



# Pathway to Opportunity: Apprenticeships and Breaking the Cycles of Poverty for Young People Experiencing Homelessness

*Morgan Diamond*  
Midwest Program Manager

July 2020

## **Acknowledgments**

This report would not have been possible without the willingness of young people to share their stories and experiences. Thank you to the staff at Covenant House Chicago for hosting our focus group and to Natasha Vinson (Phalanx Family Services), Nicole Laport (Equity and Transformation), and Sophia Manuel (Heartland Alliance) for connecting us with young adults to interview.

Young Invincibles staff members contributed throughout each step of the process. The author appreciates Kyle Southern, Melanie Kruevelis and Erin Steva for their thought partnership; Matt Eckel for fact-checking, Troy Alim for facilitating connections to community members and Emily Kong for design. Thank you to the Young Invincibles' Midwest Young Advocates Program members, especially Ashal Yai and Rhifeke Celestin, for their perspectives and assistance throughout the interview process. Much appreciation to summer fellow Zachary Williams for thoughtful editing.

Special thanks to the various subject matter experts for their invaluable feedback, guidance and expertise throughout the project:

Gabrielle Caverl-McNeal, New Moms  
Marlon Chamberlain, Safer Foundation  
Jamela Clark, Heartland Alliance  
Jennifer Foil, Northern Illinois University  
Kathy Johnson, Chicago Department of Family and Support Services  
Callie Kaplan, Heartland Alliance  
Keith Lewis, The University of Illinois at Chicago  
Jennifer Miller-Rehfeldt, Inspiration Corporation  
Nancy Phillips, Heartland Alliance  
Carrie Thomas, Chicago Jobs Council

Thank you also to LaVida Davis and the other members of the Chicago Continuum of Care's Employment Task Force for sharing their knowledge and providing insight into the housing and workforce systems. Appreciation also to staff from the Chicago Cook County Workforce Partnership for their perspective on assisting youth with employment barriers.

Lastly, thank you to the Youth Homelessness Innovation Fund, a collaboration of Crown Family Philanthropies and Polk Bros. Foundation.

## Executive Summary

Minimum-wage jobs offer a common entry point into the workforce, but do not provide enough money for young adults experiencing homelessness to meet their basic needs and offer little room to advance beyond poverty-level earnings. Youth seeking a pathway out of poverty are left in a predicament: the jobs that offer more lucrative career opportunities tend to require expensive degrees, but pursuing the requisite education often conflicts with the erratic scheduling of the entry-level jobs that youth need to survive. Young adults experiencing homelessness need more options.

Apprenticeships, which provide earn-and-learn training for in-demand careers, offer a promising approach to helping young adults who need money now, but also want an opportunity to connect to family-sustaining, long-term employment. However, for apprenticeships to meet their potential to help young adults experiencing homelessness, Chicago and Illinois leaders must also provide resources to help young adults meet their basic needs and prepare academically and professionally for the rigors of an apprenticeship.

After speaking with young adults experiencing homelessness and experts in the housing and workforce fields, Young Invincibles (YI) has determined that the most critical resources for stabilizing young adults are:

1. immediate income,
2. access to housing,
3. academic and professional support, and
4. mentorship.

The housing and workforce development fields collectively can provide these critical resources to young adults but must work together to deliver this support in a more integrated fashion. Such collaboration is already happening in some instances but frontline practitioners in both fields need a tool that provides a shared vision and process for helping young adults permanently exit homelessness. To that end, YI proposes the implementation of a Pathway to Stability Framework (found on page 13). The Framework outlines several possible steps a young adult can take to secure resources and can help case managers in both the housing and workforce systems assess a young adult's goals. The Framework also facilitates a "no-wrong door" approach to service delivery: the Framework serves as a referral resource that case managers can use to ensure that regardless of which system of support a young adult enters, they can link with other local providers that will support their stability and provide wraparound supports.

Although case managers can use the Pathway to Stability Framework to guide young adults through a variety of career pathways, this report focuses on the framework's ability to support Chicago youth experiencing homelessness ages 16-24 who are interested in pursuing apprenticeships. However, to place young adults experiencing homelessness in the best position for success in an apprenticeship, City and State leaders must address several challenges and seize opportunities to overcome them:

**Challenge 1: There is a lack of affordable housing and other wraparound supports to help youth stabilize during demanding apprenticeships.**

- Opportunity: Prioritize organizations that can provide housing and workforce initiatives in future Youth Career Pathway grants.
- Opportunity: Expand the range of services in Workforce Innovation and Opportunity (WIOA) youth workforce programs.
- Opportunity: Expose young adults who receive Chicago's Flexible Housing Pool (FHP) services to apprenticeship opportunities.
- Opportunity: Create shared housing.
- Opportunity: Increase emergency assistance funds.

**Challenge 2: Young adults and service providers lack of awareness of apprenticeship as a viable career pathway.**

- Opportunity: Offer the Chicago College and Career Advising Credential (CCCAC) to all case managers that interact with young adults experiencing homelessness. The CCCAC teaches school counselors in Chicagoland about the various career pathway opportunities available to students, including apprenticeships.

**Challenge 3: Apprenticeships and apprenticeship preparatory programs exist in a limited number of sectors.**

- Opportunity: Work with anchor institutions to expand the diversity of occupations that offer apprenticeships.

**Challenge 4: Young adults experiencing homelessness need mentorship and guidance.**

- Opportunity: Create peer mentor programs by leveraging work-study opportunities at college campuses. Current college students who have experienced homelessness could mentor youth who are not enrolled in college.

The paper also outlines specific actions that government agencies, K-12 schools, foundations, businesses, nonprofits, foster care and juvenile justice professionals, trade unions, and young adults can take to make apprenticeships more accessible for young adults experiencing homelessness.

## Introduction

Family and community members often provide the financial, social, academic and professional support needed to help young adults transition into adulthood. But for the more than 15,700 Chicago youth ages 14-24 who are experiencing homelessness,<sup>1</sup> their support system is fractured.<sup>2</sup> Independent and resourceful but still in need of guidance like their more stable peers, these unaccompanied young adults must learn to navigate complex requirements in the housing, educational, and workforce systems just to secure basic needs. Further, like other Chicagoans with limited or no income, youth experiencing homelessness also face a shortage of affordable housing; young adults earning the state minimum wage would need to spend 74 hours per week working full-time to afford an average studio in the Chicagoland area.<sup>3</sup> Even if Chicago were to solve its lack of affordable housing, many youth experiencing homelessness — who are 87% more likely to stop attending school<sup>4</sup> — would struggle to obtain the skills needed for living-wage job opportunities that can cover housing costs.

Young adults experiencing homelessness deserve the opportunity to identify and achieve their career goals, yet many are too consumed with securing shelter and other basic needs to persist through the educational training necessary for middle-income positions. The result is that young adults in precarious life circumstances often remain stuck in survival-level income generating activities that lead to disproportionate arrest rates, poor health outcomes and chronic unemployment.<sup>5</sup> By increasing the minimum wage to \$15 per hour by 2025, Chicago leaders have already made strides toward implementing more realistic wages for all labor, but are still in need of a strategy to help the most marginalized youth meet their basic needs while preparing for quality jobs.

Apprenticeships, by providing the opportunity to earn wages while learning skills for middle-class careers, could be a critical strategy for helping young adults experiencing homelessness meet their immediate income needs while also receiving the training necessary for more lucrative careers. However, to fully realize apprenticeships' potential to help young adults with limited financial or familial support, **City and State leaders need a cohesive framework that addresses youth's housing, income, job preparation and mentorship needs simultaneously.** Without even greater coordinated service provision between the housing and workforce systems and strong policies and resources to facilitate such coordination,<sup>6</sup> Chicago will continue to see thousands of young adults cycle through systems of last resort — shelters, the justice system, and foster care — without assurance that they are receiving the tools they need for long-term stability.

To identify strategies for connecting young adults experiencing homelessness with apprenticeship opportunities, Young Invincibles (YI) consulted young adults ages 16-24 with lived experience of homelessness, as well as workforce and housing experts. Two key themes emerged from our conversations:

1. Young adults experiencing homelessness reported an immediate need for income, guidance and quality job preparation to help them permanently exit housing insecurity.
2. Housing and workforce agencies' efforts are often siloed due to lack of awareness of resources available or perceived and real limitations in funding streams.

To address both of these findings, Young Invincibles proposes creating a Pathway to Stability Framework that

can serve as a guide for the Chicago-based frontline practitioners responsible for deploying services to young adults experiencing homelessness. Though the Framework is useful for helping youth persist through any career pathway, this report focuses on its use with apprenticeships because they combine all of the key elements of support that young adults identified in our conversations: **immediate income, skill development for more long-term careers, and mentorship.**

Now, in the middle of a global pandemic that has brought a record number of unemployment filings, Chicago's governmental, business, educational, and philanthropic leaders have the opportunity to intentionally include vulnerable young adults' needs in economic revitalization plans. By centering young adults experiencing homelessness and bolstering systems that address housing and employment issues, City and State leaders will effectively address the needs of thousands of other Chicagoans who find themselves struggling to secure quality housing and employment.

As the next section outlines, young adults experiencing homelessness faced barriers to employment even before the economic fallout from COVID-19. While apprenticeships cannot address all of the complicated factors that contribute to youth homelessness, they can meet some of the challenges that young adults face in the labor market.

## **Employment Challenges and Potential Opportunities for Young Adults Experiencing Homelessness**

At the time of this report's publication, the country is still reeling from the dual health and economic crises brought on by COVID-19. Over 1.3 million Illinoisans filed for unemployment benefits between March 1 and May 30, 2020.<sup>7</sup> By comparison, more than 42 million Americans submitted unemployment claims since the beginning of the state-imposed stay-at-home orders.<sup>8</sup> As states and the federal government determine responses to the economy's rapid contraction, some policymakers and advocates have looked to previous modern economic recessions to make projections about a future recovery and avoid past policy failures.

One clear lesson from the 2008 recession: competition for new jobs as the economy reopens will be strong. In fact, 95% of new jobs created during the post-2008 recovery went to workers with a bachelor's degree or higher.<sup>9</sup> Fierce rivalry among jobseekers in the post-recession economy means that people who were already unemployed or underemployed prior to the economic collapse — including young adults experiencing homelessness — will be left even further behind without effective interventions and a concrete path to quality careers.

Highlighting the potentially gloomy employment prospects for people with lower educational attainment does not paint a complete picture; there are still opportunities to connect young adults to quality family-sustaining employment. Before the economic shutdown, there were jobs available — positions that required more than



a high school diploma but less than a college degree — that went unfilled due to a lack of jobseekers who possessed the technical skills to fill the occupations. Although the rapid technological change occurring during the current recession may reduce demand for some of these roles,<sup>10</sup> these occupations, known as middle-skill jobs, represented over half of Illinois' job market — yet only 41% of Illinoisians were trained for these positions pre-COVID.<sup>11</sup> In the Chicagoland region, this middle-skill jobs gap is smaller (60% of the workforce but only 54% trained) but this still suggests available opportunities for jobseekers.<sup>12</sup>

#### Middle-Skill Jobs

Middle-skill jobs are an important part of the US economy and exist in a variety of industries. Some examples of middle-skill jobs<sup>13</sup> (and their annual mean salaries in the Chicagoland region)<sup>14</sup> include:

Teaching Assistants: \$38,330  
Aircraft Mechanic: \$70,930  
Dental Hygienist: \$74,050  
Transportation, Storage and Distribution Manager: \$104,440

With the right preparation and support, young adults experiencing homelessness and other employment barriers can excel in middle-skill jobs or any career. Given that apprenticeships are a talent development strategy that employers often use to fill vacant middle-skill jobs,<sup>15</sup> **advocates for young adults experiencing homelessness should embrace apprenticeships as a tool to help clients attain employment in a competitive labor market.** Even if the recession threatens the availability of some apprenticeship opportunities, as has happened in past economic downturns,<sup>16</sup> local leaders can use this period of uncertainty to coordinate the stakeholders who can support apprenticeships once the economy improves.

Research on employment outcomes for young adults experiencing homelessness underscores the urgency to match youth experiencing homelessness with quality employment opportunities. According to a compilation of studies, youth experiencing homelessness have unemployment rates that can be as high as five times that of youth in housing (75% and 16%, respectively).<sup>17</sup> Some of the reasons cited for these staggering rates include interrupted academic progress, mental health challenges compounded or caused by trauma and abuse, and substance abuse.<sup>18</sup>

Despite these statistics, homelessness is not synonymous with unemployment or being out of school. In a recent survey of youth experiencing homelessness in Chicago, Inspiration Corporation discovered that 40% of

respondents worked at least 30 hours per week.<sup>19</sup> In a national survey, 32% of youth experiencing homelessness shared that they were working full-time, and 69% have a high school diploma or high school equivalency credential.<sup>20</sup>

Although young adults experiencing homelessness may have diplomas and credentials, their accomplishments do not always translate into increased income upon exiting from the housing services system.<sup>21</sup> That working and credentialed people are still unsheltered points to a systemic issue: **having a job does not always equate with access to sufficient income** to cover housing costs and basic needs. Policymakers at the state and local levels should therefore embrace holistic measures that take into account income, earnings and employment as desirable indicators as opposed to concentrating on simplistic employment status.<sup>22</sup> Apprenticeships can provide both immediate income and progressively higher earnings and therefore can serve as a good mechanism to connect people to jobs that offer wage growth. As the next section on feedback from young adults reveals, youth experiencing homelessness aren't just looking for any job — they want real opportunities to pursue professional and personal goals.

### “We Need Resources:” Feedback from Young Adults

YI conducted one focus group with youth ages 18-24 living at a Chicago homeless shelter. YI also interviewed several young adults who had previously experienced homelessness or housing insecurity. The pandemic disrupted further data collection efforts, but in total we consulted more than 20 young adults. All participants were at least 18 years old at the time of their interview, though some had experienced homelessness as minors. Several reported involvement with the justice system, one was a new parent, and one participant shared that they had been in foster care as a minor and experienced homelessness after a tumultuous relationship with a foster parent.

During our conversations with young adults, we sought to identify precipitating factors that led to their homelessness. We also discussed their academic and professional goals, what supports and tools they had received in the past that were helpful, and what they needed to permanently exit homelessness. Below is a summary of findings from the conversations.

#### Factors leading to homelessness

Focus group and interview participants frequently cited conflict with family or guardians as factors that led to homelessness. Individuals also mentioned their own “attitude” or anger management as contributing to the premature departure from their home. One participant mentioned that they found themselves homeless after multiple interactions with law enforcement; he chose not to elaborate further on if these were the cause or effect of his housing challenges. Another young adult who participated in the interviews shared a story of compounded homelessness: after he, his sisters, and mother were forced to leave the home that they rented from a relative, his family lived in shelters while he was in high school. Because many family-centric shelters forbid housing



young men over 16 in the family wards, he was often separated from the rest of his family.

These findings confirm previous research. Multiple studies indicate that deep financial hardship and conflict with families (including for issues related to sexual and gender identity, substance use, and physical or sexual abuse) are the most dominant causes leading to youth homelessness.<sup>23</sup> However, City and State leaders should not use this information as an indication that youth homelessness is an intractable problem that is outside the scope of their influence. Instead, housing and workforce leaders can use this insight as motivation to:

- advance actions that support affordable housing and can help families avoid homelessness and,
- in circumstances where youth cannot safely reconnect with their families, create systems that match young adults with housing and income (likely through a combination of employment or government assistance) as quickly as possible.

A failure to make all systems as responsive as possible to a variety of needs will lead to further entrenched generational poverty and under-realized human potential.

#### Youth involved in systems of care are particularly vulnerable

Several of the participants indicated current or former involvement in either the foster care or justice systems, and shared that in many cases, these systems were a catalyst to their experience with homelessness. One participant from the shelter shared, “these court fees keep holding me back.” He continued to state that if he did not face so many expenses related to his involvement in the justice system, he would likely be able to pay for a security deposit or move-in fee.

Participants noted that the level of support that they received from case managers, Aftercare Specialists (who are charged with working with young adults during and after their release from incarceration<sup>24</sup>), or probation officers seemed to vary depending on to whose caseloads they were assigned. The young adults shared that even well-intentioned support providers may not have been aware of some of the career pathway opportunities available in their local communities. State leaders should therefore ensure that support providers receive thorough training that increases their knowledge of the various housing and employment opportunities available to youth transitioning out of the justice or foster systems.

#### Multiple pathways to stability

For those young adults who are currently experiencing homelessness and living at the shelter, there was no consensus on the pathway to stability. Some young adults indicated getting a job was their primary concern, while others cited securing permanent housing as the first step towards stability. A smaller cohort listed pursuing education as their first step towards financial security, and a majority listed changing bad habits or mindsets as their top action.<sup>25</sup> **Youth-serving organizations should use this information to recognize the need for a “no**

**wrong door” approach to service delivery that centers the unique needs of each person.**

For those participants who were no longer experiencing homelessness (at least in the strictest definition of being unsheltered), there was more consensus about what their next steps would be: pursuing more education. In probing further, interviewees disclosed their desire to gain more education stemmed from the belief that more preparation equated to better income and more fulfilling work. One interviewee shared, “Continuing school would be most important. I just wish there was a will to extend more help...[and] give us hands-on training.” Another young adult stated, “I have to go back to school to reach my dream job...[but when] I go back to school, I have to have a job too,” highlighting the need to address young adults’ income and career preparation needs simultaneously. Another young adult interviewee shared that he had to quit his most recent job at a large retail store because they were unwilling to shift his working hours to accommodate his college class schedule.

All of these anecdotes reveal a key finding: young adults who are no longer in the throes of homelessness still want to and need to earn more income than what their current skills and education can provide. **Policymakers should use this information to develop policies, such as connections to apprenticeships, that help young adults advance in their careers and increase their earning potential.**

#### Need to access resources to maintain stability

Another clear theme that emerged from the conversations was the need to have access to financial support to help respondents avoid the financial setbacks that kept many in a cycle of instability. Even for those young adults who had technically exited homelessness, they disclosed that they still felt their financial situation was precarious.

Many young adults said that unexpected expenses like car repairs and fines set them on a path to entering or returning to homelessness. One young woman shared, “my car broke down and I didn’t have enough to fix it. I can’t ask my family for help so I’m here [at the shelter].” Her limited savings — which is to be expected for a worker earning minimum wage — meant that she found herself homeless weeks after she lost her transportation and job. **These stories of financial hardship should inspire City and State leaders to support immediate access to cash transfers and other social safety net benefits while helping youth prepare for careers that can lead to greater financial independence.**

#### Need for guidance

Some focus group participants and interviewees mentioned relatives or trusted older adults to whom they could turn to for advice, but many acknowledged that greater adult involvement in their lives would have either prevented them from entering homelessness or helped them make decisions about how to pursue next steps. One young adult shared, “I need some true guidance...If I had had that, maybe my life would be different.” This theme of needing guidance is echoed in research that Chicago-based researchers conducted with young adults

experiencing both mental illness and homelessness.<sup>26</sup> **Future policies for supporting youth experiencing homelessness should consequently integrate mentorship.**

#### Career exploration

Both housed youth and young adults in shelters need the opportunity to explore and identify careers that fit their interests; this theme was reaffirmed in the focus groups when young adults expressed some uncertainty on which careers they wanted to pursue. The need for career exploration is developmentally appropriate and not unique to young adults experiencing homelessness. This finding should serve as a reminder that any program that helps youth connect to long-term jobs should incorporate career exploration activities.

#### Articulation into long-term careers

Another important finding that emerged during the conversations with young adults is that many informants had gone through at least one job readiness or career development program. (Job readiness programs, unlike apprenticeships, are temporary opportunities to gain experience in a sector; pay and credentials are optional and there is no guarantee of placement into a permanent position.) In the focus group, one young man (who was currently living in a shelter) shared that he had earned three credentials from various programs but was still unemployed. Another interviewee mentioned a similar experience after completing a federally-funded job training program. Each respondent who shared a history of involvement with a workforce program shared that they struggled to secure long-term employment post-graduation and cited a lack of job placement support as a main reason for their job search challenges. This feedback is perhaps the most difficult to address given that City and State leaders cannot force employers to hire young adults after they earn credentials. However, apprenticeships, which hire young adults from the first day of training, could help mitigate the challenge of credentialed young adults struggling to secure stable work. As the following section outlines, apprenticeships as a career pathway are particularly well-suited to meet the expressed needs of young adults in unstable housing.

## Apprenticeships: A Promising Strategy to Meet the Needs of Young Adults Experiencing Homelessness

Apprenticeships offer a number of benefits that can address many of the challenges that young adults mentioned in our conversations. Namely, apprenticeships provide:

- **Immediate income:** Apprenticeships are earn-and-learn opportunities that do not require participants to sacrifice earning opportunities for the sake of education. Further, they intentionally balance work and classroom schedules.<sup>27</sup>
- **Middle class salaries:** Apprenticeship program graduates can anticipate an average annual salary of \$70,000.<sup>28</sup>

- **Mentorship:** Apprentices receive on-the-job guidance by an experienced professional. While this is not the holistic mentorship that interviewees alluded to, having a relationship with an adult who can provide professional (if not personal) advice still could prove valuable.
- **Connection to long-term employment:** Unlike training programs that do not offer immediate entrance into permanent positions, apprenticeships are designed to retain employees. Although businesses that sponsor apprenticeships ultimately have the right to choose who to retain, apprentices are considered employees from the start of their program and, given the time and resources that companies invest in apprentices, businesses expect apprentices to remain with the company long-term. In fact, 94% of apprentices remain employed upon completion of their apprenticeship.<sup>29</sup>

In addition to these benefits, apprenticeships also offer nationally-recognized credentials and coursework that is specific to the skills needed for a job (referred to as related technical instruction or RTI); for adults that have multiple demands on their time, streamlined academic pathways provide a clear value proposition. In addition to short-term financial gains, apprenticeships also offer a low or no-debt career credential because employers often pay the tuition and other educational costs associated with apprentices' RTI. Businesses sometimes even pay apprentices for the time spent in the classroom.<sup>30</sup>

#### The Challenges of Apprenticeship for Homeless Young Adults

Despite all of their benefits, apprenticeships are not an instant, universal solution to ending homelessness among young adults. There are several elements inherent to apprenticeships that make them challenging to access or complete for youth experiencing homelessness:

- The duration of apprenticeship programs (1-6 years, depending on the occupation) could pose a challenge for people who are transient due to housing instability.
- The time commitment also demands certainty that a chosen occupation is the right fit for the apprentice, at least for the foreseeable future. Youth experiencing homelessness, like all young adults, should also have the time to identify their goals and interests before committing to an apprenticeship.
- Given the level of investment in apprentices, employers expect apprentices to display academic and job readiness that may be lacking in youth because of their limited work experience, their age-appropriate brain development and the trauma that they may have experienced prior to or during their experience with homelessness.

These challenges do not negate apprenticeships' value or promise for youth experiencing homelessness. They simply suggest that, regardless of a person's housing status, apprenticeships are a late-stage intervention along

a continuum of academic and career preparation. Young adults who are in earlier phases of career readiness should consider pre-apprenticeships, which provide fundamental job-readiness training and opportunities to explore several occupations within a sector. Moreover, for apprenticeships to work well specifically for youth without homes or financial support, City and State leaders should ensure that apprentices have access to the wraparound supports, including stable housing, that facilitate persistence through apprenticeship completion.

Regardless of their level of preparation, young adults experiencing homelessness should receive support on which career pathway opportunities best match their goals and interests. The following section describes a framework that youth-serving providers can use to assess young adults' needs and goals, help them plan their next steps, and seek referral partners to help them achieve their vision. While the framework could work for other career pathways (including enrollment in college or the military) its use with apprenticeship is the focus of this report.

## The Pathway to Stability Framework

The Pathway to Stability Framework (the Framework, Figure 1) is based on the feedback that YI gathered while consulting with young adults and experts in the housing and workforce fields. It shows that for apprenticeships to work well for young adults experiencing homelessness, the potential apprentices must receive the same supports that more privileged youth already enjoy during their personal and professional development: **1) housing, 2) financial assistance, 3) academic and career preparation, and 4) guidance.** Acquiring each of these four resources should be seen as a multi-step process or track, and each track complements the other. Lacking in one resource may negatively affect progress towards acquiring other resources.

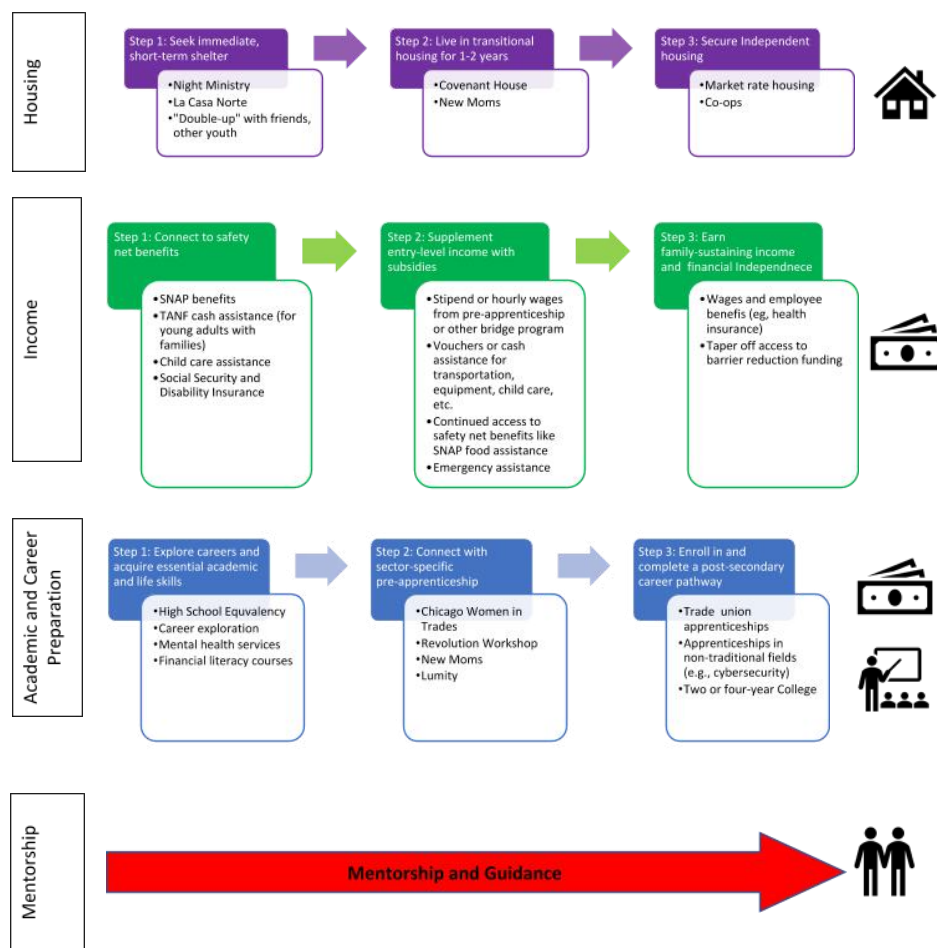
Despite the Framework's appearance, moving toward stability is not a linear or neatly sequenced process that is one-size-fits all; any young adult could find themselves in a more "advanced" stage for one track and in a "beginner" phase for another track. In other words, not all of the steps are parallel across tracks. For example, a young adult could enroll in an apprenticeship program (Step 3 on the employment preparation track) while living in transitional housing (Step 2 of the housing track). **The framework is therefore an assessment tool that housing or workforce providers can use to determine their client's goals and partner with them to develop a plan for how they will remain successful given their housing status, academic and job readiness, and income needs.**

In addition to serving as an assessment tool, the Framework is also a referral resource. Each step lists details about what each milestone entails and, where relevant, provides examples of Chicago-based agencies that could help a young adult obtain the resource. While the list of sample agencies is by no means exhaustive, it can serve as a starting point to make the Framework a dynamic referral guide across the housing and workforce systems.

There are two assumptions underlying the Framework:

1. Because youth experiencing homelessness connect with helping professionals in a number of different systems (e.g., the housing, workforce, foster care or justice systems), the Framework assumes a no-wrong-door approach, meaning a helping professional from any system could use the Framework as an assessment and referral tool.
2. It presumes that all young adults are striving to achieve traditionally-defined hallmarks of self-sufficiency, namely credential attainment, family sustaining income and unsubsidized housing.<sup>31</sup>

**Pathway to Stability Framework**





Although the focus group and interviews suggested that most young adults do have a long-term goal of independent housing and a fulfilling job, experts in the housing and workforce fields emphasize the need to uphold self-efficacy in any intervention.<sup>32</sup> In other words, young adults should be encouraged to identify and pursue their personal goals in each track, which may not always align with postsecondary credential attainment, formal housing, or other outcomes that housing and workforce funding streams prescribe.

The Framework is not in conflict with self-efficacy; instead, it shows the possibilities and potential steps that a young adult can take toward achieving their goals. While unsubsidized housing and family-sustaining jobs are helpful benchmarks, young adults should be encouraged to determine what they would like to achieve in each track, and the case managers and other supportive adults with whom they work should both advise them and help them pursue their individualized plans. The following section describes how the Framework can support young adults who express an interest in pursuing apprenticeships.

### Using the Pathway to Stability Framework with Apprenticeships

Although there is little research regarding outcomes for youth experiencing homelessness enrolled in apprenticeship programs, studies conducted for college students suggest that housing instability severely hampers young adults' ability to obtain a postsecondary credential.<sup>33</sup> Because apprenticeships involve employers that often have little room to shift deadlines due to their employees' personal circumstances, apprentices may be held to an even higher standard than students in college settings. Therefore, young adults pursuing apprenticeships need to be well-positioned for success, which often includes being connected to stable housing and the other resources listed in the Framework. Unfortunately, limited slots in transitional housing programs mean that only a select number of youth experiencing homelessness could be stabilized enough to thrive in an apprenticeship program.

Not all housing insecure youth will choose apprenticeship as their preferred career pathway and those that do may need to enroll in preparation programs, like pre-apprenticeships, before committing to a demanding apprenticeship program. However, for those who are interested in and ready to pursue an apprenticeship opportunity, the state must be prepared to meet the demand. There are currently 17,000 Registered Apprenticeships in the entire state of Illinois — a number that barely exceeds the 15,000+ youth experiencing homelessness in Chicago alone. Because of apprenticeships' promise and increased federal funding from the Department of Labor, state agencies are diligently working to expand the number of Registered Apprenticeships available to all jobseekers, but this effort will take time to yield results. **In the interim, state and Chicago leaders can embrace apprenticeships as a strategy for housing insecure young adults who are already connected to supportive services, including housing.** By focusing their efforts on this select group, policymakers can channel resources into cohorts of young adults who are in a strong position for success. Conversely, if leaders attempt to connect all vulnerable young adults to apprenticeship opportunities regardless of their preparation or housing stability, we will likely see young adults drop out of apprenticeship programs and continue to cycle

through a revolving door of low-wage jobs and credential programs without guaranteed employment. The long-term effect: young adults who experience homelessness will face extended reliance on an overburdened and under-resourced public safety net and may never achieve the economic security that they deserve.

Connecting youth experiencing homelessness to apprenticeships will require collaboration between the housing and workforce systems. Chicago’s Continuum of Care (CoC), which is the Housing and Urban Development-mandated group responsible for coordinating homeless service delivery, has established increasing employment and income as one of the main “lines of work” for ending homelessness and has already made strides toward increased partnerships between the two systems.<sup>34</sup> (Appendix 1 makes additional recommendations on how to facilitate greater synergy between the systems.) Even with greater cooperation between the housing and workforce systems, however, there are specific obstacles that policymakers must address to make apprenticeships work well for young adults without stable housing. These obstacles include the lack of:

- affordable housing slots available to serve young adults experiencing homelessness who are interested in pursuing apprenticeships;
- awareness of apprenticeship as a viable career option;
- diversity in the types of sectors represented in apprenticeship opportunities and
- mentors available to help guide young adults.

The next section provides greater details of these challenges and offers solutions to implementing the Framework for apprenticeship opportunities.

## Implementation Challenges for Connecting Youth and Young Adults Experiencing Homelessness to Apprenticeship Opportunities

Specific attention should be dedicated to mitigating the challenges that affect apprentices’ success during their career training. This section makes recommendations for addressing the aforementioned challenges while also keeping the country’s dire economic outlook in mind. Many of the proposed strategies leverage existing programs and resources rather than demand new funding streams.

Despite the more fiscally conservative approach required by COVID-19’s economic impact, **City and State leaders should note that a serious commitment to ending young adult homelessness will require additional funding and resources.**

**Challenge 1: There is a lack of affordable housing and other wraparound supports available to stabilize youth experiencing homelessness interested in apprenticeships.**

As previously mentioned, Registered Apprenticeships can take 1-6 years to complete, depending on the occupation. Given the rigors and duration of apprenticeships, state leaders interested in connecting young adults in unstable living arrangements to apprenticeships should ensure that they have access to stable housing. The first three recommendations attempt to leverage existing programs to create opportunities that intentionally integrate housing and workforce needs; the last two remedies attempt to expand the quantity of housing services available to young adults.

Opportunity 1: Prioritize providers that can provide housing and workforce initiatives in future Youth Career Pathway grants. The Workforce Innovation and Opportunity Act (WIOA) is the primary federal funding stream for most workforce development initiatives and a portion of each state's WIOA allotment must go to youth programs. In Illinois, the Department of Commerce and Economic Opportunity (DCEO) administers the state's WIOA dollars and uses some of their WIOA youth dollars to administer the Youth Career Pathways (YCP) program. DCEO awards competitive YCP grants to nonprofit organizations that can provide earn-and-learn opportunities that lead to credentials in in-demand fields. Although the YCP programs are not necessarily apprenticeships in the strictest sense — young adults who participate in YCP are not necessarily hired on permanently, and youth do not necessarily complete the required number of hours to meet the standards of a youth apprenticeship program — they do provide many of the same benefits that traditional apprenticeships offer. The YCP programs do not specifically target youth experiencing homelessness, but YCP grantee staff members disclosed that their clients' most significant obstacle to completing the program was unstable housing.<sup>35</sup>

Given this reality, future rounds of YCP grants should **prioritize agencies that offer both transitional housing (at least two years) and workforce development services.** Because the slots available in these programs are limited and do not meet the scale of youth homelessness, DCEO may have more grant funding than agencies that meet the dual criteria. Therefore, DCEO should require that all YCP applicants demonstrate how they will address clients' housing instability. As proof of their commitment to overcoming clients' housing barriers, YCP applicants could include in their applications linkage agreements or memorandums of understanding with local transitional housing providers.

Opportunity 2: Encourage other WIOA-funded youth workforce programs to adapt their program models. In addition to designating general allotments for youth workforce programs, WIOA also funds two distinct job training programs targeted to marginalized youth: Job Corps and YouthBuild.

JobsCorps, which provides job training, room and board, and career guidance for youth 16-24 years old, already promotes apprenticeship as a potential career pathway,<sup>36</sup> but two youth whom we interviewed shared that they were unable to secure a permanent position after enrolling in a JobCorps program because they could not find available opportunities that matched their credentials. To overcome this barrier, JobCorps staff should

partner with Illinois' apprenticeship intermediaries, which are responsible for supporting employers engaged in apprenticeship programs. The intermediaries could then intentionally **target JobCorps graduates to serve as a viable recruitment pool from which to recruit apprentices.**

YouthBuild, a construction pre-apprenticeship program for low-income youth, already serves as a strong talent pipeline into the building trades. However, to make the program even more responsive to the needs of youth experiencing homelessness, YouthBuild programs in Chicago and throughout the state could prepare young adults to construct their own housing. Following this program adjustment, YouthBuild participants could apply their construction skills by refurbishing city-owned properties that would then become viable homes for youth experiencing homelessness (including YouthBuild participants).

**Promising practice:** YouthCare's YouthBuild Seattle program is one of only a few YouthBuild programs that restricts enrollment to youth experiencing homelessness. The program also embodies the ideal of self-empowerment: while learning construction skills, YouthBuild Seattle participants build tiny houses that can provide shelter for others who are experiencing homelessness.<sup>37</sup> Chicago could adopt a similar model and build tiny homes for the City's youth experiencing homelessness.

Opportunity 3: Connect young adults who receive Chicago's Flexible Housing Pool (FHP) services with apprenticeship opportunities. In 2019, Chicago Mayor Lori Lightfoot committed \$5 million to help stabilize youth experiencing homelessness.<sup>38</sup> The 200 young people who will receive transitional housing and supportive services through the FHP should serve as a recruitment pool for any WIOA career pathway or other apprenticeship opportunities. By embracing this strategy, City leaders can facilitate youth experiencing homelessness' employment goals while providing them with the housing that can support their success.

Concentrating resources and apprenticeship opportunities on FHP participants may reduce the breadth of impact but would give young adults experiencing homelessness the opportunity to permanently exit homelessness through family sustaining careers. Further, the opportunity to permanently exit homelessness would free-up resources to help the next cohort of young adults who enter into the FHP transitional housing slots.

Opportunity 4: Create shared housing. The solutions above emphasize partnering with existing programs that can provide housing and job training opportunities. However, to truly meet the scale of youth homelessness, **City leaders also need to expand the availability of affordable housing opportunities.** One such solution is to facilitate shared housing arrangements. In these situations, nonprofit organizations help young adults find compatible roommates and match them with landlords who are willing to rent their properties to young adults. Like other roommate situations, shared housing brokered by nonprofits allows young adults the opportunity to reduce their overall housing costs.

Although federal policy has not caught-up to this innovative strategy — for example, youth experiencing

homelessness who receive Social Security Income or SNAP food vouchers may see their benefits reduced once they are required to include their roommates' finances in their application for assistance<sup>39</sup> — local housing and workforce professionals could facilitate shared housing arrangements among groups of potential apprentices.

**Promising Practice:** Valley Youth House is a Pennsylvania-based nonprofit organization that provides shared housing services to unaccompanied young adults. They match young adults experiencing homelessness with like-minded roommates and, when needed, help resolve disputes that arise among residents or between the landlord and the tenants.<sup>40</sup>

Opportunity 5: Provide access to emergency assistance funds. Beyond expanding the number of housing opportunities, Chicago leaders should also establish a fund that can provide financial assistance to cover some of the costs — such as tuition, books, and protective equipment — associated with enrollment in apprenticeships. By creating a public-private partnership between businesses, philanthropies, government agencies, and private donors, Chicago can move youth experiencing homelessness one step closer to stability.

**Promising practice:** Washington State has developed a scholarship program for youth experiencing homelessness and those transitioning out of foster care. The scholarship can be used to pay for costs associated with participation in a Registered Apprenticeship program.<sup>41</sup> Although State and City budgets affected by COVID-19 may not allow for such a program immediately, Chicago leaders should consider developing a similar program that reduces the financial burdens of entering into an apprenticeship program. A local initiative, the Obama Building Equity Fund, helped create a pool of money to reduce barriers and assist apprentices.<sup>42</sup> The success of the program should inspire elected officials and philanthropic leaders to continue the fund in perpetuity.

## **Challenge 2: Young adults and service providers lack of awareness of apprenticeship as a viable career pathway.**

Many of the young adults with whom we spoke either were unaware of apprenticeship opportunities or had misconceptions about what apprenticeships entail. This lack of awareness is not unique to young adults experiencing homelessness; prior YI research revealed that 35% of surveyed young adults had not heard of apprenticeships and those that had heard of apprenticeships held significant misconceptions.<sup>43</sup> To overcome this lack of awareness, Chicago leaders should create widespread opportunities for youth-serving providers to learn about and subsequently promote apprenticeships to young adults experiencing homelessness.

Opportunity: Offer the Chicago College and Career Advising Credential to all case managers that interact with young adults experiencing homelessness. Chicago Jobs Council's new Chicago College and Career Advising Credential (CCCAC) teaches school counselors in Chicagoland about the various career pathway opportunities, including apprenticeships, available to students.<sup>44</sup> With additional resources, the CCCAC curriculum could be adopted by case managers in the housing, workforce and other youth-serving public agencies to help increase their knowledge of apprenticeships (among other career pathways) that they in turn could share with their clients.

**Challenge 3: Apprenticeships and apprenticeship preparatory programs exist in a limited number of sectors.**

Like all young adults, youth experiencing homelessness have a variety of career interests that do not always align well with the available apprenticeship opportunities in the state. Unless a young person is interested in the construction or manufacturing fields, which account for 94% of all of the 17,000 apprenticeship opportunities in the state,<sup>45</sup> it will be difficult to encourage apprenticeship as a meaningful career pathway. Some young adults may still choose an apprenticeship opportunity if the program aligns with other financial or personal goals, but efforts to steer young adults toward apprenticeships without diversifying industry representation will limit the strategy’s ability to make an impact on youth homelessness. To fully realize the potential to serve all young adults and their interests, Illinois must diversify the sectors and occupations that use apprenticeships as a talent development strategy.

Opportunity 1: Work with anchor institutions to expand the diversity of occupations within Illinois’ apprenticeship system. Anchor institutions are large organizations like colleges, hospitals and transit authorities that serve a public good and are therefore committed to staying in a community. These mega-employers require a range of talent to help them execute their mission. One hospital, for example, could have jobs in IT, maintenance, procurement, logistics, human resources, in addition to the variety of more directly-mission aligned jobs in healthcare.

Given the range of opportunities available, apprenticeship navigators — which are state-funded roles charged with marketing apprenticeship to local employers — should partner with anchor institutions to develop apprenticeship and pre-apprenticeship programs across their job functions.

**Promising practice:** Rush Medical Center has partnered with City Colleges of Chicago to provide apprenticeships in IT, logistics and financial services.<sup>46</sup> Other anchor institutions like the Chicago Transit Authority, government agencies, and local colleges and universities could expand their commitments to serving as agents of workforce development by increasing apprenticeship programs in diverse departments and recruiting youth experiencing homelessness.

**Challenge 4: Young adults experiencing homelessness need mentorship and guidance.**

Young adults experiencing homelessness frequently shared that they felt more guidance could have served as both a preventative and restorative factor in their journey to stability. The young adults we surveyed also mentioned a need to adjust their “attitude” or “mindset.” While access to mental health could help address some of these self-identified emotional barriers, City and State leaders should also identify less intensive strategies that directly increase young adults’ access to caring, helpful mentors.

Opportunity: Create peer mentor programs by leveraging work-study opportunities at college campuses. Higher education leaders could close the guidance gap by creating paid peer mentorship opportunities for their students



who have experienced homelessness. In this model, the paid mentors would be recruited from college work-study programs, which are federally-funded opportunities that provide part-time employment for college and graduate students in financial need. As the name of the model suggests, all of the peer mentors would receive a manageable caseload of young adults who are experiencing homelessness and are exploring or enrolled in apprenticeships or other job-preparation programs. With their relationship, the peer work-study mentors could help their mentees navigate the emotional and tangible challenges of homelessness, connect them to appropriate services, advise them on career pathway opportunities and build social and professional capital.

This model is a win-win: young adults emerging from homelessness would earn much-needed income to help offset their academic and personal expenses while young adults who presently have unstable housing would receive critical emotional, academic and professional support. As with any mentorship program, the peer mentor model for youth experiencing homelessness necessitates thorough training of the peer mentors and training related to all career pathways, including apprenticeships.

**Promising practice:** Students at the University of Houston are able to support their college and living expenses through a campus work-study program called G-Force. In this program, selected students are recruited to serve as mentors to local underserved youth. Although G-force is not focused on the experience of homelessness specifically, the program could become a model of how to expand the pool of mentors serving young adults experiencing homelessness.<sup>47</sup>

Addressing the aforementioned challenges and bringing the solutions into reality will require the work of a variety of stakeholders. As this section highlights, many organizations have a role to play in maximizing apprenticeship programs' ability to help youth experiencing homelessness succeed.

## **Calls to Action**

Apprenticeships can help end the revolving door of low-wage and survival work that traps homeless people in a cycle of instability and poverty, but interrupting the pattern will require the effort of government agencies, schools, business, nonprofit organizations, organized labor, and philanthropy. Below is a list of actions that stakeholders should take to support youth experiencing homelessness:

### **Government Agencies and Committees**

Government agencies in the housing and workforce sector administer millions of dollars in federal funding and therefore play a central role in how Illinois and Chicago respond to the housing crisis facing youth. In addition to embracing some of the aforementioned strategies, government officials can help increase their impact on young adults experiencing homelessness by taking the following actions:

1. Make user-friendly websites: To help partner agencies and young adults experiencing homelessness increase their awareness of available training and housing opportunities, government organizations should invest in design services that make their websites easy to navigate, comprehensive, and up-to-date with the latest information on points of contact and processes for accessing resources.
2. Facilitate collaboration: To reduce siloed initiatives, government agencies should incorporate housing and workforce strategies into all state and local economic development plans (see Appendix 1 for more details).
3. Integrate housing into apprenticeship expansion efforts: Although the Illinois Workforce Innovation Board's Apprenticeship Committee is an advisory body, it does have significant influence over apprenticeship policy in the state. The Committee should identify strategies to boost apprentices' access to critical wraparound supports, including housing.

### **K-12 Schools and Colleges**

The state's education institutions are often on the frontlines of supporting youth and young adults experiencing homelessness. **Secondary and postsecondary schools should educate and promote apprenticeships as a viable career pathway for all students.**

With the 2016 passage of the Postsecondary and Workforce Readiness Act, Illinois took an impressive leap toward integrating career exploration and preparation into primary and secondary education.<sup>48</sup> School leaders should build on this progress by creating and distributing resources that help all students, housed or unhoused, gain early exposure to apprenticeship opportunities in their community.

### **Foundations and Private Philanthropists**

Although each of the policy recommendations proposed in this report intentionally require minimal new funding due to COVID-19's impact on housing, increased resources and money are necessary to fully meet the employment and housing needs of Chicago's 15,000 young adults experiencing homelessness. The philanthropic community is well-positioned to inject flexible dollars into the housing and workforce systems and fill the gap left by more restrictive public funding streams.

Meeting the call will entail the following actions:

1. Fund collaboration: Facilitating increased cooperation between the housing and workforce systems will take time and resources. The philanthropic community can contribute money to initiatives like joint conferences and data integration platforms that improve collaboration.
2. Fund innovation: Support nonprofits and workforce training partners who are creating pre-apprenticeships in in-demand occupations in healthcare, transportation, distribution and logistics and other industries that are

underrepresented in apprenticeships.

3. Provide seed money for creative affordable housing solutions: Chicago can only eradicate homelessness if it addresses the staggering housing costs for the city's renters and homeowners. Although philanthropy cannot singlehandedly provide enough funding to make Chicago's housing market more equitable, foundations and private donors can financially back nonprofits that are tackling unaffordability with unique, scalable interventions.<sup>49</sup> In doing so, the philanthropic community can create more opportunities to stabilize youth and foster living arrangements that propel their academic and professional success.

### **Business Community**

Private sector involvement is critical to not just apprenticeships but also to creating a more equitable society that truly provides economic opportunity and dignity for all. In addition to fulfilling their social responsibility to assist community members, businesses also benefit financially from joining the fight to end homelessness.

By creating opportunities to expose young adults to the occupations and operations within their company, businesses can expand their talent pools and recruit motivated, interested youth who are prepared to succeed. Businesses can support young adults experiencing homelessness in particular by embracing the strategies below:

1. Audit hiring practices: With the help of apprenticeship navigators and intermediaries, companies should identify which roles within their staffing model have unnecessary educational or professional prerequisites in their job descriptions; any position that could be filled by a combination of tailored on-the-job learning and related academic preparation should be converted into an apprenticeship program. Revamping hiring practices and intentionally partnering with community agencies to recruit talented and vulnerable young adults into apprenticeships will help companies meet their social and financial bottom lines.
2. Provide virtual and in-person career exploration: The transition to remote work during COVID-19 provides an opportunity for companies to embrace virtual methods of sharing their company's mission, culture and job opportunities. Business can use this time of deep online engagement to make and promote creative virtual tours of their facilities and the various roles within their company. Weblinks to these recorded tours could appear on the Streetlight Chicago app, which links youth experiencing housing insecurity to shelter, employment and other resources. These employer videos could increase the number of young adults exposed to their industry without the logistical burdens of in-person tours or the need to transport or coordinate with young adults struggling to secure basic needs.
3. Partner with schools, workforce development and housing organizations to provide work-based learning opportunities: Companies should collaborate with community based organizations to cultivate real-world experiences for young adults that build both skills and interest in their respective industries.

### **Nonprofit Sector**

Community-based nonprofit organizations can and do play a critical role in recruiting and retaining diverse

populations into apprenticeship programs. To target their services to young adults experiencing homelessness, nonprofits can:

1. Create linkages with complementary organizations. To better support holistic service delivery, organizations that provide job or academic preparation should create partnerships with housing providers; housing providers without career preparation services should form linkage agreements with workforce development providers.
2. Adapt current workforce programming to in-demand pre-apprenticeship programs. As previously mentioned, there is a lack of sector diversity within apprenticeships and apprenticeship preparatory programs. Nonprofits that already provide general job training programs should partner with local companies to identify possible adaptations that would make their job training more relevant to specific occupations.
3. Employ young adults: Nonprofits have a variety of staffing needs and should provide pre-apprenticeship and bridge opportunities within their own agencies. They should then offer these positions to young adults experiencing homelessness.

### **Foster Care and Juvenile Justice Systems**

Given the unfortunate correlation between homelessness and involvement with either the foster or justice systems, Illinois' youth-serving institutions also have a vital role to play in preventing and ending homelessness. They can:

1. Use involvement in either foster care or juvenile justice as a period to cultivate academic and career readiness: While young adults or youth are wards of the state, foster care and incarceration professionals should take advantage of the relative stability of that state-funded shelter (as unwelcome as it may be at times). By partnering with companies and workforce development nonprofits, these systems can integrate pre-apprenticeship opportunities into their suite of services. Appendix 2 provides an example of how to use the Pathway to Stability framework in the context of a detention facility.
2. Train staff: Ensure Aftercare Specialists, parole officers, case managers and other staff are exposed to the Pathway to Stability Framework and know how to use it as an assessment and referral tool, particularly when young adults are transitioning out of either foster care or the justice systems.

### **Trade Unions**

Illinois is a heavily unionized state, and with union prevalence comes an array of jobs that guarantee workers' rights and family-sustaining incomes. Because of these benefits, unionized jobs should be accessible to youth experiencing homelessness. Illinois labor federations should send notices of open union positions to all communities' Continuums of Care.

Instead of following a regular recruitment schedule, many unions open apprenticeship applications only after

the demand of the economy suggests a need for more workers in a particular field. Unions should facilitate more widespread awareness about available opportunities by broadly announcing upcoming apprenticeship application periods and partnering with schools and housing and workforce partners to spread the information to vulnerable young adults.

### **Young Adults**

The people who are the most negatively affected by policies should feel empowered to challenge the systems that create, perpetuate, or exacerbate their struggles. To that end, young adults who have experienced homelessness can:

1. Serve as peer mentors: Once young adults feel more stable, they can seek opportunities to help other young adults in similar circumstances.
2. Serve on nonprofit boards: Young adults' voices are needed to steer nonprofits in more equitable directions. By serving on nonprofit boards or advisory councils, young adults with lived experience of homelessness can provide viable guidance on how to steward programming and resources.
3. Vote: Young adults are also needed to influence the political process. Participating in local elections can help increase the number of fair housing ordinances and elected officials that are champions of homelessness relief policies.

## Conclusion

Apprenticeships are a vital strategy that should be included in any initiative to eradicate youth homelessness. However, for apprenticeships to work for young adults experiencing homelessness, we need to create a shared vision for the multifaceted process of stabilizing a young adult and subsequently implement policies to support such a framework.

Ending youth homelessness is a realistic goal, but one that demands that all sectors of society commit the requisite energy and resources. While the COVID-19 pandemic has placed unprecedented strain on the economy and stretched state and city budgets, this once-in-a-generation moment has created the opportunity for us to reevaluate our priorities. We have the resources. We now need the will to align our actions to our values and ensure that Illinois' economy ends its intergenerational cycles of poverty.



## Appendix 1:

### Challenges and Opportunities for Operationalizing the Pathway to Stability Framework for Young Adults Experiencing Homelessness

At the time of this report's publication, the country is still grappling with the uncertainty around the economic fallout from COVID-19. Many housing and job training programs face potentially dramatic programmatic shifts in response to social distancing protocols and the transition to remote learning and working. These changes, and the potential for plummeting private donations and cut grants, will place youth-serving organizations in dire constraints that may limit their potential to serve clients. However, unsheltered people of all ages need permanent, safe shelter now more than ever. While YI believes that access to shelter is a fundamental human right regardless of a person's ability to pay, the lack of affordable housing in Illinois means that when possible, anti-homelessness advocates should also promote the opportunities that lead to family-sustaining employment. The Pathway to Stability Framework can support both shelter and job training activities but will require policies and funding that center intentional, ongoing collaboration and creative deployment of federal, state, local and private resources.

The following section outlines a primary challenge to making the Framework work: siloed initiatives in the housing and workforce systems.

#### **Challenge: The Housing and Workforce Systems are often Siloed**

As previously stated, supporting youth on their journey to stability requires frequent collaboration of multiple organizations and systems. Unfortunately, these systems are too often siloed. The good news is that collaboration between the workforce system and the housing system are already happening. For example, the Chicago Continuum of Care's (CoC) Employment Task Force is responsible for aligning the goals of the housing and workforce systems in Chicago. Chicago Jobs Council also provides a "Demystifying the Housing Response System" training for workforce professionals.<sup>50</sup> At the federal level, employment and education are noted as critical components to ending homelessness; the United States Interagency Council on Homelessness' plan to end homelessness even highlights apprenticeship as a specific strategy for increasing income and employment for homeless individuals.<sup>51</sup>

Despite these promising initiatives, neither the workforce nor housing systems have incentives for collaborating (or penalties for failures to do so) built into their major federal funding streams, specifically the Workforce Innovation and Opportunity Act (WIOA) for employment programs or the Housing and Urban Development (HUD) funding for the housing initiatives.<sup>52</sup> Additionally, while economic development efforts in the state frequently mention the need to cultivate a skilled workforce, increasing access to affordable housing is rarely mentioned as

a key element for successful workforce development outcomes. In fact, “affordable housing” is not mentioned in Illinois’ *A Plan to Revitalize the Illinois Economy and Build the Workforce of the Future*.<sup>53</sup> The Action Agenda for Workforce Development and Job Creation report presented in response to Governor Pritzker’s order for more research highlights homeless individuals as a target population for job creation activities but does not specifically include strategies for connecting them with housing.<sup>54</sup> In its Annual Action Plan from 2019, the Illinois Housing Development Authority, which coordinates many housing and HUD efforts, does list employment and training partnerships with DCEO as a strategy for reducing poverty, but the projects mentioned do not explicitly identify housing supports as a specific component of job training initiatives.<sup>55</sup> Before the Pathway to Stability Framework can work, Illinois needs to identify and implement strategies that encourage collaboration across systems.

In addition to siloed efforts at the state level, local practices within and across the housing and workforce systems are also compartmentalized. Chicago workforce professionals shared that even within their field, there was no comprehensive approach to coordinating all workforce initiatives: WIOA programs, administered by the Chicago Cook Workforce Partnership, dominate the landscape of workforce development, but the Chicago Department of Family and Support Services and the Illinois Housing Development Authority also have funding and programs dedicated to job training. Despite similar missions and potentially overlapping clientele or target communities, these workforce programs operate largely in isolation and have separate databases for tracking individual and programmatic outcomes; one workforce professional shared that when she mentioned one of the longstanding job training programs that she coordinated, colleagues at other workforce agencies shared that they were unaware of such initiatives. This is not a rebuke of local work; instead, it reflects the siloed structure of federal funding streams. The result is disjointed service delivery across agencies performing similar roles.

To combat the silos, Chicago can take three critical steps towards improving communication and resources, as outlined below.

#### Opportunity: Build Collaboration into the State WIOA Plan and Economic Development Plans

Every four years, each state is required to submit a plan to the Department of Labor that outlines how they will use WIOA dollars to meet the statute’s goals. States can choose to submit either a Unified Plan, which outlines the WIOA core partners’ strategies, or a Combined State Plan, which describes both the core programs’ activities as well other federal safety net programs’ employment related efforts.<sup>56</sup> HUD-related programs are eligible for inclusion in a Combined State Plan and, if included, provide a meaningful opportunity for states to signal their commitment to disrupting the connection between employment barriers and homelessness. With this core change to the state plan, local WIOA-implementers, known as Local Workforce Investment Boards (LWBD) will then have an explicit charge to blend their workforce efforts with local housing services providers.

Illinois has released a Unified WIOA State Plan for many years. This is a missed opportunity but understandable given the additional time and resources that are needed to do collaboration well, particularly given each of the WIOA programs (Adult, Youth and Dislocated Workers Activities, Unemployment through the Wagner-Peyser Act

and Adult Education, and Vocational Rehabilitation) in Illinois are managed by separate government agencies. The additional labor of breaking down silos is critical, however, if Illinois wants to combat homelessness. Therefore, Illinois should transition to a Combined WIOA State Plan during its next mandated update in 2024. The distant deadline affords the state the time to begin the lengthy process of the cross-systems planning necessary to write a comprehensive Combined State WIOA Plan. Alternatively, because Chicago-Cook County is particularly influential in the state's workforce development activities, the Chicago Cook Workforce Partnership could pilot a Combined Local Plan in preparation for a 2028 statewide Combined plan. The CoC's Employment Task Force has already brought the issues of job seekers experiencing homelessness into the workforce planning efforts by adding input into the last two local WIOA plans for the Chicago-Cook region;<sup>57</sup> building on their recommendations could help smooth the transition to a future Combined Local Plan. Regardless of which strategy officials choose, any future economic development plans should make explicit how the state will address the interconnectedness of employment and housing.

#### Opportunity: Provide Technical Assistance to Workforce and Housing Providers

To overcome workforce and housing providers' mutual lack of awareness of the resources available, State and City governmental agencies with oversight authority should offer technical assistance that describes promising practices for supporting young adults' ability to secure housing and quality employment pathways. Chicago CoC's Employment Task has identified cross-training between the housing and workforce systems as one of its strategies for combating compartmentalization and has coordinated several trainings that help providers understand both the homeless response system and the workforce development system. While these trainings are critical for frontline providers in nonprofit organizations, government agency officials should ensure that their staff also receive training on the various funding streams, jargon and the processes involved in navigating the housing and workforce systems.

#### Opportunity: Increase Data Sharing and Integration

One seasoned workforce professional shared that for cross-system collaboration to happen, it is imperative that Chicago leaders share administrative data and integrate the various workforce databases. As already mentioned, WIOA is the main source of workforce funding, but other funding streams such as the Community Services Block Grant (which the Department of Family Services manages) and the Community Development Block Grants (jointly administered in Chicago by the Department of Planning and Development and the Bureau of Economic Development)<sup>58</sup> all have workforce dollars and initiatives. However, because these programs are siloed in different departments, it is difficult to track participant-level outcomes or determine where efforts can be combined. Career Connect, the Chicago Cook County Workforce Partnership's database, does capture some (but not all) of the WIOA program participants' information. However, Career Connect is not comprehensive across all workforce systems. To make a fully integrated database of all workforce activity in the Chicagoland region will require a lengthy and costly process, but a failure to do so will perpetuate disjointed service delivery and an inefficient deployment of public resources.

Despite the challenges of integrating the various workforce databases, cross-system collaboration is still possible. For example, the CoC's Employment Task Force has successfully secured a data match between the Homelessness Management and Information System (HMIS) and Career Connect.<sup>59</sup> This is an important step and City leaders should support efforts to perform this data match on an annual basis.

## Appendix 2:

### The Pathway to Stability Framework for Incarcerated Young Adults at-risk of Homelessness

Apprenticeship programs in adult detention facilities show promising results: in one study of the Indiana Department of Corrections' apprenticeship programs, incarcerated people who participated in apprenticeships were "almost 30% less likely to return to prison within three years of release than those who did not participate in the program."<sup>60</sup> Such encouraging outcomes have helped apprenticeships in prisons spread throughout the country; in 2016, over 9,000 incarcerated people participated in an apprenticeship program.<sup>61</sup> Young adults also could benefit from enrollment in apprenticeships because they can provide access to necessary skill-building, credentials, employer relationships, and potential employment upon release.

The following image depicts an adapted Pathway to Stability Framework that uses a young adult's incarceration as a period of relative (though unfortunate) housing and basic needs stability. Because the average stay of young adults in juvenile detention centers is 5.9 months,<sup>62</sup> targeted, sector-specific employment programs that include essential academic and job-readiness skills like pre-apprenticeships are time-appropriate interventions to apply in the Illinois juvenile justice settings, where some of the most vulnerable, disenfranchised youth live.

Despite apprenticeships' potential for incarcerated young adults at-risk of homelessness, there are several assumptions that need to be addressed in order for the Framework to be relevant and maximize apprenticeships' benefit in youth detention centers:

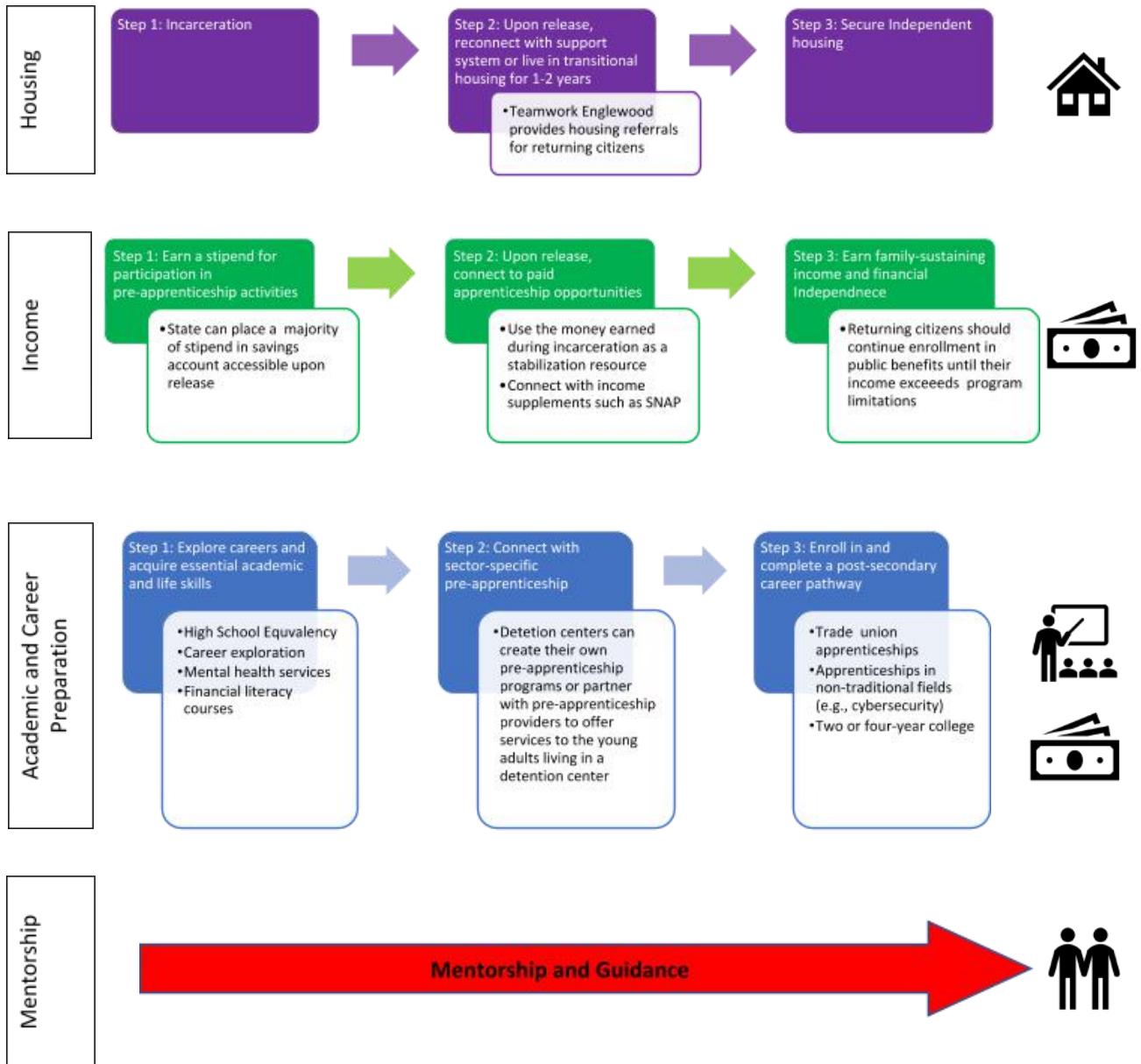
The primary assumptions include:

1. It assumes that adequate resources are available to provide rigorous pre-apprenticeship training. Given that it costs approximately \$111,000 annually to detain one youth in an Illinois justice center,<sup>63</sup> there are ample resources available (if redirected) to support young adults' academic and career preparation. If we are spending significant money on young adults' imprisonment, we should be able to invest in their futures.
2. The Framework includes an income track as a necessary consideration during a young adults' pursuit towards stability. Although incarcerated young adults presumably do not need income while incarcerated given the state's provision of basic needs to inmates, people who are imprisoned should not be trapped in vestiges of legalized unpaid slave labor. Unfortunately, it is a legal and frequent occurrence for inmates to receive only a few pennies per hour for work performed while incarcerated.<sup>64</sup> Incarcerated young adults should reap the earning benefit in an earn-and-learn strategy like apprenticeships so that they can have sufficient savings once they transition out of incarceration. The state should enact significant policy reforms to ensure that

prisoners receive fair wages for their labor and amend the legacy of economic disenfranchisement that our country's prisons perpetuate.

Despite the policy shortcomings, the Framework in the context of a juvenile justice center can be adopted in the Illinois Department of Juvenile Justice to help correctional officers and Aftercare Specialists assess a young adult's career plans, help them plan their academic, professional and housing steps upon discharge, and identify referral partners with whom they can collaborate upon reentry.

Pathway to Stability Framework in a Juvenile Detention Facility





## Appendix 3:

### Protocol for Young Invincibles Focus Group with Young Adults Experiencing Homelessness

#### Pathways and Obstacles

1. First we want to understand how you're thinking about preparing for the future and to do that, we're going to start with an activity.

You'll see we have posters that say, Step 1, Step 2 and Step 3. Using a yellow sticky note, write down what you think is the first step you need to take to permanently exit out of housing insecurity and then place that on the left side of the Step 1 poster. There are no wrong answers and everyone is at different stages in preparing for their futures. Then on the next yellow sticky, write down what you think is the second step you need to take to permanently exit out of housing insecurity and then place that on the left side of the Step 2 poster. Again, no wrong answers. Next, write the third step for permanently exiting out of housing insecurity and place it on the left side of the Step 3 poster. So for example, my first step might be getting my GED, the second step is finding a job, and my third step is going to college. Someone else might need to find a job first, then housing, and then apply to college. Everyone is different so really think about what makes sense for you.

2. Next, we want you to think of the obstacles that are standing in the way of achieving each of those steps or goals that you just placed on the posters. You have some pink stickies in front of you also. What I'd like for you to do is write down all of the obstacles that are making it difficult to achieve that first step and place them on the right side of the Step 1 poster. Use one post-it per obstacle and you can list as many obstacles as you'd like. Do the same process for Steps 2 and 3. Some obstacles might include, "it's too expensive, I'm too stressed to make a decision, I don't have the time, I don't have the information I need to move forward, I don't feel prepared for the classwork, I need more guidance," etc.
3. Thank you for doing this activity. Let's debrief. I see that \_\_, \_\_, \_\_, are common next steps. What makes these feel like the highest priorities for you? What are some supports that are working well to help you achieve your goals?
4. Next we want to understand who or what is helping you. You see a poster here that says, "Organizations." Share with me all of the organizations or people who are helping you overcome the obstacles in Step 1. Organizations are places like schools, faith based groups like churches or mosques, government agencies like DHS or case managers, places like \_\_\_\_ (name of host)]. How are they helping you? What about for Step 2? Step 3?
5. Now we want to reflect on what could have potentially prevented you from experiencing housing insecurity. There are usually a number of reasons why somebody can find themselves without adequate housing and I know that this can be a sensitive topic. Feel free to share at your comfort level. So, when you think back

to what brought you to \_\_\_\_\_(Host name), write down on your sticky note the reasons that led you to experiencing housing insecurity. Use one sticky note per reason and post them on the “Housing Insecurity Factors” poster.

6. Now, think about what organizations like schools, faith-based groups like churches or mosques, government agencies like DHS or case managers, places like \_\_\_\_ (name of host) could have done differently to help prevent you from becoming housing insecure? What could they do now to help you as you move through the steps that you identified on these posters (point out the Step 1, 2, and 3 posters)? What are they doing well?

### **Supports and Guidance**

1. If you had a job interview tomorrow, how would you prepare? What are your biggest questions/concerns?

### **Strengths and Assets**

1. How do you think your experience living with housing insecurity could help you on the job?
2. How is housing insecurity affecting your ability to pursue your dream jobs?
3. Is there anything else you would like to share?

## End Notes

1 Throughout this report, we rely on the Chicago Coalition for the Homeless' definition for homelessness (see citation below), which includes the concept of "doubling-up" with others due to loss of housing. Other living arrangements, such as staying in a motel or living without any shelter, are also included in the Chicago Coalition for the Homeless' definition. While more restrictive definitions exist under the US Department for Housing and Urban Development, the primary source of homelessness policy in the US, we follow the lead of advocates who work closely with those experiencing homelessness in its various forms.

2 "2017 Estimate of Homeless People in Chicago." Chicago Coalition for the Homeless. 1. Accessed June 26, 2020. <https://s6624.pcdn.co/wp-content/uploads/2019/07/CCH-2019-HL-Count-Report.-2017-data.pdf>.

3 *Out of Reach 2020: Illinois*. Chicago-Joliet-Naperville HMFA. Accessed July 14, 2020. <https://reports.nlihc.org/oor/illinois>.

4 *Don't Call Them Dropouts: Understanding the Experiences of Young People Who Leave High School Before Graduation*. Report. America's Promise Alliance and Its Center for Promise, Tufts University. 2014. Accessed June 26, 2020. <https://graduation.americaspromise.org/sites/default/files/d8/DCTD%20Final%20Full.pdf>.

5 Sloane, Phoebe, Anne Radday and Colette Stanzler, Improving Outcomes for youth experiencing homelessness. Report. 1. September 2012. <https://rootcause.org/wp-content/uploads/2019/05/Improving-Outcomes-for-Homeless-Youth-Social-Issue-Report.pdf>.

6 This is not to suggest that there is no coordination presently occurring among diverse service providers. See Appendix 1 for more details on cross-system collaboration.

7 Hancock, Peter. "Unemployment Claims in Illinois Slows amid COVID-19 While State Revenue Plummetts." Bnd. June 04, 2020. Accessed June 26, 2020. <https://www.bnd.com/news/rebuild/article243279131.html>.

8 Lambert, Lance. "Over 42.6 Million Americans Have Filed for Unemployment during the Coronavirus Pandemic." Fortune. June 04, 2020. Accessed June 26, 2020. <https://fortune.com/2020/06/04/us-unemployment-rate-numbers-claims-this-week-total-job-losses-june-4-2020-benefits-claims/>.

9 CCarnevale, Anthony P., Tamara Jayasundera, and Artem Gulish. *America's Divided Recovery: College Haves and Have-Nots*. Report. Center on Education and the Workforce, Georgetown University. 2016. <https://cew.georgetown.edu/cew-reports/americas-divided-recovery/>.

10 Hershbein, Brad, and Lisa B. Kahn. "Do Recessions Accelerate Routine-Biased Technological Change? Evidence from Vacancy Postings." *American Economic Review* 108, no. 7 (2018): 1737-772. doi:10.1257/aer.20161570.

11 *Lack of Access to Skills Training Hurts Illinois' Workers and Businesses*. Report. National Skills Coalition. [https://nationalskillscoalition.org/resources/publications/skills-mismatch-fact-sheets/file/Illinois\\_skillsmismatch.pdf](https://nationalskillscoalition.org/resources/publications/skills-mismatch-fact-sheets/file/Illinois_skillsmismatch.pdf).

12 City of Chicago. *Draft 2020-2024 Consolidated Plan and 2020 Action Plan*. By Lori E. Lightfoot. [https://www.chicago.gov/content/dam/city/depts/obm/supp\\_info/CDBG/2020ConPlan/ConsolidatedPlanDraft.pdf](https://www.chicago.gov/content/dam/city/depts/obm/supp_info/CDBG/2020ConPlan/ConsolidatedPlanDraft.pdf).

13 This selection of middle-skill positions is derived from: Shanholtz, Spencer. "It's Time to Think About Middle-Skill Jobs and Education." Stat Chat. July 18, 2019. <http://statchatva.org/2019/07/18/middle-skill-jobs-and-education/>

14 All mean salaries sourced from: "May 2019 Metropolitan and Nonmetropolitan Area Occupational Employment and Wage Estimates: Chicago-Naperville-Elgin, IL-IN-WI." U.S. Bureau of Labor Statistics. [https://www.bls.gov/oes/current/oes\\_16980.htm#53-0000](https://www.bls.gov/oes/current/oes_16980.htm#53-0000)

15 Pack, Andrew. "Apprenticeships, Skilled Trades and Small-Business Creation." Federal Reserve Bank of St. Louis. December 15, 2017. <https://www.stlouisfed.org/publications/bridges/fall-2017/apprenticeships-skilled-trades-small-business->

creation

16 Seleznow, Eric. “We Must Sustain Apprenticeship in a Post-Pandemic Downturn.” JFF. April 1, 2020. <https://www.jff.org/points-of-view/we-must-sustain-apprenticeship-post-pandemic-downturn/middle>

17 Slesnick, Natasha, Jing Zhang, and Tansel Yilmazer. “Employment and Other Income Sources Among Homeless Youth.” *The Journal of Primary Prevention* 39, no. 3 (2018): 247-62. <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC6231983/>.

18 Ibid.

19 Youth Employment Survey.” Inspiration Kitchen. <http://www.inspirationcorp.org/youth-employment-survey-pages-196.php>

20 *Homeless Youth Risk and Resilience Survey*. Research, Education, and Advocacy Co-Lab for Youth Stability and Thriving (REALYST). May 2019. <https://www.realyst.org/hyrrs>.

21 Why Employment & Homelessness.” Heartland Alliance. Accessed June 26, 2020. <https://www.pathwaysforwardchallenge.org/why-employment-homelessness>

22 Morton, Matthew, Alison Chrisler, Shannon Kugley, Melissa Kull, Megan Blondin, Josephine Pufpaff, and Kendan Elliott. *Measuring Up: Youth-level Outcomes and Measures for System Responses to Youth Homelessness*. Report. 19. May 2019. Chapin Hall, University of Chicago; Youth Collaboratory. <https://www.chapinhall.org/wp-content/uploads/Measuring-Up-Youth-Outcomes-Project-Youth-Collaboratory-Chapin-Hall-Final-v8.pdf>

23 *Homeless Youth Risk and Resilience Survey*. May 2019.

24 Aftercare is an intervention model that the Illinois Department of Juvenile Justice (IDJJ) piloted in Chicago in 2011. Now a statewide model, Aftercare “creates a youth-focused intervention of rehabilitation and therapeutic services... for all youth committed to IDJJ.” For more information, visit: <https://www2.illinois.gov/idjj/Pages/IDJJ-Aftercare.aspx>.

25 See Appendix 3 for details on the focus group protocol.

26 Kaplan, Callie and Jamela Clark, Social Impact Research Center at Heartland Alliance, in conversation with the author, April 2020.

27 Although we refer to classroom instruction, the related technical instruction for apprenticeships is not confined to the classroom and can occur virtually, at the worksite or in a traditional class setting.

28 Office of Apprenticeship. “Apprenticeship.gov.” Apprenticeship.GOV. July 06, 2020. Accessed July 07, 2020. <https://www.apprenticeship.gov/>.

29 Ibid.

30 *The Benefits and Costs of Apprenticeships: A Business Perspective*. Report. 7. November 2016. <https://files.eric.ed.gov/fulltext/ED572260.pdf>.

31 “Self-sufficiency” is a vaguely defined term but often is synonymous with a lack of enrollment in public assistance programs. For more information on self-sufficiency and the controversy of its use as a measure of success in social welfare programs, see Robert Hawkings’ *From Self-Sufficiency to Personal and Family Sustainability: A New Paradigm for Social Policy*, 2005. <https://scholarworks.wmich.edu/cgi/viewcontent.cgi?article=3115&context=jssw>

32 During an interview with subject matter experts, we learned about Individual Placement and Support (IPS), which is a promising employment model for young adults with barriers to success. The concept of self-efficacy and choice are integral to IPS and given its promise to help young adults experiencing homelessness, the IPS style of guiding young adults could prove useful to case managers who are helping young adults navigate the Pathway to Stability Framework. For more information on IPS, visit: [https://www.umassmed.edu/contentassets/32a28fea786c4a62a8f3e47242ebaf1e/ips-se-for-youth\\_print-prepub-final.pdf](https://www.umassmed.edu/contentassets/32a28fea786c4a62a8f3e47242ebaf1e/ips-se-for-youth_print-prepub-final.pdf)

33 Hallett, Ronald E., and Rashida Crutchfield. “Homelessness and Housing Insecurity in Higher Education: A Trauma-

- Informed Approach to Research, Policy, and Practice.” *ASHE Higher Education Report* 43, no. 6 (2017). doi:10.1002/aehe.20122.
- 34 “The CoC’s Implementation Structure.” All Chicago. <https://allchicago.org/continuum-of-care/the-coc-work-structure/>
- 35 Youth Career Pathway Grantees Feedback, focus group, February 2020.
- 36 “What Is Jobs Corps?” Job Corps, Employment & Training Administration (ETA) - U.S. Department of Labor. Accessed June 26, 2020. [https://www.doleta.gov/job\\_corps/](https://www.doleta.gov/job_corps/).
- 37 “YouthBuild.” YouthCare. December 21, 2019. Accessed June 26, 2020. <https://youthcare.org/homeless-youth-services/employment/youthbuild/>.
- 38 Spielman, Fran. “Lightfoot to Earmark \$10 Million for Youth Homelessness and Affordable Housing.” *Chicago Sun-Times*, October 22, 2019. Accessed June 26, 2020. <https://chicago.suntimes.com/city-hall/2019/10/22/20927432/lightfoot-youth-students-homelessness-affordable-housing-teachers-gentrification-10-million>.
- 39 He, Yinghua, Brendan O’Flaherty, and Robert A. Rosenheck. “Is Shared Housing a Way to Reduce Homelessness? The Effect of Household Arrangements on Formerly Homeless People.” *Journal of Housing Economics* 19, no. 1 (2010): 1-12. doi:10.1016/j.jhe.2009.10.001.
- 40 Rapid Re-Housing for Youth: Program Profiles.” 1-2. <https://files.hudexchange.info/resources/documents/RRH-for-Youth-Valley-Youth-House-Program-Profile.pdf>
- 41 “Passport to Careers.” Ready Set Grad. Accessed May 27, 2020. <https://readyssetgrad.wa.gov/college/passport>.
- 42 “Obama Building Equity Fund.” Chicagoland Workforce Funders Alliance. December 26, 2018. Accessed June 26, 2020. <https://chicagoworkforcefunders.org/obama-building-equity-fund/>.
- 43 Rips, Eve. *From Medieval to Millennial: Building & Marketing Modern, Youth-Oriented Apprenticeship Programs*. Report. 9. Young Invincibles. [https://younginvincibles.org/wp-content/uploads/2017/06/YIApprenticeshipReport\\_Final.pdf](https://younginvincibles.org/wp-content/uploads/2017/06/YIApprenticeshipReport_Final.pdf).
- 44 “Chicago College and Career Advising Credential (CCCAC).” Chicago Jobs Council. May 13, 2020. Accessed June 26, 2020. <https://cjc.net/frontline-focus/cccac/>.
- 45 Richard and Jennifer Foil, i.
- 46 Hartel, Heather. “City Colleges Network Invests in Student Apprenticeships.” *Chicago Business Journal*, June 22, 2018; Elejalde-Ruiz, Alexia. “Apprenticeship Programs Enjoy New Life as a Workplace Solution.” *Chicago Tribune*, October 26, 2017. <https://www.bizjournals.com/chicago/news/2018/06/22/city-colleges-invests-in-student-apprenticeships.html>.
- 47 “G-Force Work-Study Mentorship Program.” University of Houston Division of Student Affairs and Enrollment Services. Accessed June 26, 2020. [https://uh.edu/uep/events\\_programs/g-force/](https://uh.edu/uep/events_programs/g-force/).
- 48 *Career Pathways Dictionary: A Unified State Framework for College and Career Readiness and Success*. Report. 6. WORK LEARN GROW: Pathways to the Jobs of Illinois’ Future. November 2018. [http://pwract.org/wp-content/uploads/2018/12/CP\\_Dictionary\\_11-13-18\\_FINAL.pdf](http://pwract.org/wp-content/uploads/2018/12/CP_Dictionary_11-13-18_FINAL.pdf).
- 49 Regan, Rebecca. “Catalytic Philanthropic Capital Can Supercharge Affordable Housing Nonprofits.” Philantopic. January 05, 2018. Accessed June 26, 2020. <https://pndblog.typepad.com/pndblog/2018/01/catalytic-philanthropic-capital-can-supercharge-affordable-housing-nonprofits.html>.
- 50 Frontline Focus Training Institute 2019-2020 Course Catalog. <https://cjc.net/wp-content/uploads/2019/07/FY2020-Course-Catalog-FINAL.pdf>
- 51 *Home, Together: The federal strategic plan to prevent and end homelessness*. Report. 20. United States Interagency Council on Homelessness. 2018. [https://www.usich.gov/resources/uploads/asset\\_library/Home-Together-Federal-Strategic-Plan-to-Prevent-and-End-Homelessness.pdf](https://www.usich.gov/resources/uploads/asset_library/Home-Together-Federal-Strategic-Plan-to-Prevent-and-End-Homelessness.pdf)

- 52 Schnur, Caitlin C., Chris C. Warland, Melissa C. Young, and Tara C. Maguire. *Systems Work Better Together: Strengthening Public Workforce & Homeless Service Systems Collaboration*. Report. 11. Heartland Alliance. March 2018. <https://nationalinitiatives.issuelab.org/resource/systems-work-better-together-strengthening-public-workforce-homeless-service-systems-collaboration.html>.
- 53 *A Plan to Revitalize the Illinois Economy and Build the Workforce of the Future*. Report. Illinois Department of Commerce & Economic Opportunity. October 2019. <https://www2.illinois.gov/dceo/Documents/IllinoisEconomicPlan2019.10.9.2019.pdf>.
- 54 *An Action Agenda for Workforce Development and Job Creation*. Report. State of Illinois. April 2019. [https://www.illinoisworknet.com/DownloadPrint/EO3\\_Full\\_Report\\_04.14.19.pdf](https://www.illinoisworknet.com/DownloadPrint/EO3_Full_Report_04.14.19.pdf).
- 55 *AP-05 Executive Summary - 24 CFR 91.200(c), 91.220(b)*. Report. State of Illinois. [https://www.ihda.org/wp-content/uploads/2019/08/FINAL-2019-Action-Plan\\_AS-APPROVED-BY-HUD.pdf](https://www.ihda.org/wp-content/uploads/2019/08/FINAL-2019-Action-Plan_AS-APPROVED-BY-HUD.pdf).
- 56 For a complete review of the Combined State Policy, review Heartland Alliances' *Systems Working Together to End Homelessness: WIOA and HUD Combined State Planning* report. <https://nationalinitiatives.issuelab.org/resource/systems-working-together-to-end-homelessness-wioa-and-hud-combined-state-planning.html>
- 57 The latest comments from the Coc's Employment Task Force are available at: "The Chicago Cook Workforce Partnership's Response to Public Comments Received on the 2020 WIOA Local Plan:" 2018. 16-22. <https://chicookworks.org/wp-content/uploads/2020/04/Chicago-Cook-Workforce-Partnership-Response-to-Public-Comments-on-the-2020-WIOA-Local-Plan.pdf>
- 58 Grant Applicants (CDBG & ESG)." Cook County Government. 2020. Accessed June 26, 2020. <https://www.cookcountyil.gov/content/grant-applicants-cdbg-esg>.
- 59 "Comments on Local WIOA Plan." Chicago Jobs Council on behalf of the Employment Task Force (ETF) of the Chicago Continuum of Care (CoC) to Chicago Cook Workforce Partnership. 16, March 16, 2020. <https://chicookworks.org/wp-content/uploads/2020/04/2020-Local-WIOA-plan-Chicago-Continuum-of-Care-ETF-Comments.pdf>
- 60 McGrew, Annie, and Angela Hanks. "The Case for Paid Apprenticeships Behind Bars." Center for American Progress. April 27, 2017. Accessed June 26, 2020. <https://www.americanprogress.org/issues/economy/reports/2017/04/27/431384/case-paid-apprenticeships-behind-bars/>.
- 61 Ibid.
- 62 Pritzker, JB, and Heidi Mueller. *Department of Juvenile Justice 2019 Annual Report*. Report. 4. "Overview." Illinois Department of Juvenile Justice. <https://www2.illinois.gov/idjj/Documents/IDJJ%20Annual%20Report%202019.pdf>.
- 63 "Homeless Youth Services." Illinois Department of Human Services. Accessed June 26, 2020. <https://www.dhs.state.il.us/page.aspx?item=30369>.
- 64 McGrew, Annie, and Angela Hanks. "The Case for Paid Apprenticeships Behind Bars." Center for American Progress. April 27, 2017. Accessed June 26, 2020. <https://www.americanprogress.org/issues/economy/reports/2017/04/27/431384/case-paid-apprenticeships-behind-bars/>