago	Performance Enhancement Grant	\$140,000
City Colleges of Chicago	Workforce Development Grant (Business and Industry Services)	272,885
Illinois Department of Corrections	Placement Resource Unit	\$156,310
Illinois Department of Employment Security	Illinois Career Network and Horizons Career Information Center	\$688,269
	<b>TOTAL</b>	<b>\$7,718,035</b>



## E. Financial Aid

The total amount of financial aid and work study funding accessed by low-income college students in Chicago in FY 2004, as detailed in the table below, was \$329,782,213. Financial aid is a large source of funding for occupational study, particularly for low-income students in certificate-bearing programs. However, we decided to omit it from the funding total for two reasons. First, a majority of Pell grants (the largest single source of financial aid) are awarded to students who are pursuing academic study at four year institutions.<sup>32</sup> Second, because the funding goes directly to students, elected officials and city administrators have limited ability to plan for its use. Nonetheless, it is important that community college leaders discuss how financial aid and work study resources can contribute to a regional workforce development strategy. For example, some areas in the country are using work study grants creatively to fund internships that are linked with a specific area of career exploration.<sup>33</sup>

**Table 5: Financial Aid Funding**

*Please see the Appendix for descriptions of each program.*

ADMINISTERING AGENCY	PROGRAM NAME	BUDGET
Chicago Public Schools	College Excel <sup>34</sup>	\$1,194,487
Illinois Board of Higher Education	Illinois Cooperative Work Study Program	\$518,500
Illinois Department of Children and Family Services	Community College Payment Program	\$91,226
Illinois Student Assistance Commission	Monetary Award Program	\$132,384,607
Illinois Student Assistance Commission	Silas Purnell Illinois Incentive for Access Grant	\$2,428,000
U.S. Department of Education	Federal Supplemental Educational Opportunity Grant	\$21,162,584
U.S. Department of Education	Federal Work Study	\$23,608,160
U.S. Department of Education	Pell Grant Program	\$148,394,649
	<b>TOTAL</b>	<b>\$329,782,213</b>

## F. Employer Services

There are numerous programs we identified that, in addition to serving job seekers, place significant emphasis on providing services to their employer customers. These include workplace adult education, vocational training, and various planning initiatives such as the Workplace Skills Enhancement Program, WIA Title I programs, the Job Training and Economic Development Program, the Employer Training Investment Program, Employment Services/Wagner Peyser, TIF Works, and the Workforce Development Grant (Business and Industry Services). The funding for these programs is already included in subsections A-C. The combined funding for programs emphasizing employer services was over \$26 million in FY 2004.

<sup>32</sup> Robin Spence & Brendan Kiel, *Skilling the American Workforce "On the Cheap": Ongoing Shortfalls in Federal Funding for Workforce Development*, The Workforce Alliance, September 2003.

<sup>33</sup> David Gruber, *Using Resources Effectively: An Overview of Funding Resources for Workforce Development Initiatives*, Workforce Strategies Center, November 2004.

<sup>34</sup> Although the majority of this funding goes to financial aid, a small portion was dedicated to support a Program Manager position, which was eliminated in FY 2005.

# Target Population

## V. The Individuals Targeted for Service

Unfortunately, it is difficult to know for certain what populations benefit from public investment, because too few agencies collect demographic data on who they serve. However, we were able to draw some conclusions by analyzing each program’s targeted population.

State prison inmates have the most public workforce development funding targeted specifically to serve them (see sidebar for an interpretation of this), followed by youth, Temporary Assistance for Needy Families (TANF) and/or Food Stamp recipients, and current and former CHA residents. Noticeably missing from the target list are immigrants. Also, several populations, including refugees, seniors, people who are homeless, and veterans each received less than four million dollars (approximately 1.5 percent of the total) in targeted funding. WIA programs targeting adults are meant to provide universal access and are therefore included in the “other” category. Please see the Appendix to learn which additional programs are included in the “other” category.

**Table 6: Workforce Development Funding by Target Population**

TARGET POPULATION	AMOUNT
Inmates (in Illinois Department of Corrections facilities; not in Cook County Jail)	\$52,327,579
Youth (in- and out-of-school)	\$48,481,350
TANF and/or Food Stamp Recipients	\$45,421,720
Chicago Housing Authority Residents (current and former)	\$19,531,331
Dislocated workers	\$16,473,330
Employers	\$7,440,368
Ex-offenders	\$4,161,107
Persons with disabilities	\$4,006,754
Refugees	\$3,093,868
Seniors	\$2,776,997
People who are homeless	\$2,241,246
Veterans	\$1,958,080
Non-participant serving	\$5,675,860
Other	\$56,826,116
	<b>\$270,415,706</b>

### Public Workforce Development Investment in Prison Inmates

There are several important points to consider regarding the level of funding for Illinois Department of Corrections (IDOC) inmates. First, inmates received the largest amount of targeted funding because we included three Adult Transition Centers’ entire budgets (\$15,700,000). These budgets were included because IDOC considers labor market attachment for inmates housed in these centers to be the centers’ primary mission. Second, while our targeted population analysis revealed that IDOC inmates receive more than 12 times the investment in workforce development programs than do ex-offenders returning to Chicago communities, the level of investment in correctional education and workforce programming within Illinois facilities has actually decreased considerably in the last decade.<sup>35</sup> There are long waiting lists for adult education programs and only a small percentage of inmates’ access workforce services at all. Workforce services—provided to inmates while incarcerated and upon release – will help to reduce recidivism and costs to taxpayers. Third, it is important to note that despite the approximately 10,000 persons who are detained at Cook County jail on a daily basis,<sup>36</sup> Cook County invests nothing in employment programs at the jail. Programs that are offered at this facility are funded through other public funding streams.<sup>37</sup>

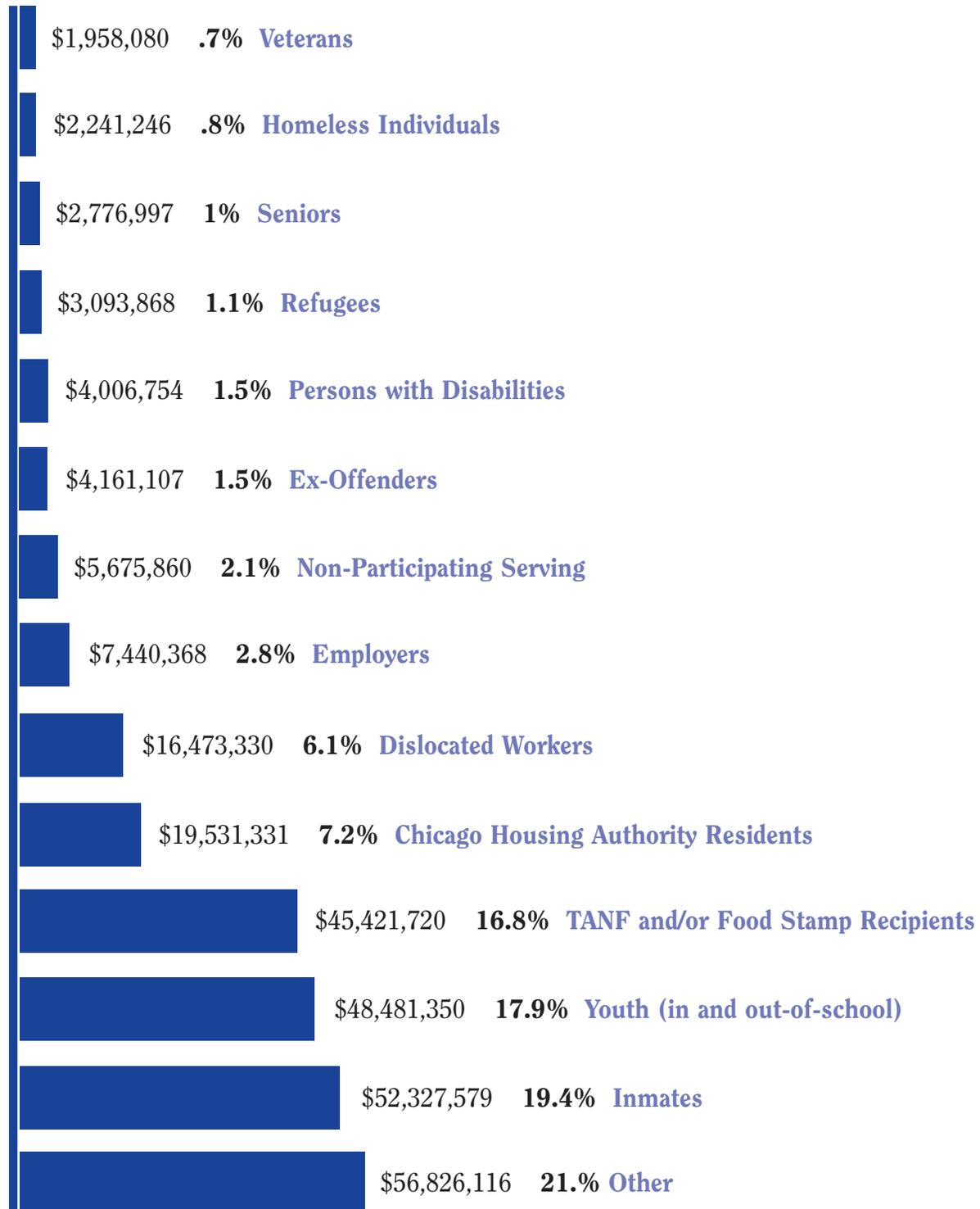
<sup>35</sup> Audrey Bazos & Jessica Hausman, *Correctional Education as a Crime Control Program*, UCLA School of Public Policy and Social Research, March 2004.

<sup>36</sup> Cook County Department of Corrections, available at: [www.cookcountysheriff.org](http://www.cookcountysheriff.org).

<sup>37</sup> Personal communication with John Walsh, Research Analyst, Cook County Sheriff’s Office, January 2005.

## Workforce Development Funding by Target Population

Total: \$270,415,706  
(excluding \$11,986,599 in Discretionary/Competitive Funding)



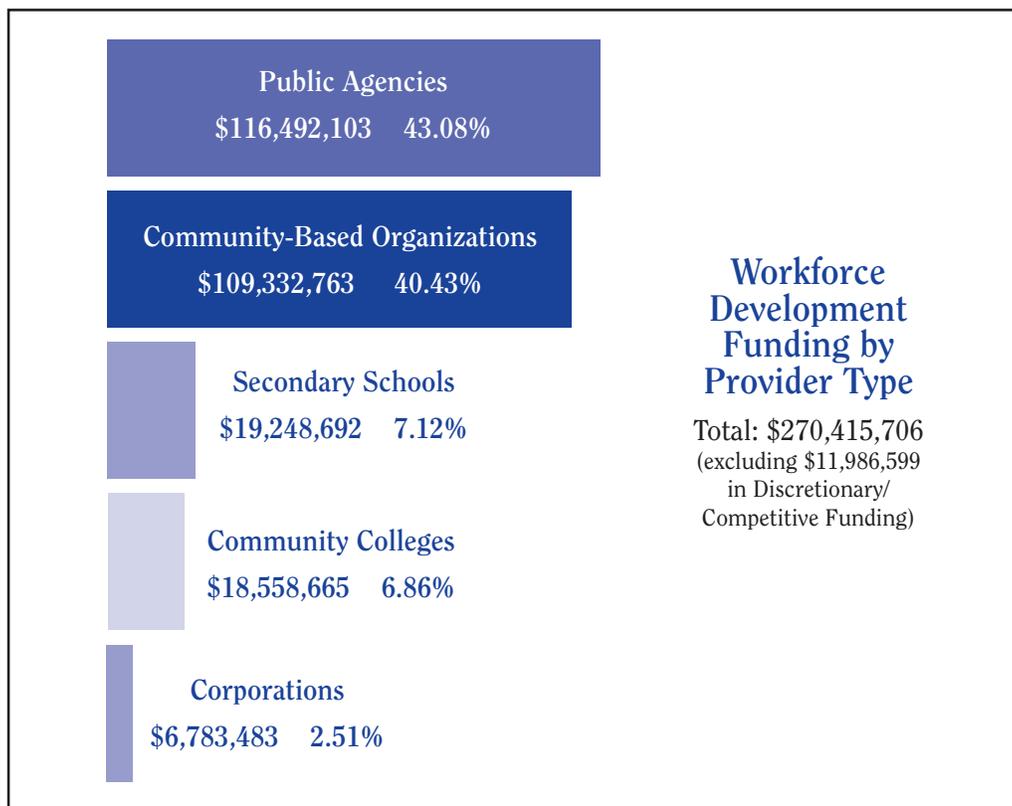
# Service Providers

## VI. The Service Providers in the Public System

Public agencies were the largest service provider in the public workforce development system in FY 2004, providing approximately \$116 million in services. Included in this provider category are Illinois Department of Employment Security's employees who deliver the Employment Services program and Illinois Department of Human Service's caseworkers who provide job placement assistance to TANF and Food Stamp recipients. The next largest provider type was community-based organizations who, collectively, provided almost \$110 million in workforce development services in FY 2004. These community-based agencies provide many different services such as WIA programs, TANF and Food Stamp Employment and Training, and several of the vocational training programs cited in section IV of this report. Secondary schools and community colleges provided nearly \$20 million in services each. Finally, some corporations used public funds to deliver training to their employees. They received nearly \$7 million in funding.

**Table 7: Workforce Development Funding by Provider Type**

TYPE OF PROVIDER	AMOUNT
Public Agencies	\$116,492,103
Community-Based Organizations	\$109,332,763
Secondary Schools	\$19,248,692
Community Colleges	\$18,558,665
Corporations	\$6,783,483
<b>TOTAL</b>	<b>\$270,415,706</b>



## The Challenges with Evaluating Program Cost Effectiveness

For approximately 70 percent of the programs included in this report, we were able to collect data on the number of participants who were served in FY 2004. However, it is difficult to ascertain whether a program is cost effective by dividing the total program cost by the total number of participants served. Doing so would result in an estimate of program cost per individual, but comparing these costs across programs would be misleading, since such figures would not take into account the special needs of the population being served or the intensity of the services being delivered. Furthermore, some programs might be more expensive up front but have a bigger impact on the long-term earnings gains of their participants. There was insufficient information on each program participant to be able to conduct a proper return-on-investment analysis.

# Recommendations

## VII. Recommendations for Improving Chicago's Workforce Development System

The following recommendations were developed through analysis of the funding research and from discussions with our report advisors and CJC organizational members.



### CHICAGO LEADS:

#### Current Workforce Development Strategies that Should Be Continued and Expanded

Chicago has undertaken numerous innovative workforce development strategies and initiatives that demonstrate real commitment to serving disadvantaged populations as well as businesses. Several of these strategies are highlighted below with suggestions for how to continue, expand, or improve them.

#### 1) Ensure workforce development goals and strategies are incorporated in all city economic development plans

When the Department of Planning and Development and/or the Department of Housing engages a company to stay, expand, or locate in Chicago, it is good practice to work collaboratively with the Mayor's Office Workforce Development (MOWD) to assess and fill the company's workforce needs. An effective example of this practice is the recent effort to train and place individuals in jobs created through the new Chicago Manufacturing Campus/Ford Supplier Park. In this case, MOWD contracted with multiple providers, including the City Colleges of Chicago and several community-based organizations, to screen and prepare people for jobs at the Park. To date, 1,208 people have been placed. Another example of an effort to coordinate economic and workforce development is the Chicago Manufacturing Renaissance Council, which brings together the Illinois Manufacturing Association, AFL-CIO, Illinois Department of Commerce and Economic Opportunity, Chicago Workforce Board, and several city departments to identify ways to prepare individuals for careers in manufacturing and support the growth of the industry throughout the region.



*Mechanisms are needed to ensure that workforce development strategies are tied to city economic development efforts. One such method would be to involve MOWD during initial attraction and retention negotiations with companies. The City should also investigate the ways other metropolitan areas have created systemic integration between workforce and economic development. It is essential that public resources only benefit companies that are open to community hiring and creating quality jobs – those with benefits, decent wages, and career advancement opportunities.*

For Chicago to become a leader in the development of a skilled workforce, a broad set of stakeholders must come together to discuss these recommendations, identify others, and develop a means to implement them. The Mayor should utilize the Chicago Workforce Board as a mechanism to bring together a wider task force with equal representation from business and community for such a purpose.

## 2) Enhance TIF Works in order to better link job training to economic development

Chicago made a substantial investment in job training when the City Council approved the use of tax increment financing to better prepare workers for jobs in companies located in 43 TIF districts in Chicago. MOWD administers the TIF Works program, which currently gives primary consideration for funding to manufacturing companies and businesses which demonstrate that training will make them more competitive.

 *TIF Works could be enhanced by expanding the number of TIF districts that qualify for the program, targeting outreach to other high growth industries beyond manufacturing (such as retail, construction, healthcare, transportation, warehousing and logistics), allowing for the use of TIF funds to support marketing and training plan development with small businesses, and streamlining the application process for companies.*

## 3) Monitor and evaluate the industry-focused Chicago Workforce Centers pilot

In May 2005, the Chicago Workforce Board approved the use of WIA funds to launch two new workforce centers. These centers were developed in partnership with MOWD to meet the needs of specific industries. Although we have yet to see results from these pilots, the initial implementation efforts have yielded partnerships with industry and the promise of private sector investment. For example, the National Retail Federation is a partner in the center that will serve the retail/hospitality/service sectors and the Tooling and Manufacturing Association is a partner in the center that will serve the manufacturing industry.

 *These pilots should be evaluated to determine employment outcomes, business and job seeker satisfaction, and the usefulness of the industry-focused model to serve other sectors.*

## 4) Maintain a regional approach to workforce development planning and implementation

Recognizing that Chicago has a regional economy in which residents commute outside of the city for work, and Chicago businesses recruit qualified candidates from the surrounding area, the Chicago Workforce Board formed a partnership with eight workforce boards in the metropolitan Chicago region. Workforce boards are business-led governing entities responsible for developing a vision and strategic plan for workforce development for their state-certified workforce investment area. Together the Workforce Boards of Metropolitan Chicago leveraged funds to conduct research and convene businesses in industries that are facing labor shortages.<sup>38</sup> Through industry summits, workforce development solutions were identified and have begun to be implemented.

 *Chicago's businesses and workers will benefit from continued regional collaboration between workforce investment boards and other stakeholders.*

## 5) Secure community-based access to one-stop employment services

As part of the city's local implementation plan for the federal WIA program, MOWD designed and funds Mayor Daley's WorkNet Chicago, a delivery system that includes five Chicago Workforce Centers where job seekers can get help with a wide range of employment needs including career planning, job readiness, vouchers for vocational or job training, and job placement assistance.<sup>39</sup> MOWD also funds approximately 30 community-based affiliate sites that are chosen competitively. These centers help to ensure that residents in Chicago's diverse neighborhoods have access to one-stop services and that special populations are served.<sup>40</sup> The city's system has been cited in a five-year evaluation of WIA, commissioned by the U.S. Department of Labor, as an innovative approach.<sup>41</sup> Several other major urban centers, including New York City and Los Angeles, have studied it for potential replication. In addition, MOWD's effective management of WIA Adult, Dislocated Worker, and Youth program performance requirements has led to Chicago's

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<sup>38</sup> For more information, visit [www.workforceboardsmetrochicago.org](http://www.workforceboardsmetrochicago.org).

<sup>39</sup> Chicago's five original One-Stop Centers included the Northwest One-Stop at Wright College, Pilsen One-Stop on Blue Island Avenue, Mid-South One-Stop on 47th Street, Westside One-Stop on Grand Avenue, and the Southwest One-Stop at 7500 South Pulaski. However, in 2004, Wright College moved, and the Northwest One-Stop was split between two locations—10 South Kedzie and 4740 North Sheridan—bringing the number to six centers. In 2005, a decision was made to transition out of the Westside One-Stop. Services will continue at other One-Stop Centers and at affiliate agencies in the vicinity of that site.

annual receipt of a financial bonus amounting to over \$2.2 million since 2001. However, recent federal cuts to Chicago's WIA funding allocation require providers to do more with less. Any additional future cuts would necessitate the identification of alternative funding sources in order to maintain this system of one-stop services.

 *One-stop partners and private foundations should identify alternative sources of funding to make sure disadvantaged individuals continue receiving employment assistance through Mayor Daley's WorkNet Chicago system. Also, the Chicago Workforce Board and MOWD should utilize some WIA funds to support job training contracts for serving special populations.*

## **6) Increase the number of transitional jobs programs to reach more populations**

In 2004, Mayor Daley, the City Council, and MOWD saw fit to dedicate \$400,000 of Chicago corporate funds to support a pilot transitional jobs program for ex-offenders. There is strong evidence that prisoners who find employment within the first three months of release are less likely to commit another crime and return to prison. Yet ex-offenders face many barriers when seeking employment, including stigma, occupational bans (depending on the industry), and limited education and work experience. An innovative program model offers transitional jobs that provide publicly subsidized wages for a defined period of time (typically 6 -12 months), work experience, and opportunities for skill development. In 2005, the city increased funding for the transitional jobs pilot programs.

 *Guided by evaluation results, the City Council and MOWD, along with state agencies such as the Illinois Departments of Corrections and Human Services, should expand transitional jobs initiatives to serve more ex-offenders as well as other disadvantaged populations such as people who are homeless, public housing residents, older out-of-school youth, and welfare participants who are nearing their 60-month time limit for cash benefits.*

## **7) Extend Mayoral spotlight to the workforce needs of immigrants**

In the past two years, the Mayor has shown great leadership by convening two large-scale task forces: the Mayoral Task Force on the Employment of People with Disabilities and the Mayoral Policy Caucus on Prisoner Re-Entry. Both task forces have engaged a wide set of stakeholders to tackle issues related to the employment of two groups currently experiencing high levels of unemployment. This strategy of community participation has resulted in the identification of creative program and policy ideas in addition to the leveraging of public resources.

 *We recommend that a Mayoral Task Force be launched to discuss employment issues related to immigrants, as our funding analysis revealed that no dedicated public funding stream exists to serve this population.*

## **8) Grow Kid Start, Chicago's summer youth employment program**

When Congress cut funding in 2000 for the federal summer youth employment program, the Mayor reached out to city departments, sister agencies,<sup>42</sup> and corporate partners to provide summer work experiences for approximately 12,750 Chicago youth in 2004.<sup>43</sup> The combined efforts ensured that a summer program continued in Chicago. Still, the program is not nearly the size it was when federal funding was dedicated for summer jobs. A recent partnership with the Rotary Club of Chicago is providing newfound promise, with 147 additional jobs being created for youth. The program incorporates mentoring in addition to providing work experience.

 *City and sister agencies, administrators, and corporate partners should continue identifying opportunities to increase the number of summer jobs for youth. Additionally, youth participating in the program should receive career awareness counseling.*

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<sup>40</sup> In Illinois, special populations that face multiple barriers to employment are populations of low-income individuals that are included in one or more of the following categories: individuals with substantial language or cultural barriers; offenders; homeless individuals; and individuals with disabilities.

<sup>41</sup> *The Workforce Investment Act After Five Years: Results from the National Evaluation of the Implementation of WIA*, Social Policy Research Associates with contributions by TATC Consulting, 2004.

<sup>42</sup> Sister agencies that operate workforce development programs include: the Chicago Housing Authority, Chicago Park District, Chicago Public Schools, and City Colleges of Chicago.

<sup>43</sup> Sarah Karp, "A Drop in the Bucket: Federal Cutbacks Leave Young Workers Out in the Cold," *The Chicago Reporter*, December 2004.

# CHICAGO NEEDS:

## Targeted Interventions for Underserved Populations and Communities

Despite the considerable investment in workforce development, there are several populations and communities that are not receiving the level of services they need. We have identified several ways to address these gaps.

### 9) Align priorities set by the Chicago Workforce Board with the city and sister agency budgets

The Chicago Workforce Board is a 52-person governing body appointed by the Mayor that includes representation from Chicago's major industries, workforce development providers and intermediaries, economic development entities, organized labor, and public agencies.<sup>44</sup> Each year, the Board develops strategic workforce development priorities that are informed by business needs. The Board has paid particular attention to healthcare labor shortages in recent years. The Youth Council, an advisory committee of the Board, has looked at how to prepare Chicago's youth for healthcare careers. Yet, this year, healthcare programs offered by Chicago Public Schools were threatened by severe budget cuts. This is just one example of the problematic disconnect between the Board's strategic priorities and budgeting among the city and sister agencies.

*The strategic priorities set by the Chicago Workforce Board should inform and guide the city's and sister agencies' budget processes. Additionally, the Board should be better utilized as an advisor regarding ways to effectively coordinate existing public resources for workforce development.*

### 10) Target certain communities for capacity building efforts

The maps located on pages 12, 15 and 17 illustrate the distribution of workforce development funding by provider, throughout Chicago's 50 wards. They show that certain communities receive little funding to support workforce development services. Most notably, the 12th Ward received no direct public funding for adult education, job readiness and job placement, or vocational training in FY 2004. The five wards whose providers collectively received the least amount of funding were 44, 43, 18, 35, and 36, each receiving \$200,000 or less. Although it is possible that there are satellite offices in these communities that were excluded from the maps, these wards could unquestionably benefit from additional services. The wards whose providers collectively received the most funding were 2, 4, 24, and 28, each benefiting from more than \$10 million in total funding.

Public agencies that administer workforce development funding report that in order to ensure equitable distribution and opportunity, they use geographic location as a primary consideration when making grant decisions. However, some communities do not receive direct funding because no local service provider has the capacity to meet grant requirements.

*City and state agencies should support capacity building in underserved communities. One option is to provide technical assistance to existing community agencies to enable them to broaden their range of workforce services. These organizations could also benefit from professional development training for their staff on best practices in workforce development, strategies for serving specific populations, and regional labor market information. Another option is to support the replication of successful workforce programs within underserved communities.*

### 11) Provide more dedicated employment services for people who are homeless

Chicago's *Ten-Year Plan to End Homelessness*, launched in 2003, emphasizes moving people who are homeless into permanent housing alternatives and proposes to effectively dismantle transitional shelters in Chicago. A consequence of this policy direction, one mirrored by federal policy as well, has been a cut in funding that is dedicated to providing employment services to people who are homeless. Indeed, our funding analysis showed that there is very little funding targeted to serve this population. Yet, many of the permanent housing models require homeless families and individuals to contribute toward rent, and income is needed for an eventual transition into the private rental market.

*People who are homeless need access to employment services that will help them obtain and retain jobs that will lead to their economic success and housing stability.*

<sup>44</sup> For a list of Chicago Workforce Board members and other information, visit [www.chicagoworkforceboard.com](http://www.chicagoworkforceboard.com).

## 12) Develop a comprehensive employment strategy for current and former public housing residents

In 2004, the Chicago City Council enacted new policy that requires 6,000 former CHA households who relocate into mixed-income housing communities to be working 30 hours per week in order to qualify. Although this policy does not apply to the former CHA families who wish to remain in private apartments or the families still living in CHA developments, these individuals will nonetheless need assistance finding employment as well. The CHA is supporting several efforts to help current and former CHA residents find employment, including transitional jobs for individuals who have been chronically unemployed and bridge training programs at the City Colleges of Chicago for individuals seeking to advance, but a comprehensive employment strategy is needed.

*Families connected to CHA would benefit from a coordinated approach to job preparation and placement that involves key city departments, private foundations, businesses, and the Partnership for New Communities.<sup>45</sup> This plan should also include a strategic approach to the implementation of Section III of the Housing and Urban Development (HUD) Act of 1968 (as amended in 1992), which requires companies that receive Community Development Block Grant and HUD funds to hire CHA and other low-income residents or contribute to a pool of job training funds.*

## 13) Intensify re-entry employment support for ex-offenders

The high volume of individuals returning from prison to Chicago neighborhoods has not gone unnoticed by city leaders, agency administrators, and providers. The Mayoral Policy Caucus on Prisoner Re-Entry was created to identify opportunities to assist these individuals with their re-attachment to family, community, and work (see recommendation #7 in “Chicago Leads”). In addition, transitional jobs programs for ex-offenders are being piloted with support from City Hall (see recommendation #6 in “Chicago Leads”). Still, having a criminal record imposes such a significant barrier to finding a job, additional effort is warranted. Because employment is directly linked to reduced recidivism, more should be done to help ex-offenders with their job search.

*The Mayoral Policy Caucus on Prisoner Re-Entry, comprised of representatives from public agencies, community based service providers, foundations, and advocates, has identified strategies for improving labor market attachment among prisoners returning to the city, that will be detailed in its forthcoming report. These strategies—which address hiring policies among employers as well as access to workforce development programs—have been developed and vetted by experts and therefore should be implemented.*

## 14) Reconnect recent high school dropouts to appropriate, competency-based programming

One of the city’s primary workforce challenges is addressing the low rate of students who complete high school. In addition, there are nearly 90,000 youth and young adults between the ages of 16 and 24 who are neither working nor in school.<sup>46</sup> While helping these youth find work might be important in securing an immediate source of income, their future economic progress will depend on whether or not they receive a diploma or GED, occupational training, and postsecondary education. A new federal waiver that allows youth to access Individual Training Accounts to pay for vocational training can support this objective.

*Programs that help disconnected youth to achieve a diploma and occupational credentials at the same time should be explored and supported.*

## 15) Improve high school to community college transition

Postsecondary education is increasingly important in order to qualify for jobs that provide decent wages and fulfill the needs of employers. Dual enrollment, which allows high school students to take college-level classes before graduating, is one proven strategy for creating a successful transition for students from high school to college. Currently, the Chicago Public Schools offers two dual enrollment programs—College Bridge and College Excel. College Bridge allows dual enrollment in academic courses. College Excel allows participants to take vocational classes at the community colleges as well as private colleges such as Robert Morris College and Northwestern Business College. In the past, funding for College Excel has supported tuition as well as program management, yet in FY 2005 the funding for a Program Manager position was eliminated and tuition assistance was reduced. Unfortunately, the College Excel program has been completely eliminated in the FY 2006 budget.

<sup>45</sup> The Partnership for New Communities brings together business, civic, and non-profit leaders to support the goals of the public housing transformation, stimulate large-scale economic revitalization, promote the development of institutions that enrich community life, and invest in the human potential of community residents.

<sup>46</sup> Andrew Sum, *Youth Labor Market and Education Indicators for the State of Illinois*, Center for Labor Market Studies, Northeastern University, 2003.

Another method for facilitating high school to community college transition is Tech Prep, a program administered by the City Colleges of Chicago that targets mid-level performing high school students who are good candidates for occupational education. To serve these students, the Chicago Public Schools and City Colleges of Chicago have articulated their curriculums so the competencies taught at the secondary level prepare students for success at the postsecondary level.

*College Excel should be reinstated and expanded. Also, with dedicated funds for research and planning staff, the Tech Prep program could be broadened so that competencies taught in high school are articulated to a range of career options, not just a particular occupational track. This would benefit students who do not know what career they want to pursue at the outset. Both programs should be monitored to ensure that students are able to access postsecondary education and career path employment.*

### **16) Support bridge training programs targeted to working poor, disadvantaged job seekers, and immigrant students**

Jobs that pay family-supporting wages increasingly require postsecondary education and/or technical skills, yet over 500,000 individuals in Chicago do not have a high school diploma.<sup>47</sup> The Ninety-five percent of Chicago Public School graduates who entered one of the City Colleges of Chicago were not prepared to enter college level classes—academic or occupational—because of their low literacy levels.<sup>51</sup> In fact, the City Colleges of Chicago enroll more students in remedial classes Adult Basic Education, English as a Second Language, and GED programs than they do in the college-credit programs. Bridge training programs prepare adults who lack adequate basic skills (typically below the 9th grade level in reading and mathematics) to enter and succeed in postsecondary education and training, leading to career-path employment.<sup>48</sup> These programs also focus on the basics of communication, problem-solving, applied mathematics, technology applications, and technical fundamentals taught in the context of training for employment and further learning. And, importantly, programs include “wrap-around” support services, including assessment and counseling, case management, child care, financial aid, job and college placement assistance, and follow-up.

Currently, bridge programs are being piloted by several community-based organizations and community colleges, but funding has been scarce. The City Colleges of Chicago has developed an innovative bridge training program at several campuses called the Workforce Preparation Academy which is currently funded with limited adult education and grant funding. The state-funded Job Training and Economic Development program funds bridge-like training but it is also currently under-funded.

*City and state agencies should collaborate to create a dedicated funding source to support bridge training.*

### **17) Offer supportive services for disadvantaged community college students**

Despite the amount of financial aid funding that goes to colleges, a significant programmatic gap exists for disadvantaged community college students who could benefit from supportive services. Supportive services for low-income students can include: assistance for navigating college enrollment, programming, and financial aid processes; career planning and awareness services; referrals to mental health counseling; and childcare and transportation assistance. In fall 2004, 40.8 percent of students enrolled at the City Colleges of Chicago reported a family income of less than \$15,000.<sup>49</sup> Their college retention and achievement could depend on additional support. Federal funds used to be available for the delivery of supportive services, but they were eliminated in 2003.

*To improve retention and achievement among disadvantaged college students, public funding should be identified and allocated for the delivery of supportive services. One option might be to allow students who are participating in WIA state-certified training to use Individual Training Accounts to purchase support services while using federal and state-funded financial assistance to pay for classes. Another option is to use TANF funding as has been done in Arkansas and Kentucky.<sup>50</sup>*

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<sup>47</sup> United States Census, available at: [www.factfinder.census.gov](http://www.factfinder.census.gov).

<sup>48</sup> Details on bridge training programs are excerpted from the forthcoming *Bridge Program Development Guide* by Women Employed with contributions from the Chicago Jobs Council and UIC Great Cities Institute.

<sup>49</sup> Data provided by City Colleges of Chicago.

<sup>50</sup> Details on bridge training programs are excerpted from the forthcoming *Bridge Program Development Guide* by Women Employed with contributions from the Chicago Jobs Council and UIC Great Cities Institute.

<sup>51</sup> Maureen Kelleher, “College Dreams Get Reality Check”, Catalyst Chicago, September 2005.

# Conclusion

## VIII. Conclusion: Time for Heavy Lifting

Chicago has a strong foothold on the future. But without a concerted effort to address impending workforce challenges such as the city's low high school completion rate, high number of individuals returning from prison, and the number of people with limited English proficiency, prospective economic development opportunities could be endangered. This report reveals that while public investment in the preparation of Chicago's workers is considerable, certain populations and communities are not benefiting enough and, therefore, their contributions to Chicago's regional economy are not being maximized. Structural economic changes make developing a skilled workforce that much more important as residents will need access to better paying jobs to stay in the city and achieve a good quality of life. We believe, if our recommendations are heeded, the labor force of today's "City of the Big Shoulders" will be prepared to compete in the new economy.

# Appendix

## IX. Appendix: Program Descriptions

PROGRAM NAME	ADMINISTERING AGENCY	PROGRAM DESCRIPTION	TARGET POPULATION
1. Added Chance / Alternative Schools Network	Illinois Department of Children and Family Services	Prepares young people for work by providing employment preparation workshops and job placement services.	Youth
2. Adult Basic Education / GED Programs (School District 428)	Illinois Department of Corrections	Provides basic education and GED preparation to inmates.	Inmates
3. Adult Education	Illinois Community College Board	Provides educational services to persons needing to enhance their basic literacy skills, improve English language proficiencies, or prepare for the GED examination.	Adults with less than high school education (Other)
4. Adult Transition Centers	Illinois Department of Corrections	Provides soon-to-be-released inmates with life skills, education, and workforce development opportunities.	Inmates
5. Adult Vocational Education (School District 428)	Illinois Department of Corrections	Provides vocational education to adult inmates.	Inmates
6. After School Matters	Chicago Public Schools	Professionals lead interactive programs that allow teens to explore different careers and develop problem solving skills.	Youth
7. Altgeld—ROSS Program	Chicago Housing Authority	Provides employment training and placement for adults.	Chicago Housing Authority residents
8. Board Staff and Related Costs	Chicago Workforce Board	Funding for staff salaries, benefits, and related costs.	Non-participant serving
9. Carl D. Perkins Vocational Act Program	City Colleges of Chicago	Provides funding for activities including curriculum improvement, equipment purchases, special population services, nontraditional employment training, and staff development.	Non-participant serving
10. Carl D. Perkins Vocational Act Program (Career and Technical Education)	Chicago Public Schools	Promotes career-focused education in different fields, including: finance, communications, construction, health, hospitality, manufacturing, performing arts, and transportation.	Youth
11. Case Worker Salaries	Illinois Department of Human Services	Case Workers provide numerous services to their clients, a primary one of which is job placement assistance.	TANF and/or Food Stamp recipients
12. CDBG—Family Violence Prevention Program	Chicago Mayor's Office of Workforce Development	Seeks to improve the target population's employability and capacity for long-term job retention.	Population varies by contractor (Other)
13. CDBG—Innovative Programs for Underserved Populations	Chicago Mayor's Office of Workforce Development	Offers employment related services to numerous populations, including: ex-offenders, CHA residents, at risk youth, immigrants, non-custodial parents, and persons with disabilities.	Population varies by contractor (Other)
14. CDBG—Training and Placement	Chicago Mayor's Office of Workforce Development	Provides customized employment training services to specific populations.	Population varies by contractor (Other)
15. College Excel	Chicago Public Schools	Offers tuition assistance to high school students who are dually enrolled in vocational courses at the City Colleges of Chicago and some private colleges.	Youth
16. Community College Payment Program	Illinois Department of Children and Family Services	Provides tuition payment for up to two years for wards of the state at a community college.	College Students
17. Community-based Substance Abuse Treatment Program	Illinois Department of Corrections	Provides supportive services, including workforce development programs, to parolees with a history of substance use.	Ex-offenders
18. Community-based Transitional Services (Female Offenders Program)	Illinois Department of Corrections	Provides supportive services, including workforce development programs, to female parolees as they re-enter their communities.	Ex-offenders

PROGRAM NAME	ADMINISTERING AGENCY	PROGRAM DESCRIPTION	TARGET POPULATION
19. Comprehensive Earnfare	Illinois Department of Human Services	Provides adult Food Stamp recipients without dependents the opportunity to gain work experience and earn cash assistance at Earnfare work assignments.	TANF and/or Food Stamp recipients
20. Customized Employment Grant	Chicago Workforce Board	Planning for a customized employment program to serve individuals with disabilities due to severe mental illness.	Persons with disabilities
21. Day Reporting	Illinois Department of Corrections	Allows parolees to maintain current employment and provides life skills training, job referrals, and educational services to those seeking employment.	Ex-offenders
22. Earnfare	Illinois Department of Human Services	Provides adult Food Stamp recipients the opportunity to gain work experience and earn cash assistance at Earnfare work assignments.	TANF and/or Food Stamp recipients
23. Education and Training Vouchers	Illinois Department of Children and Family Services	Provides payment for miscellaneous expenses (i.e. rent, books, supplies) to enable wards and non-wards to remain in educational and vocational programs.	Youth
24. Employer Training Investment Program	Illinois Department of Commerce and Economic Opportunity	Funds companies to train incumbent workers to help them keep pace with new technologies and business practices.	Employers
25. Employment Opportunity Training	Illinois Department of Transportation	Prepares participants for highway construction and apprenticeship program exams and places them into highway construction jobs.	Employees of disadvantaged businesses (Other)
26. Employment Services / Wagner-Peyser (Workforce Investment Act Title III)	Illinois Department of Employment Security	Labor exchange program that receives job orders from employers and places job seekers.	Employers and job seekers (Other)
27. Family Self Sufficiency Program	Chicago Housing Authority	Services include skills assessments, career planning, job readiness training, employment services, case management, child care, advocacy and mentoring.	Chicago Housing Authority residents
28. Federal Supplemental Educational Opportunity Grant	U.S. Department of Education	Provides grants for students with exceptional financial need.	College students
29. Federal Work Study	U.S. Department of Education	Provides jobs for undergraduate and graduate students with financial need, allowing them to earn money to help pay education expenses.	College students
30. First Aid Care Team / Jane Addams Hull House	U.S. Department of Housing and Urban Development	Offers employment and training opportunities for public housing residents, leading to careers as Emergency Medical Technicians and paramedics.	Chicago Housing Authority residents
31. Food Stamp Employment and Training with Retention	Illinois Department of Human Services	Provides special target populations of Food Stamp recipients with intensive education, job skills training, pre-employment services, and unsubsidized job placement.	TANF and/or Food Stamp recipients
32. GED Programs	Chicago Department of Children and Youth Services	Programs include GED preparation and vocational training programs for youth.	Youth
33. Greencorps	Chicago Department of the Environment	A landscaping and horticulture program through which participants receive hands on experience and job placement assistance.	Unemployed Chicagoans (Other)
34. Illinois Career Network and Horizons Career Information Center	Illinois Department of Employment Security	Provides occupation and employment information.	Employers, job seekers, counselors, and others (Other)
35. Illinois Cooperative Work Study Program	Illinois Board of Higher Education	Offers financial assistance to support students and programs that closely link the work and academic experiences.	College students
36. Illinois Correctional Industries	Illinois Department of Corrections	Allows inmates to build skills through work experience in service and factory settings, including garment manufacturing, service dog training, eyeglass construction, and food production.	Inmates
37. Illinois Hire the Future	Illinois Department of Employment Security	Provides employment for high school students in order to facilitate their transition into the workforce.	Youth

PROGRAM NAME	ADMINISTERING AGENCY	PROGRAM DESCRIPTION	TARGET POPULATION
38. Illinois Support, Training, and Employment Program	Illinois Department of Labor	Program empowering displaced homemakers to achieve economic self-sufficiency and independence in a competitive workforce through education, training and employment.	Dislocated Workers
39. Job Corps	U.S. Department of Labor	Provides integrated academic, vocational, and social skills training to help youth gain independence and get quality, long-term jobs or further their education.	Youth
40. Job Training and Economic Development Grant Program	Illinois Department of Commerce and Economic Opportunity	Community-based providers work in partnership with local businesses to provide training and act as a connection between local employers and low wage/low skill workers.	Unemployed and incumbent workers (Other)
41. Juvenile Vocational Education (School District 428)	Illinois Department of Corrections	Provides vocational education to juvenile inmates.	Inmates
42. Monetary Award Program	Illinois Student Assistance Commission	Provides grants for undergraduate students who demonstrate financial need.	College students
43. Non-Custodial Parent Earnfare	Illinois Department of Human Services	Provides court ordered, unemployed non-custodial parents receiving TANF the opportunity to gain work experience and earn cash assistance while meeting a portion of their child support obligation.	TANF and/or Food Stamp recipients
44. Parole	Illinois Department of Corrections	Parole officers facilitate the successful reintegration of ex-offenders by providing a myriad of services, including employment referrals and flexible meeting schedules in order to enable parolees to maintain employment.	Ex-offenders
45. Pell Grant Program	U.S. Department of Education	Awarded to low income students who have not earned a bachelor's or professional degree.	College students
46. Performance Enhancement Grant	City Colleges of Chicago	Funded the creation of an enhanced student tracking system.	Non-participant serving
47. Placement Resource Unit	Illinois Department of Corrections	Identifies the services, including workforce development programs, needed for offenders to successfully transition back into the community.	Ex-offenders
48. Program Improvement Grant	City Colleges of Chicago	Funds used to purchase technical equipment for instructional purposes, develop new curriculum, and for faculty development.	Non-participant serving
49. Reemployment Services	Illinois Department of Employment Security	Targets the services provided within the framework of the Chicago Workforce Centers to unemployment insurance claimants most likely to exhaust their benefits.	Unemployment Insurance Claimants (Other)
50. Refugee Discretionary Grants	Illinois Department of Human Services	Provides employment related, case management services, and vocational training (services vary by contractor).	Refugees
51. Refugee Social Services	Illinois Department of Human Services	Core services include cultural orientation, vocational ESL, job placement, and mental health counseling.	Refugees
52. Refugee Targeted Assistance	Illinois Department of Human Services	Coordinated four agencies to provide employment services.	Refugees
53. Secondary Transitional Experience Program	Chicago Public Schools	Prepares students with disabilities for the transition to employment and community participation during and after high school.	Youth
54. Senior Community Service Employment Program	Illinois Department on Aging / U.S. Department of Labor	Program transitions seniors into unsubsidized jobs, beginning by placing them in community service agencies to work 20 hours per week.	Seniors
55. Service Connector Program	Chicago Department of Human Services	Links CHA residents to community resources that help families gain stability, increase household income, and expand housing options.	Chicago Housing Authority residents
56. Silas Purnell Illinois Incentive for Access Grant	Illinois Student Assistance Commission	Non-tuition aid program to assist freshman college students with no family resources.	College students

PROGRAM NAME	ADMINISTERING AGENCY	PROGRAM DESCRIPTION	TARGET POPULATION
57. Social Services Program	Chicago Department of Human Services	Provides a range of services, including: case management, substance abuse treatment, health care, child care, employment training, permanent housing, and legal advocacy.	People who are homeless
58. Staff Training Programs	Chicago Department of Children and Youth Services	Funding provides workforce development related professional learning opportunities for staff members.	Youth
59. Summer Kid Start Program	Chicago Public Schools	Provides part-time, summer job opportunities through a number of collaborating city agencies.	Youth
60. TANF Job Placement with Retention	Illinois Department of Human Services	Provides targeted employment services designed to address the needs of TANF recipients with significant employment barriers.	TANF and/or Food Stamp recipients
61. Technical Preparation and Support	City Colleges of Chicago	Funds used to develop 2+2 Program sequences, establish preparatory services, provide in-service training for faculty, ensure equal access for special populations, and create non-traditional programs.	Non-participant serving
62. TIF Business and Employer Services	Chicago Mayor's Office of Workforce Development	Funds support customized services for an employer or set of employers.	Employers
63. TIF Works	Chicago Mayor's Office of Workforce Development	Provides businesses in TIF districts with funding to train incumbent workers.	Employers
64. Trade Adjustment Assistance	Illinois Department of Employment Security	Funds for job search and relocation activities, training and other reemployment services.	Dislocated Workers
65. Veterans' Employment and Training Services	Illinois Department of Employment Security	Provides employment and training services and support staff to assist veterans.	Veterans
66. Vocational Rehabilitation (Workforce Investment Act Title IV)	Illinois Department of Human Services/ Division of Rehabilitative Services	Help persons with disabilities find quality employment that pays a living wage and offers a chance for advancement.	Persons with disabilities
67. Work First Program	Illinois Department of Human Services	Pay-after-performance program for TANF recipients, which includes activities such as work experience, community service, vocational training, basic education, job skills, and treatment programs.	TANF and/or Food Stamp recipients
68. Workforce Development Grant (Business and Industry Services)	City Colleges of Chicago	Provides workforce development services to the private sector.	Employers
69. Workforce Development Grant (Education to Careers)	City Colleges of Chicago	Provides services to prepare students for specific careers upon graduation.	Youth
70. Workforce Investment Act Title I —Technical Assistance	Chicago Mayor's Office of Workforce Development	Funding for technical assistance to Chicago Workforce Centers and affiliated sites, to enable them to better serve participants.	Non-participant serving
71. Workforce Investment Act Title IA—Adult	Chicago Mayor's Office for People with Disabilities	Provides core, intensive, and training services to adults through the Chicago Workforce Centers and affiliated sites.	Economically disadvantaged adults (Other)
72. Workforce Investment Act Title ID—Dislocated Worker	Chicago Mayor's Office of Workforce Development	Provides core, intensive, and training services to dislocated workers through the Chicago Workforce Centers and affiliated sites.	Dislocated Workers
73. Workforce Investment Act Title IN—National Emergency Grant	Chicago Mayor's Office of Workforce Development	Provides services to dislocated workers from specifically identified companies.	Dislocated Workers
74. Workforce Investment Act Title IS—Rapid Response State Reserve	Chicago Mayor's Office of Workforce Development	Provides services to dislocated workers from specifically identified companies with a layoff affecting 50 or more workers.	Dislocated Workers
75. Workforce Investment Act Title IY— Youth	Chicago Mayor's Office of Workforce Development	Provides youth with activities and supportive services to help them improve their educational, leadership, and decision making skills.	Youth
76. Workplace Skills Enhancement Program	Illinois Secretary of State / Illinois State Library	Provides services to enable employees to enhance their reading, mathematics, or language skills, maintain their employment, and increase their eligibility for promotion.	Employees with less than a 9th grade reading level (Other)

PROGRAM NAME	ADMINISTERING AGENCY	PROGRAM DESCRIPTION	TARGET POPULATION
77. Young Offender Reentry Program	Illinois Department of Corrections	Funds supportive services, including workforce development programs, to young offenders in an effort to improve their chances of successful reintegration.	Ex-offenders
78. Youth in Employment	Illinois Department of Children and Family Services	Provides a living stipend and medical card to wards who are working at least 20 hours per week.	Youth
79. YouthBuild (Employment Related Grants)	Chicago Housing Authority	Engages youth in work that is geared toward GED preparation while they gain construction skills.	Chicago Housing Authority residents
80. YouthBuild/Genesis Housing Corporation	U.S. Department of Housing and Urban Development	Empowers teens and young adults by focusing on academic goals while also helping youth to develop job skills by building homes for low-income families.	Youth
81. YouthBuild Amer-I-Can (Employment Related Grants)	Chicago Housing Authority	Encourages youth to stay in high school while they gain construction skills.	Chicago Housing Authority residents

# “Chicago”

by Carl Sandburg

*HOG Butcher for the World,  
Tool Maker, Stacker of Wheat,  
Player with Railroads and the Nation's Freight Handler;  
Stormy, husky, brawling,  
City of the Big Shoulders:*

*They tell me you are wicked and I believe them,  
for I have seen your painted women under the gas lamps luring the farm boys.*

*And they tell me you are crooked and I answer:  
Yes, it is true I have seen the gunman kill and go free to kill again.*

*And they tell me you are brutal and my reply is:  
On the faces of women and children I have seen the marks of wanton hunger.*

*And having answered so I turn once more to those who sneer at this my city, and I give  
them back the sneer and I say to them:  
Come and show me another city with lifted head singing so proud to be alive and  
coarse and strong and cunning.*

*Flinging magnetic curses amid the toil of piling job on job, here is the tall bold slugger  
set vivid against the little soft cities;*

*Fierce as a dog with tongue lapping for action, cunning as a savage  
pitted against the wilderness,  
Bareheaded,  
Shoveling,  
Wrecking,  
Planning,  
Building, breaking, rebuilding,*

*Under the smoke, dust all over his mouth, laughing with white teeth,  
Under the terrible burden of destiny laughing as a young man laughs,  
Laughing even as an ignorant fighter laughs who has never lost a battle,  
Bragging and laughing that under his wrist is the pulse,  
and under his ribs the heart of the people,  
Laughing!*

*Laughing the stormy, husky, brawling laughter of Youth, half-naked, sweating,  
proud to be Hog Butcher, Tool Maker, Stacker of Wheat, Player with  
Railroads and Freight Handler to the Nation.*



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