

CMAP



# Reorienting State and Regional Economic Development: Challenges and Opportunities for Metropolitan Chicago

December 2014



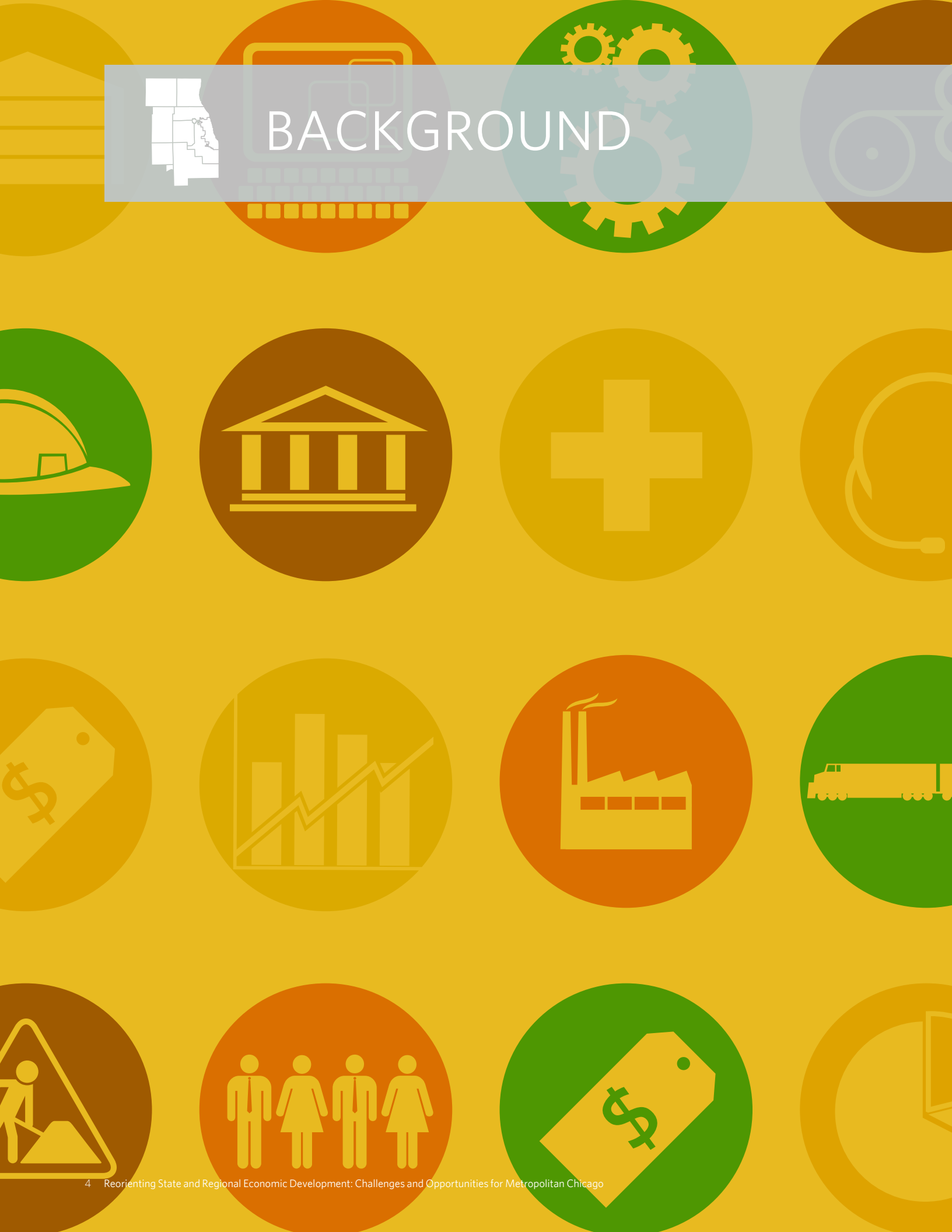


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# BACKGROUND





The Chicago metropolitan area is one of the nation's few global economic centers. With a gross regional product of roughly \$450 billion, the region is home to the eighth largest metropolitan economy in the world. The economy of northeastern Illinois benefits from a number of specialized industry clusters, such as manufacturing and freight, which account for 15 percent of the jobs in the region.<sup>1</sup> Beyond these two clusters, the region is home to sectors with global reach, including finance, business services, and research institutions. Additionally, the State of Illinois is one of the nation's most important agricultural producers. The state's economic diversity is one of its greatest strengths. This diversity, however, can create challenges in economic development planning and practice, because each region of the state has unique economic specializations, as well as diverse infrastructure, workforce, and business support needs that must be addressed.

Metropolitan Chicago's need to enhance economic development efforts is increasingly critical amidst limited public resources and a rapidly changing and competitive global marketplace. Today, states, metropolitan regions, and other stakeholders find themselves in position to reorient economic development practices to ensure that resources are used in ways that nurture regional industry clusters and produce a high return on public investment. These efforts can be used to turn the focus from competition between municipalities for businesses to locate in one community instead of another, toward municipalities competing together *as a region* for business on a national and global scale.

This report is the second in a series of two by CMAP. In early 2014, the agency released a report outlining current challenges and opportunities nationally in economic development policy and practices.<sup>2</sup> The report provided examples of common challenges across the country and examples of innovative, strategic, and transparent practices undertaken to bolster state and regional strengths. Figure 1 illustrates the key findings of the national best practices report that were the basis for research in this second report, which focuses on the State of Illinois and metropolitan Chicago.



**Figure 1. Summary of lessons learned from national examples**

CHALLENGES			OPPORTUNITIES		
COMMON PRACTICES	WHAT THIS MEANS		BEST PRACTICES	WHAT THIS MEANS	CASE STUDY EXAMPLES
<b>Reactive use of incentives to attract or retain specific businesses</b>	Incentives are deployed to respond to a specific short-term challenge or threat		<b>Strategic planning to establish investment priorities</b>	Investments align with strategic plans that help guide state and regional priorities and incorporate local input	<ul style="list-style-type: none"> <li>• New York State regions have developed five-year strategic plans to guide economic development investments</li> <li>• Metropolitan Denver analyzes and targets key industry clusters for growth and investments</li> </ul>
	Investment decisions are made without a plan that establishes priorities and targets public resources			Data-driven plans are informed by up-to-date information on assets, economic specializations, and other challenges and opportunities	
	Incentives are used to compensate for weak spots in the overall tax or business climate				
<b>Uncoordinated and duplicative programs and services</b>	Related services and programs for businesses and workers are administered without coordination across agencies		<b>Coordinated and streamlined programs to improve the experience for business and workers</b>	Programming and program evaluation is coordinated across state agencies	<ul style="list-style-type: none"> <li>• A consolidated application in New York coordinates all State agency funding requests</li> <li>• Metropolitan Denver Economic Development Corporation serves as a single point of contact for businesses interested in locating in the region</li> </ul>
	Duplicative programs and investments are costly and cannot be sustained in light of constrained public budgets			Streamlined applications and reporting tools are used across economic development programs	
<b>Limited monitoring and evaluation to measure what works</b>	Agencies collect rudimentary data, that provides little insight on outcomes or impact of the investment		<b>Accessible information and evaluation of programs to inform public policy</b>	All incentives are budgeted for and closely monitored	<ul style="list-style-type: none"> <li>• New York annual strategic plans, progress reports, and funding application results are made available to the public.</li> <li>• Non-partisan legislative staff in Washington review incentives and, together with a citizen's commission, provide recommendations to the state legislature</li> <li>• Renewal of tax credits in Oregon is completed as part of the appropriations process</li> </ul>
	Without ongoing monitoring and analysis of outcomes, it is difficult to make informed policy decisions on whether to continue, reform, or terminate an incentive or program			Processes to create, reform, or eliminate economic development programs and policies are clearly established and open to public input	
				Data and information are made accessible and programs are analyzed on a regular basis	
<b>Intraregional competition over finite financial resources</b>	State tax policies often encourage local competition over limited financial resources		<b>Outward facing metropolitan strategy to compete nationally and globally</b>	Metropolitan-wide priorities and procedures help to guide strategies for attracting and retaining businesses and workforce	<ul style="list-style-type: none"> <li>• Metropolitan Denver studies its region's clusters, develops strategies, and deploys national and international marketing plans based on those findings</li> <li>• Metropolitan Denver developed a "region first" Code of Ethics that promotes the metro area before individual communities</li> </ul>
	Intense intrastate and intraregional competition distracts from developing strategies to gain competitiveness in the global marketplace			Multi-jurisdictional and collaborative efforts facilitate development of plans to grow regional industry clusters	

Source: Chicago Metropolitan Agency for Planning analysis.



# CHALLENGES AND OPPORTUNITIES IN THE STATE AND REGION







Research on national practices indicated that diffuse and uncoordinated economic development practices present many challenges for local, state, and federal entities engaged in economic development. The findings focused on four strategies that would help states and regions use scarce resources more effectively to compete in the global economy: engaging in regular strategic planning, collaborating on a regional level, monitoring and evaluating data, and fostering outward-facing regional strategies.

The State of Illinois and metropolitan Chicago face challenges similar to other U.S. states and regions seeking to compete in the global economy. Like many other states and regions, Illinois and metropolitan Chicago have begun to reorient their economic development practices for greater efficiency and results. Informed by challenges and opportunities in other parts of the country, this report uses case studies to explore how the State of Illinois and Chicago region are moving forward. This report looks specifically at:

- Strategic and prioritized investment of resources
- Coordinated workforce development initiatives
- Monitoring and evaluation of policies
- Competing in a global marketplace

## Strategic and prioritized investment of resources



It is imperative that state and local governments engage in regular strategic planning to identify areas where public investments should be focused. At the state level, the Illinois Department of Commerce and Economic Opportunity (DCEO) released its first strategic economic development plan in July 2014. However, there is no indication that tax incentives will be reoriented toward achieving goals such as encouraging growth in high potential or emerging industry clusters.

### **Opportunities to reorient current practices:**

DCEO's plan provides a foundation upon which the state could further develop a cluster-oriented economic development approach. The plan also presents additional opportunities to plan for a way forward that ensures the strategic use of economic development tools such as tax incentives.

## Coordinated workforce development initiatives



Ensuring that the region's workforce has the necessary skills for existing and future jobs is a critical component of ensuring regional competitiveness. The region's Workforce Investment Boards (WIBs) often work together as a consortium. Local workforce agencies are working to implement innovative workforce development strategies through coordination with businesses. In July, the Workforce Investment Act was reauthorized as the Workforce Innovation and Opportunity Act.

### **Opportunities to reorient current practices:**

The passage of the federal Workforce Investment and Opportunity Act will place increased emphasis on strategic planning for the region's WIBs, which already work collaboratively. Opportunities also exist to scale-up and expand employer-needs driven workforce development efforts across the region.

## Monitoring and evaluation of policies



Public entities can ensure the effective use of economic development resources by regularly monitoring and evaluating program performance through data analysis. While current state economic development programs collect significant amounts of data, the data are often not presented in a comprehensive format that makes program analysis and evaluation possible. Furthermore, some economic development investments, such as tax incentives, are made outside of the appropriations process, and thus are not evaluated on a regular basis.

### **Opportunities to reorient current practices:**

Improving data systems that allow for evaluation and analysis would increase the state and the region's capacity to make data-driven economic development decisions. Moreover, existing efforts to evaluate state spending could be expanded to tax credit programs.

## Competing in a global marketplace



Local economic development efforts in northeastern Illinois are often fragmented. Moreover, they tend to focus on intraregional competition to drive the specific location of economic activity that would take place in the region with or without local incentives. The region lacks an outward-facing strategy to support metropolitan Chicago's global competitiveness by growing industries and attracting businesses and investment from around the world.

### **Opportunities to reorient current practices:**

Economic development efforts could move toward a regional approach by developing outward-facing and multi-jurisdictional strategies that focus on shared goals, such as supporting the region's freight networks, engaging in regional marketing, leveraging additional resources and funding through collaboration, and developing a regionwide export initiative.



## Strategic and prioritized investment of state resources

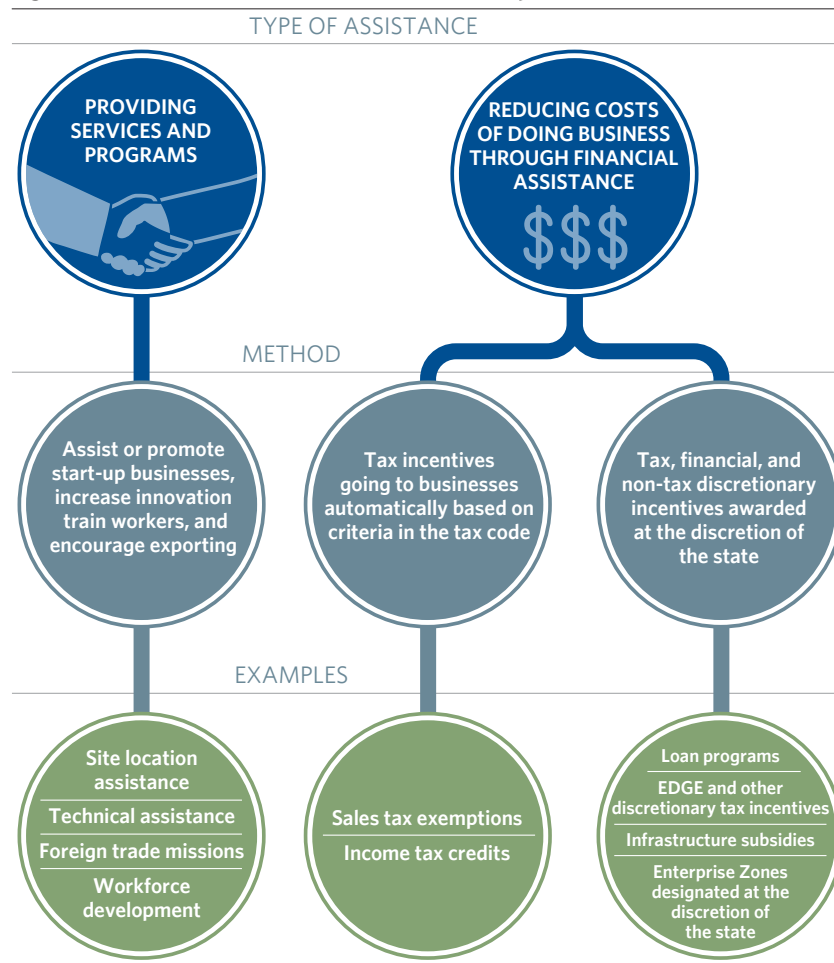
Engaging in strategic planning helps state and local governments prioritize investments to grow the economy. CMAP's first report showed how the State of New York created economic development regions where each region has a five-year strategic plan that leverages strengths, addresses challenges, and targets investments. Metropolitan Denver, implemented economic development strategies that attract investment from national and foreign companies, and ongoing analysis of key industry clusters to inform the region's economic development efforts.

In 2013, Illinois enacted legislation<sup>3</sup> that directed DCEO to create a strategic economic development plan for the State. The plan was released in July 2014 and includes a number of recommendations for enhancing the effectiveness of state economic development initiatives. This section describes opportunities for the State of Illinois to use its strategic plan to direct economic development investments, with a focus on tax incentives.

## State economic development investments in Illinois

Currently, the state’s economic development investments are made through a variety of individual programs that stem from legislation, federal grants, and agency initiatives. These investments are administered primarily by DCEO. State economic development support falls under two broad categories: services and programs, and financial incentives. Programs and services encourage business growth by providing businesses with free or low-cost programming such as business counseling or export assistance. Many services target small businesses in particular. Financial incentives reduce the cost of conducting business through grants, tax reductions, or access to financing. Figure 2 provides an overview of these efforts.

**Figure 2. Overview of direct state economic development efforts**

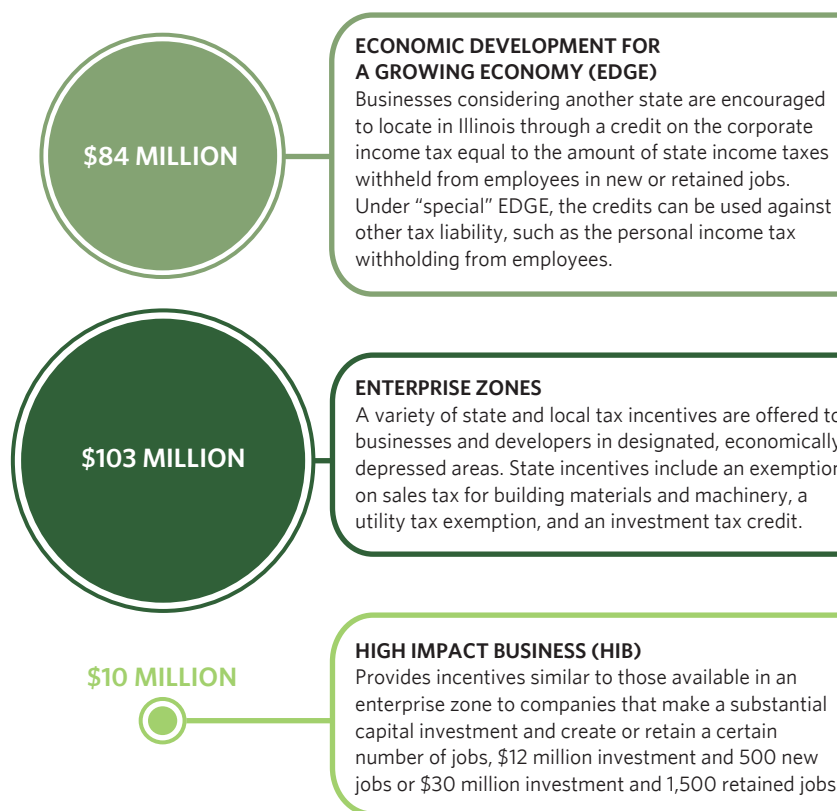


Source: Chicago Metropolitan Agency for Planning, 2014.



**Figure 3. Major tax incentive programs**

DCEO administers several programs aimed at providing financial assistance to businesses and developers. Some of the major broad-based incentives, along with estimated tax expenditures during FY2013, include:



Source: Illinois Department of Commerce and Economic Opportunity (DCEO); Illinois Office of the Comptroller, FY2013 Tax Expenditure Report.

Governments use tax incentives in an attempt to generate economic activity, such as hiring, business expansion or relocation, or capital investment that may not occur without an incentive. In many instances it is difficult to show whether an incentive leads to economic activity that otherwise would not have occurred, since the State must rely on the incentive recipient to justify the use of an incentive. In some cases, businesses must pledge to create or retain jobs or make a large capital investment in order to receive incentives. Figure 3 provides an overview of several of the State's larger tax incentive programs, including Economic Development for a Growing Economy (EDGE), Enterprise Zone, and High Impact Business (HIB) programs. Tax incentives can be a contentious issue, as they constitute a transfer of public funds to private sector businesses. These major public investments present an opportunity to further the State's strategic goals.

## Strategic planning for state economic development investments

DCEO's statewide plan<sup>4</sup> outlines seven strategies that will be implemented by leveraging or reorienting existing programs, as well as through creating new programs. The plan also promotes multi-jurisdictional collaboration and focuses on developing industry clusters that DCEO considers to have the potential for significant impact on the economy.

Overall, the strategic plan does not suggest substantial changes to most existing incentive programs. The plan includes a regional industry cluster analysis and highlights the importance of leveraging anchor businesses to encourage development of key industry clusters, but it does not tie the analysis back to the use of incentives. Also, the plan does not link the future use of incentives to specific industry clusters. Using strategies generated through the planning process to inform tax incentive programs would help ensure that these public resources are used effectively. Figure 4 provides an overview of the initiatives included in the plan, as well as examples of strategies involving tax incentives, grants, and other financial programs that DCEO intends to use to support these plan initiatives.<sup>5</sup>

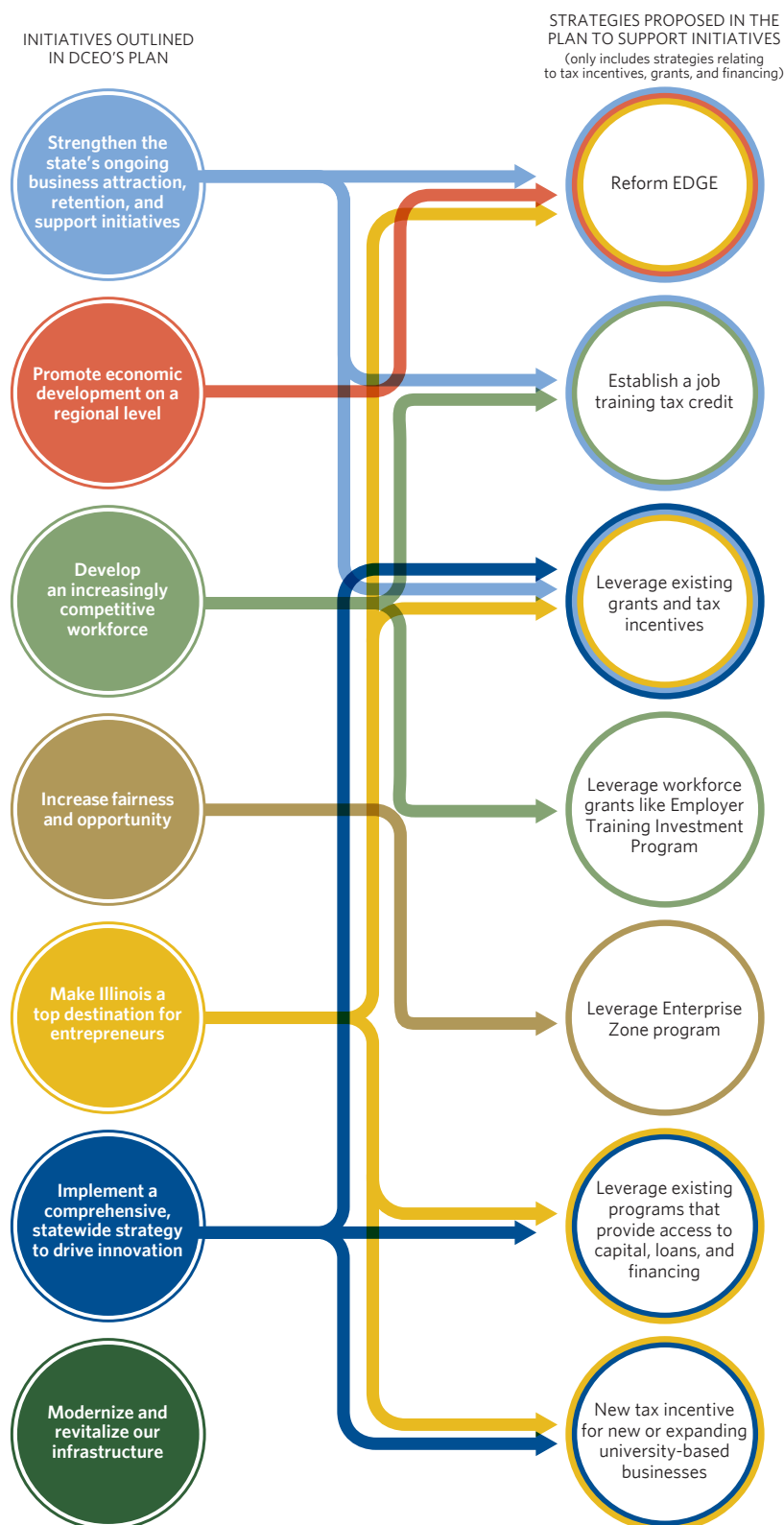
While the plan does not suggest reforms to most financial incentive programs, it does propose some changes to the EDGE program, including:

- Lowering the capital expenditure or investment requirement to allow more small businesses to participate.
- Increasing the value of the incentive for businesses in distressed communities and in communities that border other states.
- Limiting the use of special EDGE by utilizing it only for business relocation or expansion projects that create jobs or are located in distressed communities.

Proposed reforms also include increasing the amount of financial information that EDGE participants must disclose in order to receive the incentive. In 2012 and 2013, DCEO entered into 147 incentive agreements that included the EDGE program. Manufacturing industries represented the largest industry category, with 71 agreements. Figure 5 provides an overview of the use of EDGE across industries.

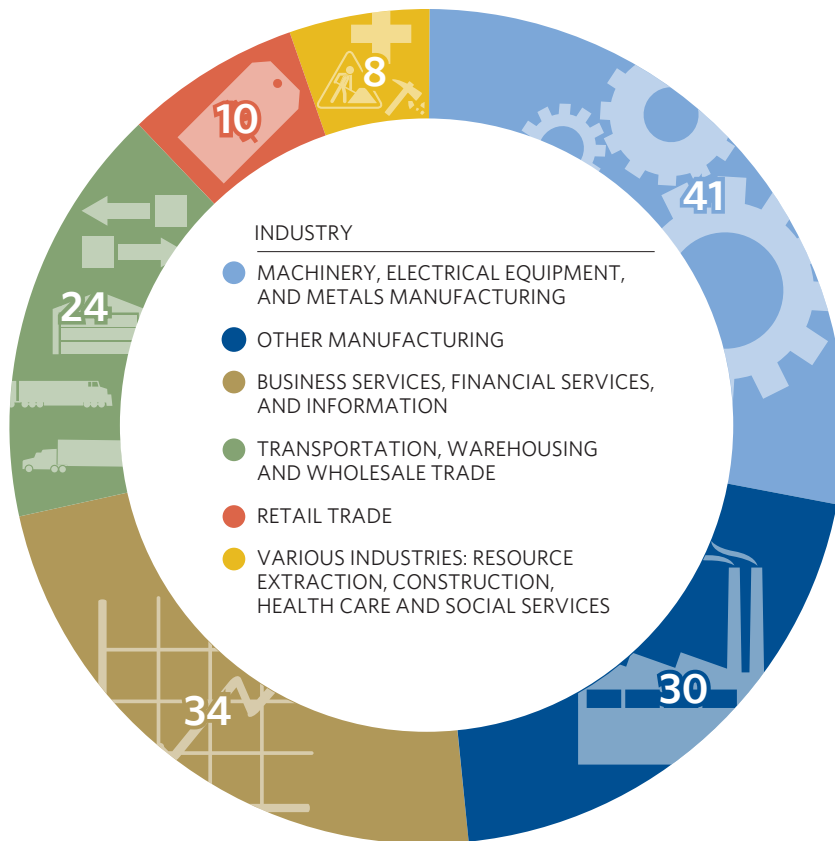


**Figure 4. Illinois economic development plan initiatives and selected strategies**



Note: EDGE = Economic Development for a Growing Economy.  
Source: Illinois Department of Commerce and Economic Opportunity, Illinois Economic Development Plan, July 2014.

**Figure 5. Economic Development for a Growing Economy (EDGE) agreements made in 2012 and 2013, by industry**



Note: Industries were designated based on NAICS codes reported in the IDCEO Annual Project Progress Reports.  
 Source: Chicago Metropolitan Agency for Planning analysis of the Illinois Department of Commerce and Economic Opportunity Annual Project Progress Reports, 2012 and 2013 award years.

The proposed reforms would in effect expand the EDGE program by providing higher levels of assistance to businesses in areas that border other states and distressed communities, and lowering the capital investment requirements. It is unclear, however, whether the reforms proposed in the strategic plan would increase the effectiveness of the state’s business attraction and expansion efforts. Governments use tax incentive programs to compensate for weak spots in the larger tax and business climate. Incentives often counteract the costs of regulatory barriers, tax policies, permitting processes, workforce development, and digital and physical infrastructure.<sup>6</sup> These topics are components of several of the plan’s other initiatives. Shifting resources toward addressing shortfalls in these areas could reduce the state’s need for economic development incentives to stay competitive. In many cases, tax incentives are not a significant determinant in firm location decisions, as businesses are more likely to focus on the larger long-term economic determinants mentioned above.<sup>7</sup>





## Reorienting investments through strategic planning

The plan indicates that tax incentives will remain a priority in DCEO's overarching economic development strategy. To the extent that these financial incentive tools are used, using them in concert with the other strategies outlined in the plan will help ensure that resources are being directed toward identified strategic priorities. Moreover, while EDGE may be a priority for restructuring due to the significant investment it represents and the legislative interest it has garnered,<sup>8</sup> the state also has the opportunity to use the strategies outlined in this section of the plan to reorient other incentive programs.

Economic development strategies generated through the DCEO planning process have the potential to enhance the effectiveness of economic development incentives. The state's strategic plan will be updated annually, and a new one will be created every five years. The 2014 plan gives no indication that any incentives will be reoriented toward meeting the needs of high-potential or emerging industry clusters. However, the revision schedule presents the opportunity to use comprehensive, ongoing monitoring and in-depth analysis of tax incentives to determine which industries are using the programs and how the programs could be reoriented to support the state's priorities.

# Coordinated workforce development initiatives

While economic development incentives can play a role in attracting new businesses to the region and encouraging economic growth, several other considerations play larger roles in firm location and expansion choices. A skilled workforce, for example, is a critical component for fostering the growth of existing businesses and attracting new businesses to the region.

This section will explore efforts that have been undertaken in recent years to enhance workforce development outcomes by implementing strategic and coordinated planning initiatives. The region's Workforce Investment Boards and Skills for Chicagoland's Future are used to illustrate how workforce entities are engaging in these activities.

## Workforce development overview

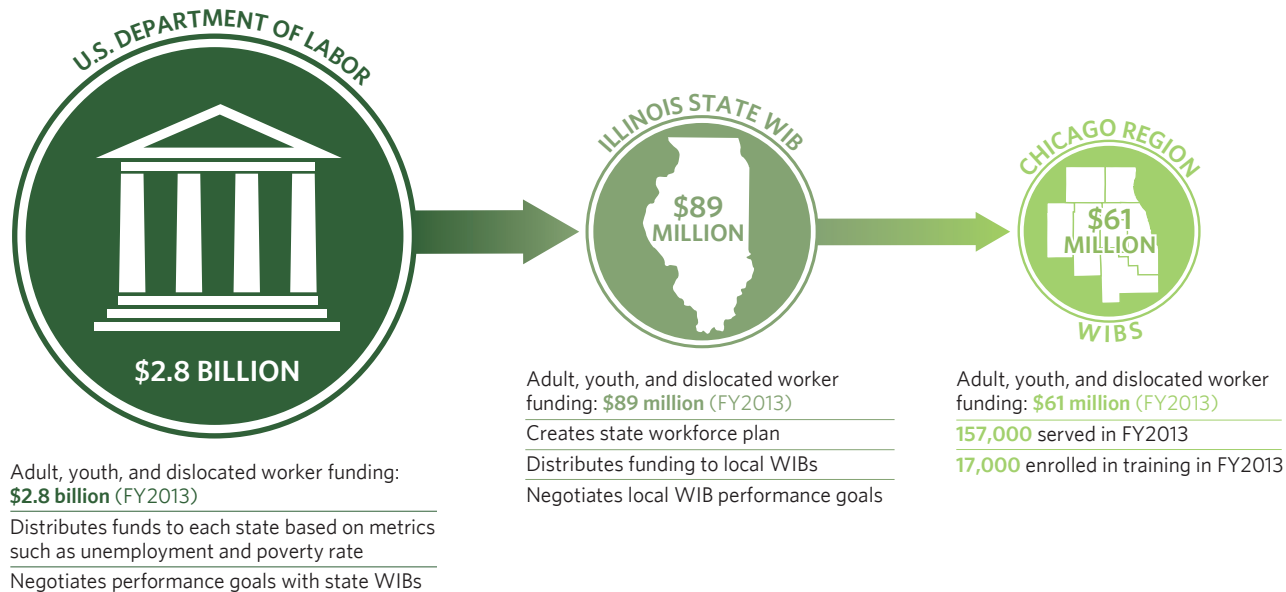
To be truly effective in supporting local industry clusters, regional workforce development must integrate with and support several adjacent educational systems. For example, the region's primary and secondary schools must provide a solid foundation for individuals who will seek postsecondary skills. Workforce development programming, which has tended to focus on low- to mid-skilled individuals, must cater to the skill levels of individuals who need training, and provide training and certification in career fields that will experience employment growth now and in the near future. Aligning these often siloed systems is a complex process that requires comprehensive planning.

Outside of the public education system, the government's predominant contribution to workforce development comes through the federal Workforce Investment Act of 1998 (WIA).<sup>9</sup> WIA funding helps states provide "one-stop" service centers where individuals can search for employment, find labor market information, and, in some cases, receive skill training. Figure 6 illustrates how WIA funding is distributed to the State of Illinois Workforce Investment Board (WIB), and then to each of the state's 26 local WIBs. Each local WIB is responsible for workforce development in their respective local workforce investment area. The seven-county Chicago region has six workforce investment boards,<sup>10</sup> with a combined 2012 budget of \$61 million.<sup>11</sup>

Federal regulations require the State of Illinois WIB to create a five-year strategic plan that outlines state workforce development initiatives and provides examples of how local WIB activities fit into the state plan. The state WIB is also required to describe workforce progress in an annual report submitted to the U.S. Department of Labor. Although federal legislation specifies a clear role for state WIBs in orchestrating workforce development across the state, the region's WIBs tend to operate independently of the state WIB.



Figure 6. Flow of workforce development funds



Note: WIB = Workforce Investment Board. Chicago region WIBs include Chicago-Cook Workforce Partnership, DuPage County Workforce Board, Lake County Workforce Investment Board, McHenry County Workforce Investment Board, River Valley Workforce Investment Board (DeKalb, Kane, and Kendall counties), and the Workforce Investment Board of Will County.

Source: U.S. Department of Labor; Illinois Workforce Investment Board; Illinois Workforce Development Annual Report, 2013.

Within northeastern Illinois, the Workforce Boards of Metropolitan Chicago (WBMC) — a consortium of the region’s WIBs, which cover the City of Chicago, Cook, DuPage, Lake, McHenry, DeKalb, Kane, Kendall, and Will Counties — play a key role in guiding workforce development on a regional level. Intra-regional WIB relationships formed through the consortium have proven valuable in recent years in helping the region secure several competitive workforce development grants as a group.<sup>12</sup> When new workforce funding

opportunities arise, the region’s WIBs are able to quickly organize key stakeholders through WBMC and write grant applications backed by regional economic and workforce data. The consortium, which has existed since 2002, is unique among local workforce investment areas nationwide because of its regional focus and success in coordination across administrative boundaries. The group has also played a key role in pushing for workforce development initiatives that target the region’s industry clusters.

## Strategic planning under the Workforce Innovation and Opportunity Act of 2014

In July 2014, the federal government enacted new legislation that will replace the Workforce Investment Act in 2016. The legislation, known as the Workforce Innovation and Opportunity Act of 2014 (WIOA), constitutes mostly minor changes to the federal workforce development system and leaves much of the Workforce Investment Act's structure intact. Changes will be made to state and local strategic planning requirements, however. Under WIOA, state strategic planning will take on a broader perspective. State plans will be required to discuss the roles of community colleges and career pathways in helping to foster workforce development, and plans must be shown to align with other statewide economic development strategies.

WIOA will also require greater regional coordination among local WIBs. WIBs located in newly designated planning regions will be required to collaborate with one another and develop a regional strategic plan. Regional plans must establish a strategy for delivering service regionally, including coordination of services among local Workforce Investment Boards to avoid duplication of services and decrease costs. To an extent, the past work of the Workforce Boards of Metropolitan Chicago has already anticipated the types of regional activities and concepts called for by the WIOA, which codifies and affirms the importance of regional planning in workforce development.

## Workforce training and employer coordination

Public workforce development efforts have generally focused on helping individuals re-enter the workforce by providing workers with labor market information, job search assistance, career counseling, or job skills training. The approach of providing services to unemployed workers only represents half of the workforce development equation, however. Workforce development entities can also work with businesses to identify employment opportunities and match those opportunities to unemployed individuals who already have the requisite skillsets for the position or are capable of developing such skills. Although the federal government has emphasized this approach since the passage of WIA in 1998, it has generally received less attention than efforts based on assisting individuals.

One organization focused on demand-driven workforce development is Skills for Chicagoland's Future (SCF). As an intermediary between unemployed workers and employers, the organization partners with businesses that commit to hire large numbers of employees. SCF then identifies and recruits unemployed workers by accessing resume databases, including Illinois WorkNet, which stores resumes of individuals collecting unemployment insurance. After SCF finds potential employees, the client business selects a group of individuals it is willing to train or hire directly. In the cases where the company will require training, trainees are guaranteed a job offer upon training completion.

Thus far, the organization has minimized the costs of hiring by working with larger firms seeking to hire a large number of workers into positions with similar skill requirements. SCF's efforts have been especially effective in helping find jobs for long-term unemployed individuals, who represent more than 75 percent of the organization's placements.<sup>13</sup>

SCF currently serves only Cook County but is looking to expand across the region, as the difficulty of finding skilled workers is a regional issue. SCF's focus to date has been on the information technology and healthcare sectors, but there are opportunities to explore expanding this model to other industries such as the region's freight and manufacturing industry clusters.



## Reorienting workforce development

Workforce development entities in the region are implementing new, strategic approaches, which may provide the opportunity to enhance workforce development programming in the manufacturing cluster. Nationwide, an estimated 50 percent of the region's manufacturing workforce will reach retirement age in the next 15 years.<sup>14</sup> Small manufacturers, which make up over 90 percent of the region's manufacturing establishments,<sup>15</sup> stand to be hit especially hard by a shortage of skilled workers. The shortage has been exacerbated in recent years as the manufacturing workforce ages, yet recruitment efforts are hampered by poor public perception of manufacturing careers and by a shortage of apprenticeship opportunities.

Efforts to encourage relationship building among the region's WIBs through the WBMC can be used to help metropolitan Chicago develop a regional strategy around workforce development in key industry clusters. Moving forward, reauthorization of the Workforce Investment Act will serve to further collaboration and planning among local WIBs by requiring the region's WIBs to engage in closely coordinated strategic planning efforts. These efforts will ensure that workforce development resources are used effectively and that the region's WIBs have a roadmap for future regional collaboration.

Organizations like SCF are implementing innovative solutions to workforce development that have shown great potential. The success of these models on a smaller scale can be used as the basis for expanding such initiatives to other parts of the region. In addition, expanding employer needs-based approaches other industries and employers could help address key industry cluster skills gaps.

# Monitoring and evaluation of policies

In an environment of constrained public resources, public investments in economic development must be prioritized toward policies and programs that work the best. To achieve this goal, investments should be continually monitored and evaluated through a clearly established and transparent process. The State of Illinois has recently implemented policies to monitor and evaluate economic development practices, which includes monitoring individual grantees and recipients of funds to ensure compliance. Overall, however, the state lacks many of the monitoring and evaluation mechanisms necessary to help measure effectiveness of economic development policies.

Other states and regions have had success in integrating transparent monitoring and evaluation processes, particularly regarding tax credits and incentives used for economic development purposes. For example, the State of New York uses annual progress reports and makes funding application results public to help policymakers and the public monitor investments. In the State of Washington, a non-partisan legislative office reviews tax incentives and, together with a citizens' commission, provides recommendations regarding tax incentives to the state legislature on a regular basis. The State of Oregon has institutionalized regular review of tax credits by renewing them on a regular basis as part of the appropriations process. In each of these examples, program data is both readily available and highly relevant to program evaluation. This section will explore opportunities for Illinois and the region to make information more accessible, enhance monitoring, and improve evaluation. While this section focuses on the State of Illinois as well as local workforce development, opportunities to improve monitoring and evaluation also apply to economic development investments made by other levels of government.

## Transparency and monitoring

The first step in enhancing the monitoring and evaluation of any program or policy is to ensure that information is accessible to the public and to policymakers. Over the past decade, the state has made inroads toward increasing transparency. While a significant amount of information has been made available, too often it is not accessible in a comprehensive and analyzable format. Figure 7 provides a summary of the types of data available about major tax incentive programs as well as the extent that data are accessible for analysis and evaluation.



**Figure 7. Assessing transparency of State of Illinois tax incentive data**

	EDGE PROGRAM	HIGH IMPACT BUSINESS PROGRAM	ENTERPRISE ZONES	FINDINGS	BEST PRACTICE
<b>Navigability</b> <i>How easy is it to find?</i>				Many datasets are difficult to locate when searching for information on a program. Datasets for some programs are incomplete or fragmented, where parts of the dataset were stored in multiple places and not always linked together.	Place the data in a prominent location on the website and link multiple sources together that refer to the same program.
<b>Downloadable</b> <i>Can the data be used for analysis?</i>				While the data is available to download, most programmatic information must be downloaded for each individual business, making it cumbersome to combine data for the entire program.	Combine data sources by program. Where possible, data should not be fragmented but provided as a whole.
<b>Machine readable</b> <i>Can the data be manipulated?</i>				Most data provided is in a non-machine readable or searchable format (i.e., in PDF form) which does not allow users to analyze and manipulate the data easily at a programmatic level.	Provide data in machine readable formats such as comma separated value or excel spreadsheet so users can analyze the data.
<b>Time-series</b> <i>Is data across a represented number of years available?</i>				Most of the programs span multiple years, yet the data must be downloaded for each business, in each individual year. This makes it difficult to analyze the effectiveness of the program over time.	Make data available to download in one file over the life-span of the program, or a reasonable number of years.
<b>Geographic identifiers</b> <i>Is place-based information available?</i>				Although some incentives are available within geographic zones, the data for the boundaries of the zone (i.e., a shapefile) are not available in a machine-readable format.	When applicable, provide address-level information.
<b>Accuracy of data</b> <i>Are there large discrepancies in reporting over time?</i>				Many of the programs require businesses to self-report data. This can lead to inconsistent reporting or errors that affect the data. Measures are now in place to improve monitoring this data to ensure accuracy.	Regular monitoring and evaluation of data ensures that there is a reasonable level of confidence in the data reported. Rounding errors or typographical errors can be remedied before data is published.
<b>Outcomes</b> <i>Are the results of the investment reported?</i>				Businesses do report on jobs created and the level of capital investment occurring over the life of the agreement, as well as the amount of the incentive claimed.	Where possible, provide data on the size of the agreement between the state and the business was made for, how much was distributed, and number of jobs or capital investments.

\*EDGE program data has different levels of accuracy across years due to a transition of data collection from DCEO to IDOR and changes in auditing methodology.

Source: Chicago Metropolitan Agency for Planning analysis of State of Illinois Corporate Accountability and DCEO websites; IDOR *Enterprise Zone, River Edge Redevelopment Zone, and High Impact Business Tax Incentives* 2012 and 2013 annual reports; and, DCEO *Economic Development for a Growing Economy (EDGE) Tax Credit Program Annual Report* 2012 and 2013.

### Structure of incentive agreements

Incentives like EDGE are tax incentives rather than direct subsidies. As a result, businesses are certified to be eligible for the tax reduction annually based on whether they have met the requirements for the agreement that year. Requirements include a certain number of jobs created or retained at a particular site and a certain level of capital investment.

After passage of the Corporate Accountability for Tax Expenditures Act<sup>16</sup> in 2004, the state launched the Illinois Corporate Accountability website.<sup>17</sup> Under the Act, recipients of state tax incentives must provide annual reports to DCEO on the progress of incentive-related economic development projects, including numbers of employees hired as a result of the project compared to the number of jobs that were promised to be created or retained, as well as wage data for those positions. The Corporate Accountability site also includes data on the number of instances where incentive money was recaptured because businesses did not fulfill or were in violation of the terms of the agreement, as well as waivers granted.

Subsequently, the State launched the Grant Tracker website in 2010.<sup>18</sup> The tool is more technologically advanced than the Corporate Accountability site, allowing users to download results in machine-readable format. The Grant Tracker only provides data on a portion of the programs administered by DCEO, however, and does not include data on incentive programs tracked on the Corporate Accountability site. Only two state programs — Employer Training Investment Program and the Large Business Development Program — appear on both sites. Moreover, the Grant Tracker does not include some of the accountability-related data that are available on the other site, such as the number of current employees and how that compares to the number of jobs that the company agreed to create or retain under the incentive agreement.

In addition to maintaining the Corporate Accountability and Grant Tracker websites, DCEO also publishes various statutorily required reports that provide data on a variety of programs.<sup>19</sup> These reports allow policymakers to monitor programs such as EDGE, Enterprise Zones, and various workforce development programs. Separately, to comply with new statutory requirements, the Illinois Department of Revenue (IDOR) recently began collecting data on tax incentives associated with the Enterprise Zone program as well as the High Impact Business program.<sup>20</sup> Businesses, utilities, and holders of building materials exemption certificates must file reports with the IDOR, which are published in an annual report.<sup>21</sup>

### EDGE Reporting and Monitoring

DCEO is required to publish an annual report for the EDGE Tax Credit Program. The report outlines eligibility requirements, data on businesses approved for the credit during the year, along with the number of jobs created, number of jobs retained, and the projected private investment. The report also provides a narrative description of each project that was approved. Lastly, a history of whether projects approved in past years received or lost credits is included. The terms of each agreement are not included in reports currently, but recent legislation requires the terms of each agreement to be posted for new agreements.





## Evaluating programs and policies

Beyond monitoring programs and publishing required data, policymakers can use data and information to evaluate programs. Understanding outcomes allows policymakers to prioritize economic development efforts based on performance goals. Many of the existing systems for evaluating programs can be used to inform expanded evaluation efforts.

### State efforts to evaluate investments

Illinois has a variety of venues to engage in program and policy evaluation, some of which are required by law. As part of the appropriations process, the State of Illinois uses an outcomes-based method called Budgeting for Results.<sup>22</sup> State statute requires appropriations to be determined based on goal setting to meet prioritized outcomes and performance analyses. It is intended that all state appropriations, including those made for economic development purposes, go through this annual process. In the years since its enactment, Budgeting for Results has instituted internal systems to update performance indicators and to report outcomes as part of the Governor's annual budget proposal.

However, many economic development investments are not made through the appropriations process. Instead, tax credits and deductions for economic development act as tax expenditures rather than appropriated expenditures. Illinois tax expenditures are not regularly evaluated or included in the state's budgeting process, meaning that a number of its economic development programs are not subject to the requirements of Budgeting for Results. An important lesson learned from Oregon's efforts to integrate regular renewal into tax incentives is that institutionalizing sunsets on tax credits can provide a mechanism for regular evaluation.

## FISCAL TERMINOLOGY

### **Appropriations:**

An amount of money that may be spent for a specific purpose during a fiscal year, authorized via legislation.

### **Appropriated expenditures:**

Funds spent from appropriations.

### **Tax expenditures:**

A reduction in the amount of tax revenue that would otherwise be generated. Ways that the reduction occurs could include tax exemptions, exclusions, deductions, credits, abatements, or preferential tax rates.

Source: Illinois Office of the Comptroller.

In Illinois, 97 Enterprise Zones have been created since 1984 to encourage economic growth and revitalization in communities in economic distress. Each zone has a 30-year life cycle, and, without extensions, the oldest zones were set to expire starting in 2014. As zones began to come up for expiration, policymakers were concerned about reauthorizing them without instituting policy reforms. Legislation enacted in 2012 extended expiring Enterprise Zones to 2016, but beginning in 2016, they will be required to reapply for designation under new criteria.<sup>23</sup> Areas applying must now meet more specific criteria, and DCEO will grade applicants based on a point system that a new Enterprise Zone Board will use to inform the process of making designations. Enterprise Zones designated after 2016 will have a 15-year term, rather than a 30-year term and can be reviewed by the Board for a 10-year extension.

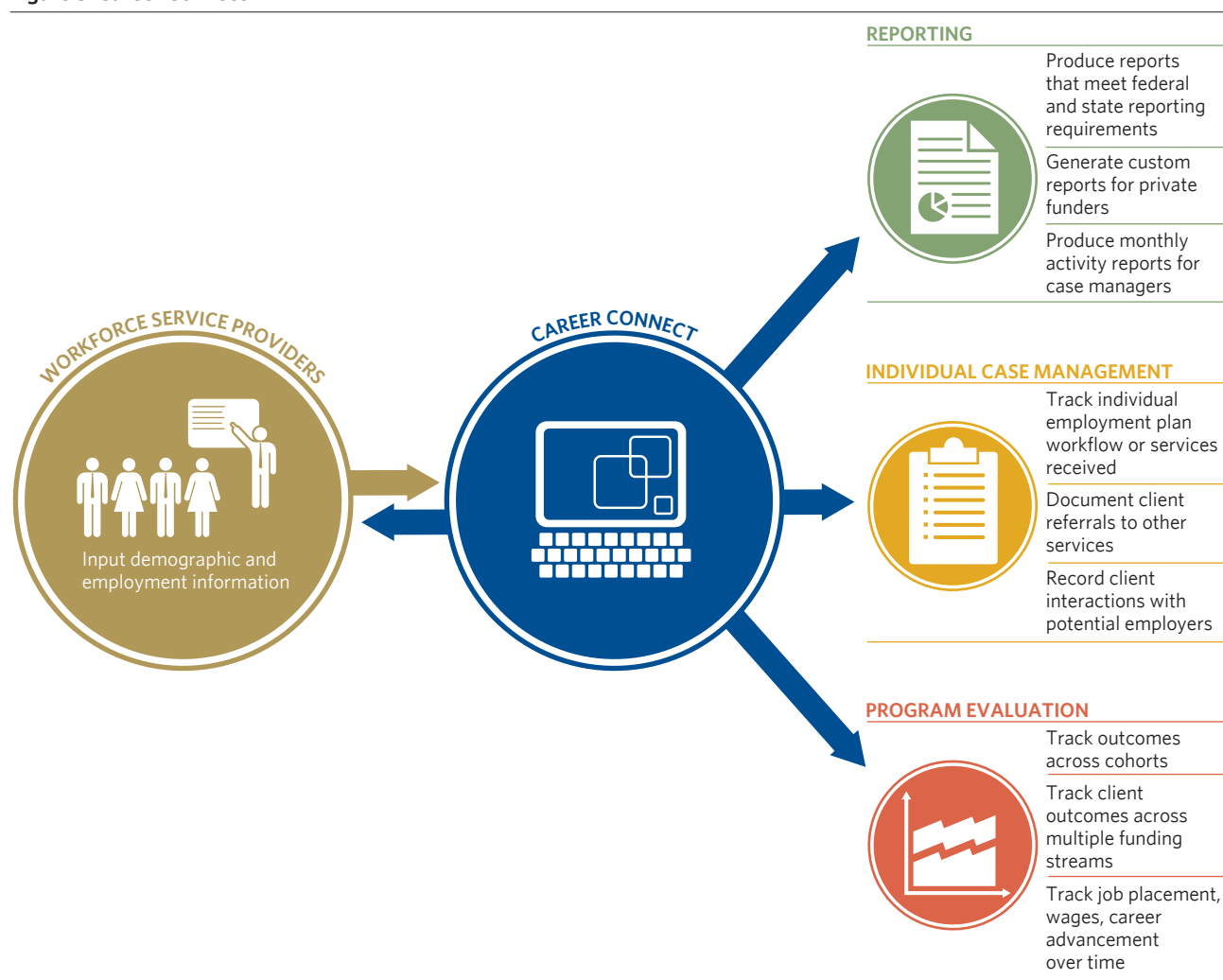
### Local efforts to evaluate workforce development

To maximize their workforce development capacities, the region's workforce service providers have become more active in blending multiple public and private funding streams together. This approach has led to difficulties in tracking the overall return on investment produced by programming because individual funding streams often have unique reporting requirements. Further exacerbating this problem is the fact that the region's workforce service providers do not have comprehensive data systems that can easily handle the reporting requirements of multiple funding streams. As a result, providers increasingly find themselves entering data into duplicative systems that are unable to communicate with one another. This siloed approach to workforce data management makes it difficult for workforce providers to measure success and difficult for workforce funders to understand how effectively individual agencies or programs are performing.

To address the limitation of current workforce development data systems, the Chicago Cook Workforce Partnership applied for and received a \$3 million Workforce Innovation Fund grant from the U.S. Department of Labor in 2012 to design, build, and test a new integrated workforce information system called Career Connect. Career Connect will integrate workforce data across multiple funding streams, reduce duplicative data entry, provide for enhanced client services, and allow for more data-driven decisions in workforce development policy.



Figure 8. Career Connect



Source: Chicago Metropolitan Agency for Planning analysis of Chicago Cook Workforce Partnership Integrated Workforce Information System Request for Proposals, 2013; System Implementation Plan, 2014.

Career Connect will help workforce service providers coordinate workforce development data across funding streams. Rather than replace existing systems, Career Connect will share information between existing data systems, reducing duplicative data entry. Client service history will be captured in a centralized system, allowing workforce service providers to more easily understand which services a client has accessed in the

past or is currently using. In addition to facilitating the tracking of multiple funding streams, Career Connect will integrate employer services, job matching, and jobseeker services into one system, allowing service providers and funders to gain a more holistic picture of the workforce system's impact through advanced reporting and analytics.

## Reorienting monitoring and evaluation procedures and policies

The State makes available a great deal of data regarding economic development incentives and programming, providing the opportunity for the public and policymakers to monitor these investments. In some cases, however, more information and greater transparency is needed to effectively evaluate economic development efforts. For example, having additional information about tax incentive recipients would help shed light on investments and enhance monitoring.

Comprehensive monitoring and analysis is especially important for major economic development incentive programs because the scale of the State's investments in these programs is substantial. As indicated in Figure 3 (page 13), in FY 2013 the state experienced a revenue loss of \$84 million by way of the EDGE program, while tax exemptions and credits under the Enterprise Zone program totaled more than \$100 million. Legislation enacted in 2012 requires that the terms of new agreements be posted on-line will enhance transparency going forward.<sup>24</sup> Past efforts to require more transparency measures, such as providing businesses' gross and net income,<sup>25</sup> have been met with concerns by businesses about making proprietary data public.

Economic development incentive information that is already available would benefit from being integrated into a singular comprehensive database that allows the data to be more easily reviewed. Implementing such a system will take time and resources, and DCEO has indicated that it will continue to use its existing resources to improve their data systems. Ultimately, it can be challenging to make data transparent in a manner accessible to a novice user.

Program evaluation and performance measurement can be also challenging, especially for economic development investments. Data limitations, as well as the challenge of evaluating a program that is used by a diverse group of users, can hinder efforts to produce accurate evaluations. In some cases, it can be difficult to pinpoint the specific purpose of a program, which is a crucial first step in evaluation. Moreover, it can be politically difficult to implement systematic evaluation of programs and policies.

Enhancing and continuing efforts like Budgeting for Results is key to assessing the performance of programs and tying the evaluation to appropriations. The state could expand these regular evaluation efforts to tax credit programs as well. Evaluations allow decision makers and the public to understand program outcomes, performance relative to goals, fiscal impacts, and trade-offs of using resources for an incentive program instead of for other government activities. In other states that have implemented regular evaluation of tax incentives, the legislative body has led the effort, with nonpartisan legislative staff shepherding the process. This structure may be difficult to implement in Illinois due to the state's relatively low utilization of nonpartisan legislative staff.<sup>26</sup> Recent legislation also provides the opportunity to ensure that Enterprise Zone designation will be based on enhanced criteria, and that the designation will be evaluated before an extension is given. While the outcome of this legislation will not unfold for several years, it nevertheless represents a move toward increased monitoring of state economic development programming.

With respect to workforce development, workforce programming outcomes in Cook County will become easier to report and evaluate with the development of Career Connect. This model could be used in other areas to foster evaluation efforts and help target resources.



# Competing in the global marketplace

Today, many of the region's resources are dedicated toward intraregional and interstate competition in which counties and municipalities compete with neighboring jurisdictions to attract and retain businesses. In many cases, this competition produces little to no economic benefit from a regional perspective and simply represents the relocation of existing economic activity rather than real economic growth. Establishing common regionwide economic development priorities that span across jurisdictions could increase the region's global competitiveness. Utilizing northeastern Illinois' limited resources to facilitate the growth of industry clusters and attract new businesses and workers will ensure the future competitiveness of the region.

CMAP's previous research exhibits how regional efforts in metropolitan Denver have reduced intraregional competition among businesses and helped the region grow its industry clusters. Businesses considering locating in the region are greeted with a "region-first" approach from local communities, as well as from a regional economic development corporation that serves as a single point of contact for the region. Denver's region-first approach has been supplemented by region-wide efforts to understand and cultivate local industry clusters. The region's firm understanding of its existing assets has allowed metropolitan Denver to develop a comprehensive marketing campaign aimed at attracting new businesses to the region that will supplement existing industry clusters. This section explores opportunities for the Chicago region to develop outward facing strategies that strengthen the region's global competitiveness.

## Current local economic development efforts

Within the Chicago region, there are a variety of public entities engaging in economic development efforts. Local units of government, such as municipalities and counties, market sites in their communities to developers and provide financial incentives, services, and programming to businesses. Investments in schools, infrastructure, public safety, and other public services also help drive economic activity, including business development, attraction, and expansion.

Prior CMAP research<sup>27</sup> shows that many municipalities use incentives such as tax increment financing districts and sales tax rebates to encourage economic development, particularly business attraction and retention. In some cases, incentives are used to encourage infill development of a particular location that would otherwise be too costly to develop. In other instances, communities use incentives to offset costs for new developments that do not bear extraordinary costs. In the latter case, funds are often committed to businesses and developers that are already intending to select a site in northeastern Illinois and are choosing from several specific sites in the region. In these instances, the use of incentives creates no added economic benefit for the region.

## How do retailers select sites?

Local efforts to attract development may focus on uses like retail, where attraction efforts help determine the precise location the development will locate, but not whether the retail development will come to a particular region or market area at all. Major factors that help determine preferred market areas for retailers include whether the area has a population matching the target demographic groups, a market opportunity for the business, as well as general costs associated with expansion. Selection of specific sites involve market requirements including proximity to customers and spatial relationship to competing retailers and retail clusters, site specific factors involving access and visibility, and costs of the site. It is typically in the area of site costs that local economic development efforts come into play in an attempt to reduce the cost of a specific site through subsidies and tax incentives.

It is uncommon for local tools to be used to attract a business to the region or to establish a new business, because local incentives typically do not counteract any larger-scale location decisions. Local governments tend to target incentives toward development that will increase the community's tax base rather than create new economic impacts like employment, production, and wages. For example, many communities target resources toward retail development, which has a low spillover effect to the regional economy in terms of supporting employment and wages in other sectors.

The region's counties also engage in economic development efforts via county departments of economic development or through public-private entities that receive funding from counties. The role and capacity of these entities varies, but they are generally charged with encouraging economic development within the county through programs, services, or incentives. Counties often provide site selection assistance and help local governments in providing economic development programs and services. Some county-based economic development entities also serve to coordinate among multiple local governments when offering property tax abatements other incentives. Most such county-based entities also take on the role of marketing local business assets. These efforts are broader than many other locally-based efforts, but remain geared toward subareas of the region. Many assets in these subareas do not end at county or municipal boundaries. Rather, many have regionwide applicability, such as the region's network of transportation infrastructure, supply chain access, and workers.



## Reorienting regional economic development efforts

A significant number of resources are allocated to local economic development efforts at both the municipal and county level, including commitments of more than \$433 million from communities to businesses and developers under currently active sales tax rebates.<sup>28</sup> These resources are generally used to engage in fragmented efforts that encourage intraregional competition over an outward facing strategy. Such efforts are problematic when intended to attract businesses that would have located somewhere in the region regardless of local efforts. Communities have limited resources, however, and they often need to use those resources for specific needs within their borders rather than for efforts that would be more applicable regionally.

While a large portion of economic development activities in the region are inward-facing, opportunities exist for the region's economic development entities to engage in more outward-facing efforts. Many local economic development goals coincide with wider regional objectives. By strategically orchestrating local economic development efforts across jurisdictions and encouraging economic development activities to be carried out regionally when appropriate, the region could become more effective in attracting new businesses and nurturing industry clusters.

Although outward-facing economic development strategies can bring substantial benefits to metropolitan economies, discussions with economic development professionals in the region identified several barriers to implementing them. Regionwide economic development efforts often require a degree of trust among stakeholders, which can be difficult to secure in a metropolitan area as large as northeastern Illinois. In addition, stakeholders who dedicate resources to regional economic efforts must feel assured that their contributions will generate a return proportionate to what they have invested, which can be difficult to measure. Additionally, any successful regional effort must also have buy-in from both the City of Chicago and the region's suburban areas. Historic trends of city-suburb discord remain an unfortunate barrier to regional economic development efforts.

Recent efforts to convene leaders from the suburbs and the City of Chicago through the Growing our Region Forum fostered dialogue on regional economic development issues. But metropolitan Chicago currently lacks a regionally focused economic development entity that provides a suite of services, marketing, coordination, or site location services to facilitate new business development and attraction. Within the region, several organizations have the capacity to encourage a regional economic development approach. On the broadest level, the state's Department of Commerce and Economic Opportunity has a regional office in northeastern Illinois, as well as regional offices across the state, to help promote economic development through encouraging business attraction, retention, and expansion. Within the region, the Metropolitan Economic Growth Alliance (MEGA) was founded in the early 2000s and has had some success as a sharing space for best practices among economic development professionals. The organization is composed of key regional stakeholders, including World Business Chicago (WBC) and the region's county economic development agencies. A key challenge MEGA faces, however, is a lack of resources to undertake meaningful regional economic development projects. WBC may also have the capacity to lead regional initiatives, but as a public-private partnership between the City of Chicago and the business community, WBC could be met with skepticism from suburban stakeholders.

Not all economic development efforts should be carried out at a regional level. Discussions with local economic development professionals, however, suggest several starting points for developing outward-facing regional strategies. Regional collaboration could be employed, for example, to develop a marketing campaign for the Chicago metropolitan area. Regional efforts are underway to encourage exporting, and opportunities also exist to employ multijurisdictional collaboration to support the region's freight and manufacturing clusters. In addition, recent experience suggests that collaborating as a region can help leverage resources for funding economic and workforce development.





### Exploring regional marketing

The region currently lacks a unified message about the value of locating in northeastern Illinois. Several of the region's counties currently market themselves to businesses, and a regionwide approach would help create a much stronger, persuasive message about the Chicago metropolitan area and its economic assets. Discussions with local economic development practitioners suggest that the Chicago region is not doing enough to effectively market itself and that there is interest in the region to implement a metropolitan marketing strategy.

Such a marketing strategy could also provide businesses with a single point of contact able to answer questions about the region. This point of contact could direct potential businesses to the resources they need to make a location choice. A lack of cooperation among the region's existing economic development entities can send the message that conducting business in the region is difficult. Potential businesses, developers, and site selection consultants should be presented with a system that is easy to navigate and promotes the many economic benefits of the Chicago metropolitan area.

DCEO's strategic plan identifies increased marketing as a key strategy for enhancing the Illinois economy, noting that opportunities exist for the state to market its economic advantages outside of its borders.<sup>29</sup> The plan proposes marketing the state's geography, access to workforce and transportation infrastructure, and high quality of life to foreign businesses in order to attract them to Illinois. The plan also mentions marketing existing small business development resources to Illinois businesses to encourage local expansion. Any regional marketing efforts undertaken within the Chicago region could be coordinated with planned statewide marketing efforts to maximize the effectiveness of marketing outreach efforts.

### Promoting exporting

Increased cooperation within the region could help firms reach a growing global customer base by encouraging exporting activities. The rapid industrialization and urbanization of emerging economies have created significant opportunities to sell products and services outside of the country, with roughly 70 percent of the world's purchasing power now located outside the U.S.<sup>30</sup>

Many of the region's businesses — especially small- and medium-sized manufacturers — could benefit from exporting. In many cases, small businesses are not aware of the benefits of exporting, or of existing export assistance programs. DCEO regularly organizes small business trade missions to target countries and provides trade assistance through the region's five Small Business Development International Trade Centers.

Economic development organizations across the region could do more to make small businesses aware of the importance of exporting and of the support resources available. Through the Growing our Region Forum, the region's county board chairs and WBC have launched a new initiative, Metro Chicago Exports, to encourage exporting from the region. DCEO's new strategic plan also highlights several state-led efforts to encourage exporting, including increasing market research efforts, conducting foreign trade missions, and helping small- and medium-sized businesses create export plans. Efforts undertaken within the Chicago region to encourage exporting should align with state efforts where possible.

An opportunity also exists for the region to develop a detailed metropolitan-level export strategic plan. Northeastern Illinois functions largely as one unified economy, and any plan to encourage exporting activity should account for this characteristic. A regional export plan could identify existing export relationships, target industries to assist, and key stakeholders who could assist with implementing a plan upon completion.

## Streamlining policies

While regional collaboration plays an integral role in supporting outward facing strategies, collaboration across jurisdictions can also be employed to address more granular economic development issues within the region, such as truck permitting. The Chicago metropolitan area is one of the largest freight hubs in North America, and the region's connection to seven interstate highways plays an integral role in supporting local freight and logistics activity.

Trucks in the region often cross multiple jurisdictions to deliver goods. Many of these jurisdictions impose truck restrictions and regulations that limit when and where trucks are allowed to travel. On a regional scale, these regulations have led to the creation of disjointed routing systems that create inefficiencies in the movement of trucks. In some instances, municipalities require trucks to purchase permits to travel through their jurisdiction. The process of obtaining all the necessary permits can be unwieldy and time-consuming for local freight movement. In recent months, the region's county board chairs have gathered to begin identifying ways to expedite the process and support the region's freight cluster.

## Leveraging resources through collaboration

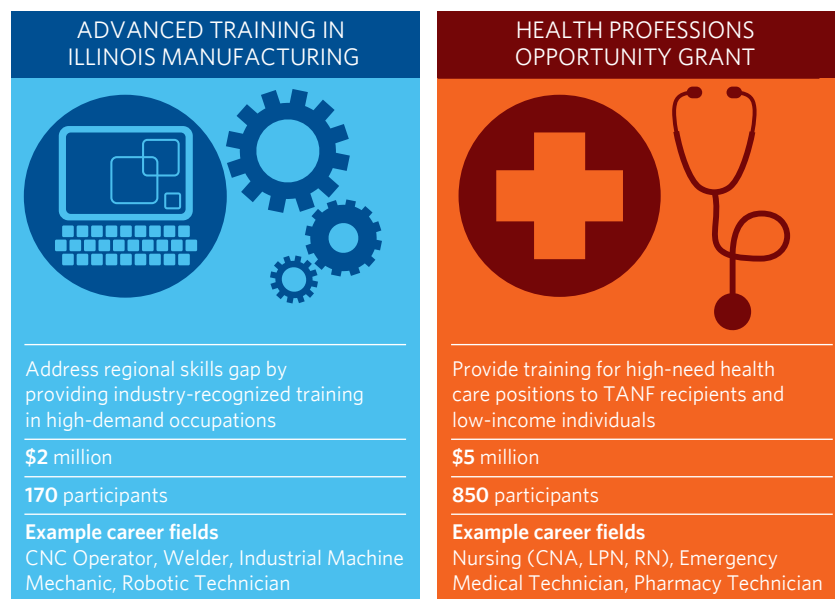
In addition to engaging in efforts to support the region's freight cluster, recent regional collaboration has led to additional resources that support metropolitan Chicago's manufacturing cluster. In recent years, regional partners have worked collaboratively with one another to secure workforce grants and plan for regional workforce development. This collective application approach helps the region secure additional workforce funding while decreasing application costs. These models for collaboration could be used for generating future workforce development resources as well as other economic development funds.

The Cook County Bureau of Economic Development, in cooperation with the City of Chicago and DuPage, Kane, Kendall, Lake, McHenry, and Will counties, recently spearheaded a successful effort to have the Chicago metropolitan area designated as a "manufacturing community" as part of the federal Investing in Manufacturing Communities Partnership initiative. The program is designed to accelerate a national resurgence in manufacturing by supporting the development of long-term economic development strategies for regional manufacturing clusters. The designation will give the region access to funding that will be used to invest in strengthening Chicago's regional metal manufacturing sector. The application involved a collaborative process among more than 20 organizations and stakeholders, including all seven of the region's counties, several of the region's WIBs, community colleges, and nonprofit manufacturing organizations.

In 2012, DCEO, in partnership with the Illinois Community College Board and several WIBs across the state, received a \$12 million grant from the U.S. Department of Labor Workforce Innovation Fund to implement an advanced manufacturing training program across the state of Illinois. The region's WIBs also collaborated to secure \$5 million for the national Health Profession Opportunity Grant (HPOG), which helps low-income individuals train for careers in the health care field. The program is based on a model of credential attainment, which allows individuals to obtain a medical-field job in the short term while continuing to gain additional credentials while working.

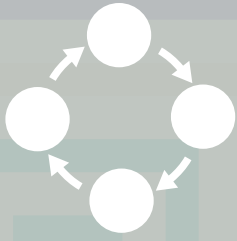


**Figure 9. Chicago region workforce training grants**



Source: U.S. Department of Health and Human Services; Illinois Workforce Investment Board; Workforce Boards of Metropolitan Chicago.

The Accelerated Training for Illinois Manufacturing and HPOG grants are testaments to the ability of the region to work together and secure increasingly scarce workforce development resources. Both programs will provide training in career fields that have significant employment needs projected in the near future. The willingness of the region’s WIBs to work together to secure the grant represents a significant step toward creating a more effective workforce development system. The regional approach taken by WIBs acts to match the region’s labor market with the region’s labor pool, ensuring that residents from across the region have an equal opportunity to train for positions in career fields of high demand. The coordination of grant applications across traditional boundaries has helped the region be more competitive for funding, has minimized grant application costs, and has facilitated the funding of regional needs on a regional scale.



# REORIENTING ECONOMIC DEVELOPMENT PRACTICES AND GO TO 2040



GO TO 2040 encourages the region's communities to plan together for sustainable prosperity. Metropolitan Chicago is one of the world's great economic centers, but ensuring economic growth in the coming decades will depend on the region's ability to reorient its economic development practices toward an increasingly competitive global marketplace. The opportunities outlined in this report include ways to prioritize economic development investments, support a skilled workforce, evaluate and monitor programs, and develop outward-facing regional strategies. They are intended to start a regional conversation on collaborative and multi-jurisdictional economic development strategies for metropolitan Chicago.

Adapting policies to support the region's industry clusters will allow northeastern Illinois to capitalize on its existing economic strengths, particularly in innovative industries like manufacturing. Reorienting practices and fostering collaboration will also enable the region to seize on opportunities to grow emerging clusters. Metropolitan Chicago must focus on making strategic public investments, empowering effective and collaborative approaches to common problems, and continuously evaluating policies and practices to ensure that the region remains highly adaptive and robust in the global economy.

# Acronyms

**DCEO**

Illinois Department of Commerce and Economic Opportunity

**EDGE**

Economic Development for a Growing Economy

**HIB**

High Impact Business

**HPOG**

Health Profession Opportunity Grant

**IDOR**

Illinois Department of Revenue

**MEGA**

Metropolitan Economic Growth Alliance

**SCF**

Skills for Chicagoland's Future

**WIA**

Workforce Investment Act of 1998

**WIB**

Workforce Investment Board

**WIOA**

Workforce Innovation and Opportunity Act of 2014



# Notes

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