



2021 PERFORMANCE REPORT



ROADMAP TO RECOVERY

Cook County's American Rescue Plan



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GENERAL OVERVIEW

Executive Summary

Cook County's plan for use of its American Recovery Plan Act (ARPA) State & Local Fiscal Recovery Funds (SLFRF) to promote a response to the pandemic and economic recovery is grounded in its core values of equity, engagement, and excellence. Cook County will use an equity lens to guide its SLFRF allocations to promote racial equity and sustainable impacts across the County. To that end, Cook County has initiated a robust community engagement process to hear directly from residents about how the funding should be allocated. Allocation will build on best practices introduced with the County's successful distribution of the Coronavirus Relief Fund (CRF) in 2020.

Beyond building on CRF best practices, Cook County's plan for its ARPA funds will incorporate the following six policy priorities as detailed in its [Policy Roadmap](#):

- Health and Wellness
- Economic Development
- Criminal Justice
- Environment and Sustainability
- Public Infrastructure
- Good Government

On July 4, 2021, Cook County launched its [public-facing website](#) and [interactive survey](#) for the community to provide input on their needs and how ARPA funding should be prioritized. The County is reviewing feedback provided by the community to determine key themes on how the funds should be used.

Based on preliminary discussions with Cook County employees, partners, and other stakeholders, six major themes for ARPA funds have already begun to emerge:

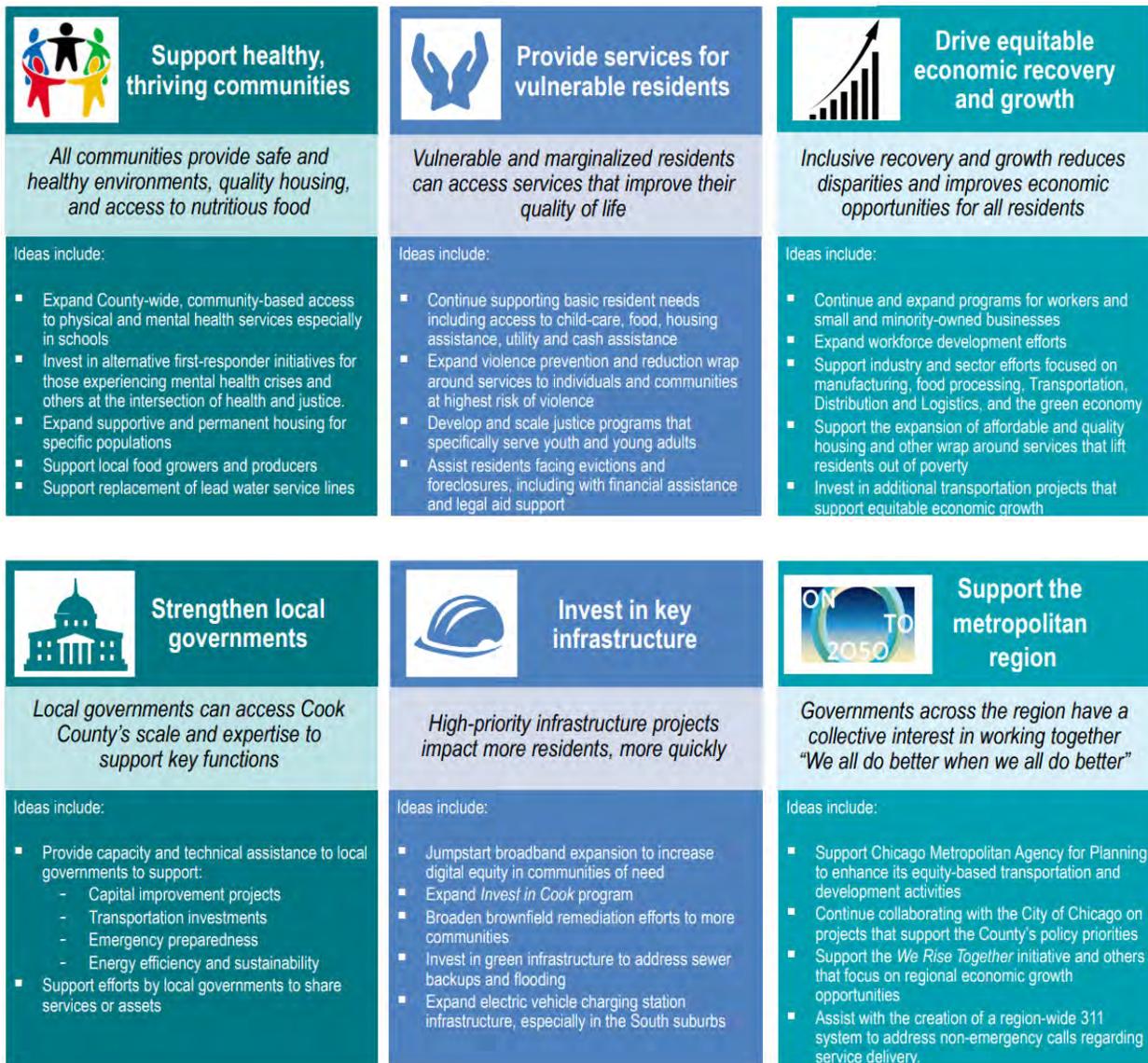


Figure 1. Cook County Funding Themes

Cook County will review collective feedback received from all stakeholders including the community, align it with its established priorities, and design the County's ARPA spending plans which will be integrated into the FY22 (and beyond) budgets for Board approval.

Uses of Funds

Funding Framework

Cook County is currently in its planning phase for the ARPA SLFRF received from the Department of Treasury. The planning framework reflects core County principles, including a focus on making progress toward racial equity throughout the County, the County policy priorities identified above, the need for increased capacity within the County to support timely design, implementation, community engagement and compliance reporting of the programs created through ARPA funding, and support for local governments. The driving core principles for the uses of the funds include the following key components:

- **Target ARPA funding** to support County policy priorities
- **Center decision-making on core values** of equity, engagement, and excellence
- **Build on foundation** of existing County and regional efforts, including the County’s [Policy Roadmap](#), [Equity Fund](#), and [We Rise Together](#)
- **Avoid duplication of resources** by leveraging existing efforts and infrastructure
- **Maximize all ARPA funding** by cross-mapping initiatives against more restrictive funding streams first
- **Implement best practices** from the COVID-19 response
 - Stand-up additional capacity, infrastructure, and expertise early
 - Offer technical assistance to local governments regarding effective administration of ARPA funds
- **Maintain flexibility** to reallocate funding as needed and federal guidance evolves
- Use one-time funds for one-time uses, or have a path to program **sustainability**

There are four main funding categories the County intends to provide SLFRF money towards:

- Near-Term Funding Opportunities
- Transformative Initiatives
- County Operations, Program Administration, and Contingencies
- Technical Assistance and Support for Local Governments to Administer Funds

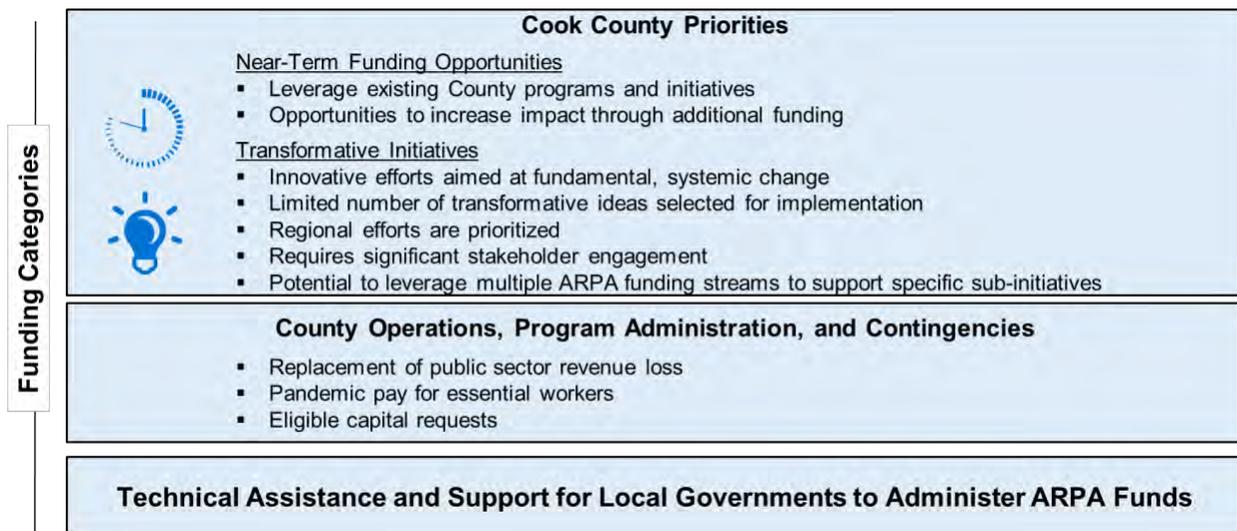


Figure 2. Cook County Priorities

Near-Term Funding Opportunities

Cook County will focus initial funding decisions on Near Term Funding Opportunities or providing money to expand existing COVID-19 response programs and initiating short-term projects able to be stood up within six months. These initiatives are fully functional programs aligned with the core principles listed above; specific initiatives to receive funding have not yet been selected.

Transformative Initiatives

Transformative Initiatives are proposed by stakeholders across the County including Cook County Commissioners, Bureau Chiefs, County Partner organizations, and from our community engagement channels. These ideas are intended to be long-term projects, impacting generations to come, to build the resiliency and recovery of the County. Each initiative will align with the core principles and screened by Policy Teams, comprised of experts on the Policy Roadmap Pillars.

County Operations, Program Administration, and Contingencies

The County is in the process of calculating its replacement of public sector revenue loss. Calculated annual revenue loss will provide allocations for additional County personnel necessary to support equitable, efficient deployment of ARPA-funded programs as well as additional support for County staff, eligible capital requests, and other program administration costs necessary to efficiently and effectively manage the SLFRF monies.

Technical Assistance and Support for Local Governments to Administer ARPA Funds

Cook County is also providing technical assistance to municipalities in Suburban Cook County to assist their management and administration of the SLFRF funds each municipality received from the Treasury Department. A series of webinars, office hours, and a newsletter are already being provided to the County's local units of government as well as direct access to Subject Matter Experts (SMEs) to provide additional eligibility reviews of expenses and guidance on reporting compliance.

Initial Board Resolution

On [July 29, 2021](#), the Board of Commissioners of Cook County approved initial SLFRF allocations totaling up to \$25,000,000 to be spent through December 31, 2021 within the following categories:

- \$12,000,000 for Cook County Community Recovery Initiatives
- \$3,000,000 in personnel costs; and
- \$10,000,000 in professional services and administrative costs.

These initial allocations were made by the Cook County Board to enable continued ARPA-funded support for certain of the County's CRF initiatives begun in 2020 as well as immediate County personnel support needs for ARPA implementation, consistent with the categories identified below. The possible initiatives under the categories have not been finalized or funded as of the date of this report, so the County is not considering the initiatives as a "project" for the purpose of this report.

As demonstrated by the initial board resolution and funding framework and initiatives described above, Cook County plans to promote each of the following Expenditure Categories (EC) as defined by SLFRF:

- a. Public Health (EC 1): Cook County plans to focus on initiatives such as expanding access to physical and mental health services.
- b. Negative Economic Impacts (EC 2): As part of the initial board resolution, up to \$12,000,000 was approved for Cook County Community Recovery Initiatives. These funds reflect the County's focus on extending economic development programs established under CRF like the Cook County Legal Aid for Housing and Debt which provides legal aid and mediation services to those at risk of eviction or foreclosure as well as those facing other legal matters stemming from COVID-19 impacts, and the Small Business Program which provides assistance to small businesses in suburban Cook County who urgently require access to funding to recover from the negative economic effects of COVID-19
- c. Services to Disproportionately Impacted Communities (EC 3): The \$12,000,000 approved for Cook County Community Recovery Initiatives also reflects Cook County's focus to extend programs established under CRF like the Homeless Shelter Assistance Program which provides support for the provision of shelter for high-risk homeless individuals in suburban Cook County who urgently require certain services for their health and safety to mitigate community spread of COVID-19.
- d. Premium Pay (EC 4): Cook County is in its planning phase for this EC and will report updates in future reports.
- e. Water, Sewer, and Broadband infrastructure (EC 5): Cook County plans to focus on initiatives such as increasing water and energy efficiency and expanding broadband to increase digital equity in communities in need.
- f. Revenue Replacement (EC 6): Cook County is in its planning phase for this EC and will report updates in future reports. As part of the initial board resolution, up to \$3,000,000 was approved for personnel costs which are a potential way in which revenue loss funds may be used.
- g. Administrative (EC 7): As part of the initial board resolution, up to \$10,000,000 was approved for professional services and administrative costs. These funds will be used to partner with subject matter experts to plan, execute, and track progress on SLFRF funded projects.

Other Federal Recovery Funds

Coronavirus Relief Fund

Cook County received \$428,597,905.20 from the Department of Treasury Coronavirus Relief Fund, as part of the CARES Act. The County has until December 31, 2021 to spend these funds which have been allocated across the following initiatives:

- \$302M to operational initiatives and direct costs incurred by the County in order to address COVID-19 and ensure continuity of services in compliance with public health guidance and mandates, including costs incurred to reorganize the County's public space for social distancing, the purchase of equipment to allow workers to telecommute, and funding used to defray the cost of public health and public safety workers directly involved in the response to the pandemic;
- \$50.8M to assist 134 suburban municipalities and units of local government pursuant to an equitable distribution strategy, which recognized that a historic disinvestment in certain communities within the County resulted in an unequal capacity for suburban local governments to respond to the challenges that Covid-19 presents; and

- \$75.8M distributed via the Bureau of Economic Development to direct service providers within Cook County to address critical social service needs as well as economic and community development needs which launched The Cook County Community Recovery Initiative that includes, but is not limited to, the following: Cook County COVID-19 Small Business Assistance Program, The Southland Development Authority Business Growth Services, Cook County Job Training and Placement, Cook County Manufacturing Concierge, Cook County Rental Assistance Program, Cook County Mortgage Assistance Program, and Cook County Critical Social Service Programs (Homeless Sheltering Program, Legal Aid, Housing Counseling and Foreclosure Mediation Program, Utility Assistance Program, Food Assistance Program, Direct Financial Assistance Program);

Emergency Rental Assistance Funds

Cook County received \$72,808,624 from the Consolidated Appropriations Act (CAA) in December 2020, for use in its Emergency Rental Assistance Program which launched in March 2021. Treasury requires at least 90% of the total award be used to provide rent and utility financial assistance and that no more than 10% of the total award be used for administrative costs and that no more than 10% of the total award be used for housing stability services. As of the date of this report, Cook County has budgeted \$65,527,762, or 90% of the total award, for rent and utility financial assistance and \$7,280,862, or 10% of the total award, for administrative and housing stability services costs. As of July 28, 2021, Cook County had distributed \$53,057,165 to 5,965 rental assistance applicants, or 81% of the \$65,527,762 budgeted rental and utility financial assistance in CAA Emergency Rental Assistance Funding.

With the passing of the American Rescue Plan Act, the County received an additional allocation of \$75,174,937, which will be used for an additional phase of the Emergency Rental Assistance Program. The second phase of the program is set to launch in the fourth quarter of 2021.

The initial program targets low-income renters in Suburban Cook County who:

- Households with income under 80% AMI based on the number of people in the household
- Show financial hardship during or due, directly or indirectly, to the Coronavirus pandemic
- Demonstrate a risk of homelessness or housing instability

The County will employ a similar program design for the launch of the new ARPA-funded Emergency Rental Assistance Program based on the success of its initial program and is evaluating options to target rental assistance outreach to prospective applicants as well as to support increased utility payments.

Federal Emergency Management Agency (FEMA) Public Assistance Funds

Cook County is actively working with FEMA and the Illinois Emergency Management Agency (IEMA) on its COVID-19 project applications covering labor, materials and supplies, and vaccination expenses incurred as a result of the COVID-19 public health emergency since March 2020.

As of the date of this report, Cook County had received reimbursement from FEMA totaling \$9,778,206 on its labor and materials and supplies project applications. An additional \$59,956,309 associated with labor and materials and supplies project applications remain either under FEMA review or are being prepared for FEMA submission.

As of the date of this report, Cook County had received an expedited reimbursement from FEMA totaling \$49,629,802 on its vaccination efforts of which the County had spent \$28,318,708.

Department of Health and Human Services (HHS) Provider Relief Fund

Cook County received \$153,392,712 from the HHS Provider Relief Fund. This funding can be used to cover healthcare related expenses or lost revenue attributable to COVID-19. CCH plans to use the funds on both purposes and has through December 31, 2021 to spend the funds.

HHS National Initiative to Address COVID-19 Health Disparities Among Populations at High-Risk and Underserved, Including Racial and Ethnic Minority Populations and Rural Communities Grant

Cook County received \$25,214,437 from HHS, as part of the Coronavirus Response and Relief Supplemental Appropriations Act, 2021. The purpose of the funding opportunity is to build the infrastructure, capacity and capabilities of the Cook County Department of Public Health (CCDPH) to implement a coordinated and holistic approach with partners that builds on culturally, linguistically, and locally tailored strategies and best practices to reduce COVID-19 risk, builds and sustains trust with communities and populations disproportionately affected by COVID, and ensures equitable access to COVID-19 related services and advance health equity.

CCDPH plans to implement activities with partners across all four of the following strategies:

- Expand existing or develop new mitigation and prevention resources and services to reduce COVID-19 related disparities among populations at higher risk and that are underserved.
- Increase or improve data collection and reporting for populations experiencing a disproportionate burden of COVID-19 infection, severe illness, and death to guide COVID-19 pandemic response.
- Build, leverage, and expand infrastructure support for COVID-19 prevention and control among populations that are at higher risk and underserved.
- Mobilize partners and collaborators to advance health equity and address social determinants of health as they relate to COVID-19 health disparities.

This funding can be used during the period which started on June 1, 2021 and ends June 1, 2023.

Illinois Department of Public Health (IDPH) COVID-19 Contract Tracing Grant

Cook County received \$33,071,746 from IDPH to rapidly scale-up its COVID-19 contact tracing program. Cook County has used these funds on several initiatives to increase contact tracing capacity such as hiring additional personnel and engaging contractual services including research and communication resources. Cook County has through December 31, 2021 to spend the funds.

IDPH COVID-19 Mass Vaccination Grant

Cook County received \$5,500,000 from IDPH to perform mass vaccination efforts. Cook County is targeting the use of these funds on CCDPH programs and costs not covered by FEMA for mass vaccination efforts. Cook County has through November 30, 2021 to spend the funds.

Election Assistance Funds

Cook County received \$3,568,639 from the Illinois State Board of Elections to protect the 2020 elections from the effects of COVID-19, as part of the CARES Act which provided new Help America Vote Act (HAVA) emergency funds. Cook County used these funds on a variety of

expenses including software for mail ballot printing/ mailing; COVID-19 related supplies including masks, gloves, disinfectant, sanitizer, and face shields, and additional election equipment such as scanners. These funds were used by Cook County during the period of May 1, 2020 and December 31, 2020.

Additionally, Cook County received \$1,167,924 through the Illinois State Board of Elections for postage reimbursement associated with the increased costs for mailings due to COVID-19 for the November 2020 General Election. These funds were used by Cook County during the period of July 1, 2020 and December 31, 2020.

Promoting equitable outcomes

The County understands the need for qualitative and quantitative data demonstrating how equity is incorporated throughout the lifecycle of a project, from selection and design to implementation. The County's goal is to distribute ARPA funds to projects and initiatives which promote an equitable recovery to populations that have been historically disinvested and/or disproportionately impacted by COVID-19.

While most ARPA-funded initiatives are not yet selected, equity is central in the screening criteria for each project or program that will be evaluated by the County. Each proposed initiative will be evaluated for its equity impact within the community except for initiatives classified under Expenditure Categories 6.1 Provision of Government Services (revenue replacement) and 7.1 Administrative Expenses.

The County is leveraging several established equity models including its own [Equitable Distribution Model](#), components of [The Racial Equity 2030](#) scoring model, socio-economic outcomes that advance racial equity from PolicyLink's *For Love of Country: A Path for the Federal Government to Advance Racial Equity* report and the Cook County COVID-19 Community Vulnerability Index (CCVI). Each selected project for funding will incorporate components of these models to assess their impact on equity in the region.

Once selected for funding, projects will be designed by experts to account for equity throughout the duration of the initiative's lifecycle. Each project will have a mission statement addressing its impact in the community, including its promotion of equitable outcomes.

The exact geographic and demographic distribution of funding is not yet established while Cook County continues to identify initiatives to best suit its residents. Future reports will include additional information on the distribution of funding within the County.

Community Engagement

An important piece of the selection and implementation of projects funded under ARPA is utilizing a robust community engagement process. It is critical that feedback comes directly from the County's residents and businesses to help guide how this funding should be allocated in communities. To build its capacity to ensure robust engagement over the course of the planning and implementation of SLFRF, Cook County will engage a local well-established organization that will help provide professionalized engagement activities, partnering with a diverse group of community based organizations and coordinated councils rooted in marginalized communities or communities that have disproportionately suffered the health and economic impacts of COVID-19. Community-based organizations and coordinating councils have deep networks in the communities where they operate, and a high degree of trust among members of those communities. Therefore, these community-based organizations and coordinating councils will play a critical role in maximizing community-based engagement and increasing equitable opportunities for marginalized and under-represented communities to participate in Cook County's planning and decision-making processes.

The community engagement approach includes three tiers:

1. **Broad Outreach:** Broad engagement and outreach across all of Cook County including engagement of Commissioner districts through townhalls in impacted communities as well as the launch of the [interactive survey](#) for community-wide input on July 4, 2021
2. **Impacted Communities:** Hyper local engagement and outreach in the impacted communities that have been historically disinvested in and those hardest hit by COVID-19
3. **Place-Based Outreach:** Longer term place-based engagement for the transformative initiatives being developed by the County's Equity Fund Taskforce which is an advisory body established prior to the County's receipt of SLFRF funds.



Figure 3. Cook County Community Engagement

Labor Practices

As Cook County reviews potential infrastructure programs to communities disproportionately impacted by the COVID-19 public health emergency, a specific review of labor practices will be incorporated into the program design. The infrastructure programs and contracts that utilize ARPA funds may include various labor standards, prevailing wage requirements, local hiring goals, as well as premium pay plans for onsite workforce.

The infrastructure projects will be evaluated on a case-by-case basis to determine what labor standards and/or project labor agreements may be considered to ensure the effective and efficient delivery of high-quality skilled labor. All infrastructure projects that fall under the definition of “public works” will require the payment of wages no less than the prevailing rate of wages that the Illinois Department of Labor publishes and revises annually on its website at <http://labor.illinois.gov/>. Local hiring goals or coordination of employment opportunities through various workforce programs may be negotiated to provide for economic opportunities for workers in Cook County and projects may include a provision for premium pay for workers performing services on-site.

The proposed utilization of the above noted labor practices will promote the effective and efficient delivery of high-quality infrastructure projects while also supporting the economic recovery of Cook County through employment opportunities for workers.

Use of Evidence

As Cook County evaluates the initiatives submitted by stakeholders and the community, Cook County will determine which initiatives need to be assessed through an evidence-based intervention or rigorous program evaluation designed to build evidence. Consideration of evidence-based interventions and rigorous program evaluations will be factored into Cook County’s overall strategy to ensure SLFRF are being used efficiently and effectively and serving communities to the highest degree.

As of this date of this report, the County is still in discussion on how to execute the SLFRF allocations estimates approved by the Board on July 29, 2021, and no dollar amounts have yet been allocated towards new evidence-based interventions.

Additionally, each new near-term or transformative initiative that is approved for funding will be required to have performance indicators and/or programmatic data which are either identified by Cook County or mandated by Treasury. Depending on the Expenditure Category, there are mandatory performance indicators and programmatic data that must be reported, as detailed in the [SLFRF Compliance and Reporting Guidance](#). These metrics will be factored into Cook County’s overall strategy to demonstrate progress, transparency, and compliance with the use of SLFRF.

Table of Expenses by Expenditure Category

Category		Cumulative expenditures to date (\$)	Amount spent since last Recovery Plan
1	Expenditure Category: Public Health		
1.1	COVID-19 Vaccination	\$0	\$0
1.2	COVID-19 Testing	\$0	\$0
1.3	COVID-19 Contact Tracing	\$0	\$0
1.4	Prevention in Congregate Settings (Nursing Homes, Prisons/Jails, Dense Work Sites, Schools, etc.)	\$0	\$0
1.5	Personal Protective Equipment	\$0	\$0
1.6	Medical Expenses (including Alternative Care Facilities)	\$0	\$0
1.7	Capital Investments or Physical Plant Changes to Public Facilities that respond to the COVID-19 public health emergency	\$0	\$0
1.8	Other COVID-19 Public Health Expenses (including Communications, Enforcement, Isolation/Quarantine)	\$0	\$0
1.9	Payroll Costs for Public Health, Safety, and Other Public Sector Staff Responding to COVID-19	\$0	\$0
1.10	Mental Health Services	\$0	\$0
1.11	Substance Use Services	\$0	\$0
1.12	Other Public Health Services	\$0	\$0
2	Expenditure Category: Negative Economic Impacts		
2.1	Household Assistance: Food Programs	\$0	\$0
2.2	Household Assistance: Rent, Mortgage, and Utility Aid	\$0	\$0
2.3	Household Assistance: Cash Transfers	\$0	\$0
2.4	Household Assistance: Internet Access Programs	\$0	\$0
2.5	Household Assistance: Eviction Prevention	\$0	\$0
2.6	Unemployment Benefits or Cash Assistance to Unemployed Workers	\$0	\$0
2.7	Job Training Assistance (e.g., Sectoral job-training, Subsidized Employment, Employment Supports or Incentives)	\$0	\$0
2.8	Contributions to UI Trust Funds*	\$0	\$0
2.9	Small Business Economic Assistance (General)	\$0	\$0
2.10	Aid to nonprofit organizations	\$0	\$0
2.11	Aid to Tourism, Travel, or Hospitality	\$0	\$0
2.12	Aid to Other Impacted Industries	\$0	\$0
2.13	Other Economic Support	\$0	\$0

Category		Cumulative expenditures to date (\$)	Amount spent since last Recovery Plan
2.14	Rehiring Public Sector Staff	\$0	\$0
3	Expenditure Category: Services to Disproportionately Impacted Communities		
3.1	Education Assistance: Early Learning	\$0	\$0
3.2	Education Assistance: Aid to High-Poverty Districts	\$0	\$0
3.3	Education Assistance: Academic Services	\$0	\$0
3.4	Education Assistance: Social, Emotional, and Mental Health Services	\$0	\$0
3.5	Education Assistance: Other	\$0	\$0
3.6	Healthy Childhood Environments: Child Care	\$0	\$0
3.7	Healthy Childhood Environments: Home Visiting	\$0	\$0
3.8	Healthy Childhood Environments: Services to Foster Youth or Families Involved in Child Welfare System	\$0	\$0
3.9.	Healthy Childhood Environments: Other	\$0	\$0
3.10	Housing Support: Affordable Housing	\$0	\$0
3.11	Housing Support: Services for Unhoused persons	\$0	\$0
3.12	Housing Support: Other Housing Assistance	\$0	\$0
3.13	Social Determinants of Health: Other	\$0	\$0
3.14	Social Determinants of Health: Community Health Workers or Benefits Navigators	\$0	\$0
3.15	Social Determinants of Health: Lead Remediation	\$0	\$0
3.16	Social Determinants of Health: Community Violence Interventions	\$0	\$0
4	Expenditure Category: Premium Pay		
4.1	Public Sector Employees	\$0	\$0
4.2	Private Sector: Grants to other employers	\$0	\$0
5	Expenditure Category: Infrastructure		
5.1	Clean Water: Centralized wastewater treatment	\$0	\$0
5.2	Clean Water: Centralized wastewater collection and conveyance	\$0	\$0
5.3	Clean Water: Decentralized wastewater	\$0	\$0
5.4	Clean Water: Combined sewer overflows	\$0	\$0
5.5	Clean Water: Other sewer infrastructure	\$0	\$0
5.6	Clean Water: Stormwater	\$0	\$0
5.7	Clean Water: Energy conservation	\$0	\$0
5.8	Clean Water: Water conservation	\$0	\$0
5.9	Clean Water: Nonpoint source	\$0	\$0
5.10	Drinking water: Treatment	\$0	\$0

Category		Cumulative expenditures to date (\$)	Amount spent since last Recovery Plan
5.11	Drinking water: Transmission & distribution	\$0	\$0
5.12	Drinking water: Transmission & distribution: lead remediation	\$0	\$0
5.13	Drinking water: Source	\$0	\$0
5.14	Drinking water: Storage	\$0	\$0
5.15	Drinking water: Other water infrastructure	\$0	\$0
5.16	Broadband: "Last Mile" projects	\$0	\$0
5.17	Broadband: Other projects	\$0	\$0
6	Expenditure Category: Revenue Replacement		
6.1	Provision of Government Services	\$0	\$0
7	Administrative and Other		
7.1	Administrative Expenses	\$0	\$0
7.2	Evaluation and data analysis	\$0	\$0
7.3	Transfers to Other Units of Government	\$0	\$0
7.4	Transfers to Nonentitlement Units (States and Territories only)	\$0	\$0



Project Inventory

Currently, Cook County is in the collection, screening, and selection stage for all projects. The County will provide details on funded projects in subsequent reports as initiatives are selected and implemented.

Performance Report

As of the date of this report, Cook County does not have any SLFRF funded projects for which to report key performance indicators and/or programmatic data. This information will be included in future reports as projects are identified, funded, and implemented.



Toni Preckwinkle
Toni Preckwinkle
Cook County Board President

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August 31, 2021