

# Practices That Work Towards a Just, Equitable, Diverse, Inclusive, and Sustainable Construction Industry: The Case of Public Owners and Agencies in the Greater Portland Area, Oregon, USA

October 2021

Prepared for the City of Beaverton, Oregon

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## SECTION 1: INTRODUCTION

### 1.1: Project Overview

#### History of the Project

In March of 2021, the City of Beaverton (City) and the Center for Public Service (CPS) at Portland State University (PSU) developed a partnership to help the City determine how to engage with the Construction Career Pathways initiative.<sup>1</sup> Construction Career Pathways is a regional effort among local jurisdictions in the Portland metro area led by the Metro Regional Government (Metro) to develop a coordinated regional strategy for the recruitment and retention of women and people of color into the construction trades.

Metro convenes the workgroup driving the Construction Career Pathways initiative, which includes representatives of 16 public owners, interested stakeholders, and community-based organizations.<sup>2</sup> Starting in 2018, the workgroup developed a series of seven strategies for promoting equity in the construction workforce, known as the Construction Career Pathways framework. A potential eighth strategy is explored in future sections. Most importantly, a regional, cross-sectoral commitment is essential to accomplish the goals set forth in the initiative using the strategies described.

The City has been a part of the workgroup for the Construction Career Pathways initiative since 2018. This study sought to illuminate and provide recommendations for how the City might create a workforce development program that could include formally engaging with Construction Career Pathways.

In particular, this study reviewed how the other jurisdictions profiled in the research have designed and implemented their construction workforce development programs using the Construction Career Pathways framework, what practices work towards achieving the initiative's goals, and what resources may be necessary for future implementation. This study also sought to understand the potential challenges, issues, and risks associated with implementing the initiative.

#### About the Center for Public Service

The Center for Public Service (CPS) is housed within the Mark O. Hatfield School of Government at Portland State University. Its mission is to help connect academic professionals, practitioners, consultants, trainers, and students who have expertise in consulting, research, and professional development, with practitioners in the public service sector who share our interest in public service leadership and organizational capacity building.

With decades of experience delivering high quality consulting, research and professional development to public and nonprofit organizations located in the Pacific Northwest as well as in international settings such as Vietnam, Japan, and China, CPS offers the cost competitiveness of a not-for-profit organization, the intellectual content of a leading academic center, and the client-driven flexibility of a traditional consulting firm.

### 1.2: Scope of Work

As of October 2021, six public agencies have signed a commitment to the Construction Career Pathways framework: Metro, Prosper Portland, the City of Portland, Portland Public Schools, Multnomah County, and Clackamas County.

Initially, this project intended to study the practices of these six signatories as they relate to the seven strategies laid out in Construction Career Pathways. However, the project scope was expanded for two reasons. First, the limited sample size of the six signatories yielded limited data. Second, several common themes emerged during preliminary research that led to the development of an eighth strategy, in addition to the seven identified in the Framework, that the project team elected to explore.

The expanded scope of the project included study of the practices of the six signatories and ten non-signatory public agencies. In addition, the study included twenty industry, academic, and other interested stakeholder groups or individuals. Qualitative and quantitative data collection also expanded to include reference to the new eighth strategy.

The purpose of this study is to build an understanding of the “practices that work” among these stakeholders to develop, retain, and increase workforce equity in the construction trades. Framing these practices as “practices that work” instead of “best practices” acknowledges the individual context of each jurisdiction that implements a construction workforce development program. What works for one jurisdiction may be an inappropriate solution for another based on factors such as size, budget, political feasibility, or internal capacity.

The study also focuses on the challenges and issues faced by public owners and industry partners in achieving the goals set out by the Construction Career Pathways initiative. Finally, the study compiles workforce data and program outcomes from many of the public agencies from the workgroup.

The contents of this report seek to provide the City with some practices that work towards building construction workforce equity, potential scaled models for implementation, and recommendations that may help the City determine how to conceptualize and develop a workforce development program based on the Construction Career Pathways framework.

This report is not intended to provide analysis of the Construction Career Pathways initiative itself. Instead, it provides a survey of and describes some strategies and practices undertaken by public agencies to promote construction workforce equity and achieve the goals outlined in the Construction Career Pathways initiative.

This study provides some context for those practices and strategies to the agencies which employ them. However, the applicability to the City or any other jurisdictions should be understood to be equally contextual.

### 1.3: Introduction to the Report

After this introductory section, the report will detail the six main objectives that support the overall objective to document practices that work towards a just, equitable, diverse, inclusive, and sustainable construction industry in the greater Portland area.

The third section details the framework for understanding this topic and why the work outlined in the Construction Career Pathways is important. This section includes a brief review of the literature regarding the current state of the construction industry in Oregon and beyond, the way that systemic oppression has racialized and gendered the construction industry, and the Construction Career Pathways regional collaborative and other related initiatives as a set of responses that confront and work to address the complexities of the industry.

A discussion of the methodology of the study, including an overview of each of the case respondents, is included in the fourth section.

The fifth section includes the results of the study, which are organized into a discussion of the Construction Career Pathways strategies, the practices that work for each of the public owners and interested stakeholders, and the issues and challenges faced by the organizations that were profiled in the study.

The sixth section discusses three implementation models for the City to consider based on analysis of the data provided by the public owners profiled in the study.

The report concludes with a set of recommendations for the City to consider based on the practices that work, the models discussed, and qualitative and quantitative data collected.

An acknowledgments section and the endnotes and references cited section are also included after the recommendations.

There are three appendices to this report, which include Appendix A: List of Public Owners and Interest Organizations with Supporting Documents; Appendix B: Qualitative and Quantitative Data Collection Mechanisms; and Appendix C: Quantitative Data by Public Owner Respondent.

The project team for this study included lead student researchers Carla Gonzales Jimena and Max Wedding of Portland State University, Cadence Petros and Grace Wong of the City of Beaverton, and Dr. Margaret Banyan and Erica Fulton of the Center for Public Service at Portland State University.

## SECTION 2: OBJECTIVES

This study aimed to achieve six main objectives for the City of Beaverton, the respondents of the case research, and interested stakeholders, which include professional organizations in construction, regulatory agencies trade and labor unions including non-union workers, contractors, subcontractors, community based organizations, and non-profit organizations:

### Objective 1

Characterize the various construction related and workforce related development programs and projects of the public owners and agencies in the Greater Portland area during the period 2017-2021 or projects completed during the last 5-10 years.

### Objective 2

Study the performance of each organization in implementing and monitoring Construction Career Pathways key strategies in the various projects and other workforce development programs.

### Objective 3

Document practices that work from the perspective of each public owner or agency.

### Objective 4

Articulate the issues and challenges experienced by organizations in implementing and adhering to the Construction Career Pathways key strategies.

### Objective 5

Draw insights on how these issues and challenges were addressed or will be addressed by each organization and other stakeholders.

### Objective 6

Analyze possible models of implementation of the Construction Career Pathways framework for a jurisdiction's conceptualization of its own potential workforce development programs.

## SECTION 3: FRAMEWORK

### 3.1: State of the Construction Industry in the Portland Metro Area

Construction jobs have been on the rise in Oregon since 2010 when the state began climbing out of the Great Recession.<sup>3</sup> The Oregon Employment Department projects an additional 11,900 jobs to be added in this industry between 2019-2029. In the Greater Portland Area, the enrollment in construction apprenticeship programs more than doubled between 2011, when 1,206 new apprentices enrolled, to 2,647 in 2019.<sup>4</sup> According to a 2018 study commissioned by Metro and the City of Portland, the construction industry also reports a severe shortage of skilled labor both in Oregon and across the United States, a trend that is projected to continue into the 2020s.<sup>5</sup>

However, across the construction industry, the culture of predominantly white men either explicitly or implicitly creating hostile environments for women and people of color exists, persists, and self-perpetuates in the industry.<sup>6</sup> This phenomenon is also reflected in apprenticeship programs, with graduation data showing that men graduated the programs at higher rates than women and white apprentices graduated at higher rates than Black, Indigenous, and People of Color (BIPOC) groups.<sup>7</sup> These data also highlighted better outcomes for women and BIPOC in the construction trades when disaggregated by union compared to non-union shops.<sup>8</sup> The 2018 Metro study also reports that while overall diversity within the industry may be able to meet various diversity goals, many individual trades may not be able to supply enough diversity of workers.<sup>9</sup>

There are many potential causes for entry and retention rates for women and people of color lagging behind their male and white counterparts. The 2018 Metro study outlines a host of potential causes of recruitment and retention issues for women and people of color into the industry. These include lack of access to jobs, training, resources, or mentorship in the construction industry for women and minorities; a lack of funding or support for pre-apprentice programs; toxic jobsite culture; and inaction on the part of public owners managing construction projects in the greater Portland area to address these issues.<sup>10</sup>

The Safe from Hate Jobsite Culture Pledge, which can be accessed in Appendix A, speaks of the impacts of workplace harassment on women and BIPOC groups. A letter from the Metro Alliance for Workplace Equity (MAWE), following the hanging of a noose at a construction site jointly owned by OHSU and PSU in May 2020, also addresses the workplace harassment issue, calling for sufficient workforce training in intervention and communication skills.<sup>11</sup> Access to that letter is available in Appendix A. This event, alongside the death of George Floyd and subsequent worldwide demonstrations, provided a critical juncture that catalyzed the call to address the need for an inclusive and respectful job site culture in the construction industry for people of varying contexts and backgrounds.

Efforts to address these issues have been underway for many years through various diversity, equity, and inclusion (DEI) efforts led by many public agencies, organizations, companies, and communities. Metro describes a vision for success in the Portland region as “(1) having a strong pipeline of skilled workers to fill the anticipated shortages; (2) ensuring that jobs created through publicly funded projects are equitably attained by working people from all demographics; (3) having a regional construction workforce that better reflects the demographics of the community.”<sup>12</sup> There are several



promising practices already established by public owners in the greater Portland area, which are identified and described in Section 5.

### 3.2: Addressing Racialized, Gendered Industries and Systemic Oppression

Individual prejudice, racial animus, and isolated discriminatory actions cause harm to people of color, women, and other oppressed groups. Instances of harassment can both be a cause and a symptom of a culture of exclusion, creating a feedback loop of harmful actions and ideas. As oppressive structures, actions, and ideas are built within an organization, power hierarchies are likewise constructed and nurtured, often benefiting the dominant group.<sup>13</sup> While some power imbalances are expected within an organization, those that rely on gender or race often produce negative outcomes for people of color or women.<sup>14</sup>

There are several promising models and strategies to address racial and gendered power imbalances in organizations. Some academics suggest that targeting specific mechanisms, leveraging social movements and legislative action, and collective coercion or threat of loss are all effective means to affect change.<sup>15</sup> Many “diversity” programs and policies, however, often lack clear goals, timelines, outcomes, and other proactive measures of accountability and rely instead on educational or symbolic changes.<sup>16</sup> These programs and policies may even reinforce the status quo as a result of exhausting resources, leveraging workers’ complacency, and reliance on individual behavior change. Additionally, strategies that simply focus on equalizing treatment within an organization do little to challenge the structures that created the imbalance in the first place.<sup>17</sup> Legislative action without coordinated implementation across an industry also does not necessarily determine whether the inequities in that industry will be addressed.<sup>18</sup>

Regardless of the specific mechanisms for reform, the strategies must move beyond the rhetorical. Strategy implementation must address both the oppressive structures as well as the toxic interpersonal dynamics that lead to the development of strongly racialized and gendered industries, such as construction.<sup>19</sup> Reforms that address the structures of power that benefit white and male workers while stifling women and people of color, as well as addressing the prejudicial beliefs that lead to issues such as workplace harassment, are both necessary to create a construction industry that is just and equitable.<sup>20</sup>

### 3.3: Construction Careers Pathways

In the Greater Portland area, Construction Career Pathways is an initiative to address the issues of a heavily racialized, gendered industry that is significantly impacted by systemic oppression. The initiative provides a Regional Framework (Framework) that outlines a series of strategies to create and sustain a just construction industry and a more diverse construction workforce. Access to the Framework is included in Appendix A.

The Framework is primarily high-level guidance for public owners and agencies in the Portland region. Metro includes a toolkit for those considering its implementation, which can be accessed in Appendix A.

There are four central goals that the strategies outlined in the Framework hope to address. These goals can be summarized as:

1. create a demand for diverse construction workers;
2. support the development of a diverse construction workforce;
3. be accountable for progress; and
4. develop a collaborative, regional approach.

As the fourth goal implies, interagency partnerships and stakeholders in the industry make up the cornerstone of the Framework. A truly transformational approach will rely heavily on the partnerships created through this initiative.

There are seven essential strategies that the Framework suggests for public agencies to adopt to work towards a just, equitable, diverse, inclusive, and sustainable construction industry. Success in this initiative will hopefully not only provide more opportunities and equity for women, BIPOC, LGBTQ+, and other underrepresented members of the community, but also help Oregon meet the construction workforce needs it is currently facing. The seven strategies listed in the Framework are as follows:

1. set clear workforce diversity goals;
2. set project thresholds;
3. track and review progress on goals;
4. develop a workforce agreement;
5. implement worksite anti-harassment and culture change strategies;
6. collectively invest in workforce supply; and
7. establish regional collaboration.

Throughout the preliminary interviews during the early phases of this study, the study respondents and the project team co-produced an eighth strategy that public owners may want to consider when establishing a construction workforce development program. The eighth strategy is:

8. establish relationships and trust with stakeholders and the community.

These eight strategies are detailed in Section 5: Results and Discussion, including full descriptions of the strategies, practices that work among various public agencies and industry partners, as well as issues and challenges the City may face during implementation.

## SECTION 4: METHODOLOGY AND CASE RESPONDENTS

This study utilized a case research approach with a co-production model in partnership with the case respondents. The qualitative data collection portion included a two-part, iterative interview process for public agencies and a one-part interview process for other interested stakeholders. Interviews were conducted via telephone and video conferencing using the Zoom, Google meet, and Teams platforms. The interview questions are detailed in Appendix B.

A total of 35 respondents representing various groups were included in the study: 17 public owners, 16 interest organizations, and 1 group of individual academics, consultants, contractors, and sub-contractors. Contact information for each of the individuals interviewed can be found in Appendix A.

Table 4.1: List of Case Respondents

Case Respondent	Type of Organization	# of Interviews
Metro	Public Owner	2
Prosper Portland	Public Owner	2
City of Portland	Public Owner	2
TriMet	Public Owner	2
Oregon Department of Transportation (ODOT)	Public Owner	1
Port of Portland	Public Owner	1
Oregon Health & Science University (OHSU)	Public Owner	2
Portland State University (PSU)	Public Owner	2
Clackamas County	Public Owner	1
Portland Public Schools (PPS)	Public Owner	2
Beaverton School District (BSD)	Public Owner	1
North Clackamas School District (NCSD)	Public Owner	2 <sup>21</sup>
Portland Community College (PCC)	Public Owner	3
Multnomah County	Public Owner	2
Washington County	Public Owner	2
Bureau of Labor & Industry (BOLI)	Public Owner	1
Home Forward	Public Owner	2

National Association of Minority Contractors - Oregon (NAMC-O)	Interest organization	3
Metro Alliance for Workforce Equity (MAWE)	Interest organization	2
Constructing Hope	Interest organization	2
Professional Business Development Group (PBGD)	Interest organization	1
Fair Contracting Forum	Interest organization	1
Oregon State Building Trades Council	Interest organization	1
Latino Built (LB)	Interest organization	2
Portland YouthBuilders	Interest organization	0
Oregon Tradeswomen	Interest organization	1
Policy Group for Tradeswomen's Issues (PGTI)	Interest organization	1
National Taskforce on Tradeswomen's Issues	Interest organization	1
Laborers' International Union of North America (LIUNA)	Interest organization	1
Columbia Pacific Building Trades Council	Interest organization	1
Northwest Carpenters' Union	Interest organization	1
Labor Education & Research Center (LERC)	Interest organization	1
Individual academics, consultants, general contractors, and sub-contractors	Individuals	5

The study also conducted a quantitative data collection for secondary information from the public owners. The questions asked are listed in Appendix B. Raw data from each of the public owners who sent responses are included in Appendix C.

## SECTION 5: RESULTS AND DISCUSSION

### 5.1: Overview of the Construction Career Pathways Strategies for Public Owners

The seven Construction Career Pathways strategies, plus the eighth strategy recommended in this report, should primarily be understood as a package of mutually reinforcing strategies not to be separated from one another. Each of the individual strategies is an essential component of an overall framework to accomplishing the goals of Construction Career Pathways.

Implementation of these strategies varies across jurisdictions that are committed to achieving the goals of Construction Career Pathways. Understanding how different jurisdictions implement these strategies, what works for them, the resources needed, and the issues and challenges of implementation is the heart of this section of the study. Some of the strategies have strict guidelines for implementation while others have significant flexibility. The following section details those guidelines and summarizes some of the practices that work for various jurisdictions.

As strategies 7 and 8 suggest, a jurisdiction-wide and regional approach is also important for public owners to develop in order to address a common problem facing the industry in the area. Many of the participants in the case study mentioned that because the construction industry itself spans all of the jurisdictions, trades, and projects across the greater Portland area, the strategies to address the issues the Framework works to address should also be implemented using a comprehensive lens.

However, it is true that different projects within a jurisdiction will have different needs, requirements, and standards given the source of funding, project financing, and limits to jurisdictional bandwidth to implement various equity strategies. As such, many of these strategies are currently implemented on a project-by-project basis. There is no one-size fits all design template to implement the strategies discussed below, but the principles and guidance provided by the Construction Career Pathways framework are critical to move the needle towards a just, equitable, diverse, inclusive, and sustainable construction industry.

Finally, the importance of developing mutually supportive relationships with Metro and other agencies who have committed to implementing the strategies outlined in the Framework cannot be understated. Building a regional solution ultimately depends on jurisdictions across the greater Portland area maintaining open and inclusive spaces for dialogue and conversation across public agencies, community-based organizations, interest groups, contractors and subcontractors, and other stakeholders. It is the hope that this study as well as the practices that work described below may be useful in working towards achieving that goal.

### 5.2: Discussion of Practices that Work

This section discusses each of the eight strategies, any guidance that may be helpful in understanding that strategy, and the various practices that work for many of the jurisdictions included in the study. These practices are not intended to be recommendations for jurisdictions interested in implementing the Construction Career Pathways framework, but a documentation of

some practices that appear to have been effective for the public owners in the greater Portland area. There are also many practices of various jurisdictions that are not highlighted here. Any jurisdiction planning to implement these strategies may directly contact any of the jurisdictions included in the study to learn more. Contact information for each of the interviewees is included in Appendix A.

### Strategy 1: Set Clear Workforce Diversity Goals

The Construction Career Pathways Framework describes this strategy as follows:

Public Owners should establish regionwide targeted hire goals to increase diversity in the construction workforce (see below). The toolkit provides guidance on additional goals Public Owners may consider in order to create a demand for diverse construction workers, and a ramp up period timeline to ensure success.

- A. A minimum of 20 percent of total work hours in each apprenticeable trade shall be performed by state-registered apprentices;
- B. A minimum of 14 percent of total work hours shall be performed by women and women-identified persons – both journey and apprentice-level workers;
- C. A minimum of 25 percent total work hours shall be performed by persons of color – both journey and apprentice level workers.

This is the only strategy in the Framework where the guidance is for jurisdictions who commit to this work to implement the goals as written. These goals were established using data from Metro's 2018 "Portland Metro Region Construction Workforce Market Study." Access to this document and its Executive Summary are included in Appendix A. It is important to note that this goal specifically addresses the diversity of the workforce, not of the owners of the construction firms.

Encouraging public owners in the greater Portland area to implement the same workforce diversity goals is intended to create a uniform regional demand for a diverse construction workforce. The construction industry does not operate in silos, nor do construction firms operate solely within a specific jurisdiction. As a result, any industry partner or firm should be able to recognize and meet these goals regardless of whose project they are working on.

A common thread among the interviewed public owners is to ensure that jurisdictions engage their contractors and subcontractors to assist with being able to meet the diversity goals consistently. The public owner plays a critical role in both monitoring as well as supporting the prime and general contractors to achieve their diversity goals; subsequently, the prime contractor is expected to engage the subcontractors the same way. Providing this support does not happen naturally and likely requires some commitment of time and resources.

Some jurisdictions who lack an established workforce development program may not meet these diversity goals on a project-by-project basis to start. Guidance suggests that a jurisdiction utilizes a seven-year ramp-up period towards meeting these goals.

Table 5.1: Female Diversity “Ramp Up” Schedule (Example)<sup>22</sup>

Year after policy effective date	Participation level for project work hours
0-1	7 percent
1-2	8 percent
Year 2	9 percent
2-3	9 percent
3-4	10 percent
Year 4	10 percent
4-5	12 percent
5-6	14 percent
Year 7	14 percent

The City of Portland and Portland Public Schools both had existing goals for construction project workforce diversity for many years prior to the establishment of the Construction Career Pathways initiative. PPS has since adopted the goals outlined in this strategy, while the City of Portland operates under previously-established goals for low-bid contracts. The City of Portland’s Workforce Training and Hiring Program has existed in some way since 1994 and has undergone several evolutions since then. Their goals for hours completed by people of color (18 percent) and women (9 percent) were set in 2012, though the City believes that by working within the seven-year ramp-up period, they could potentially meet the goals set in the Construction Career Pathways framework.

When asked about this goal, many of the jurisdictions discussed their strategies for and challenges in achieving compliance by the construction firms they contracted. For example, the City of Portland works with the contractor to discuss opportunities that would help in achievement of the goals and encourages efforts to increase participation. If the City does not receive documentation of efforts to achieve the goals, they may assess a fine to the contractor for failing to follow inclusive hiring practices.

Home Forward was initially addressing a \$200/day fine for noncompliant contractors, but eventually increased their fines to \$1,000/day when they found that contractors simply opted to pay the fine instead of attempting to correct the noncompliance. Additionally, Home Forward established a specific fund into which these fees are funneled. The agency then uses this fund to help their residents enter into pre-apprentice programs, creating a funding loop that ultimately helps contractors meet the goals of the program in the long term. Home Forward and the Port of Portland

both offer the ability for certain firms, such as small businesses or start-up minority contractors, to submit waivers for this requirement. Access to examples of waivers are included in Appendix A.

PCC discussed some potential legal limitations to be aware of, namely that equity goals in and of themselves must remain “aspirational” and cannot be enforced as such due to non-discrimination laws. A 2021 PowerPoint presentation from the City of Portland, “Social Equity in Contracting,” discusses the differences between “race-conscious” and “race-neutral” policies and the legal frameworks for both. Access to that presentation is included in Appendix A.

## Strategy 2: Set Project Thresholds

The Construction Career Pathways Framework describes this strategy as follows:

Public Owners will set a project cost threshold to trigger targeted hire goals and set a “tiered” system to determine tracking requirements. The threshold tiers recommended in the toolkit are based on the Public Owner’s typical project size and cost. Agencies should consider and adopt the thresholds outlined in the toolkit or set modified thresholds based on their typical project size and their capacity to monitor compliance.

Each public owner that works towards the goals of Construction Career Pathways has unique projects, budgets, and resources - both human and financial - that require this strategy to be among the most flexible of the eight. The thresholds are intended to identify “tiers” of projects that should have certain requirements for the contractors working on the project that help achieve the goals of Construction Career Pathways.

Results of this study showed that all public owners and agencies that have implemented this strategy have developed their own tiered system with corresponding requirements from the contractors or subcontractors. Factors such as the nature of the project, project financing and source of funding and the criteria used in selecting and evaluating RFPs or project proposals and bids play a critical role in establishing a jurisdiction’s tiers. Some additional considerations may include how project bids and proposals are evaluated, whether they include diversity, equity and inclusion criteria, and who in the organization reviews the project bids and proposals.

Table 5.2: Example of tiers and thresholds suggested as a guide for public owners<sup>23</sup>

Tiers	Cost Threshold	Requirements	Project Examples
Tier 1	Total project costs under \$200,00	Projects not subject to workforce diversity goals, but tracking workforce diversity is highly encouraged	Minor infrastructure repairs, energy efficiency installations, retrofit improvements, street and sidewalk improvements, park preconstruction services, accessibility enhancements, transit/bike hub installations
Tier 2	Total project costs	Prime and subcontractors	Permanent site improvements,



	equaling \$200,000 - \$4,999,999	are subject to documenting good faith efforts to meet targeted workforce diversity goals	upgrades to building infrastructure, stormwater treatment improvements, sewer repair and improvements, transportation safety improvements, transportation station improvements
Tier 3	Total project costs above \$5,000,000	All contractors subject to all provisions outlined in Workforce Agreement, including targeted workforce diversity goals	Large scale infrastructure developments, transportation infrastructure improvements

There can be as many or as few tiers as makes sense for a public owner, and the thresholds can potentially be based on factors such as overall project cost, project size, funding source, sponsoring department, or agency personnel and capacity. Note that public owners with established construction workforce equity programs often have a number of personnel that provide support, track contractor performance, and administer the requirements set within the organization’s tiers.

When a public owner sets these project thresholds, it is important that the thresholds meet several guidelines. Namely, the tiers and thresholds should be 1) public; 2) supportive of the goals of Construction Career Pathways; and 3) communicated to other public owners working towards the goals of Construction Career Pathways.

All of the public owners included in this study have so far set various forms of project thresholds except for Washington County, which is currently continuing to seek input during the research phase of envisioning a workforce development program. There appears to be generally two “models” of setting project thresholds among the public owners. The first model is to simply set one threshold above which a set of requirements apply, which is the more popular model among the public owners interviewed. The second model is to set multiple tiers for both prime and subcontractors.

Clackamas County is an example of the first model, where any County project with construction value over \$10,000,000 will include workforce agreements that require jobsite culture training, workforce diversity goals, and contractor engagement with regional trade/technical training programs to help develop workforce supply.

OHSU is another example of this first model with a threshold of \$500,000, over which certain requirements would have to be met by contractors. At the time of this study, the specific requirements for the contractors for projects that meet this threshold were still in development. There are currently 22 personnel at OHSU with one key position dedicated to administering their program.

Home Forward is another example of this first model. All projects over \$200,000 have workforce diversity goals, which applies also to subcontracts above \$100,000. Recently they have also begun requiring workforce culture training for these contracts.

The City of Portland is an example of a jurisdiction utilizing the second model of multiple tiers and thresholds. For low-bid projects over \$200,000 and for sub-contracts over \$100,000, the City requires that those contractors participate in a Workforce Training & Hiring Program as well as meet workforce diversity goals. For alternative contracts, any eligible contracts under \$10,000,000 must comply with what the City has termed a “Diversity, Equity, and Inclusion Plan for Alternative Contracting Methods.” For eligible projects between \$10,000,000 - \$25,000,000, the City requires compliance with their Community Equity and Inclusion Plan. A Community Benefits Agreement applies to all eligible projects above \$25,000,000. Access to each of these documents are included in Appendix A. Additionally, the City of Portland includes prompts during the RFP process for contractors to submit evidence of their ability to meet the various diversity goals that the City has set.

### Strategy 3: Track and Review Progress on Goals

The Construction Career Pathways Framework describes this strategy as follows:

Public Owners should utilize a software tracking system – such as Elations, LCPTracker, B2GNow - to streamline reporting and compliance. Adopting a data-driven approach will facilitate the enforcement of targeted hire goals and help Developers/Prime Contractors troubleshoot any issues that may arise. Collecting this data regionally helps to create and allows for monitoring and reassessment of progress towards workforce goals. The toolkit provides a list of approaches to collecting workforce data, along with a set of common data points all Public Owners should commit to collecting in order monitor their progress towards achieving workforce diversity goals.

In order to remain accountable to the commitment to diversifying the construction workforce, public owners should determine a method for tracking the data of the workforce being utilized. LCPTracker (LCP) and B2GNow (B2G) are the two most common of the software packages being used by public owners in the Portland area to implement this strategy, though Excel and internally-designed solutions are also in use. B2G is often used for tracking data from professional services contracts and minority-owned, women-owned, and emerging small business (MWESB) utilization, while LCP includes functionality to track construction workforce data.

This study does not necessarily endorse the use of any particular software package and hopes instead to illuminate how they are used by the public owners involved in the study. Ultimately, this strategy relies less on specific software implementation and more on developing practices and procedures for tracking the data necessary to demonstrate regional progress towards meeting the goals of Construction Career Pathways. Data harmonization, data sharing, and tracking of diversity, equity, and inclusion efforts in the construction trade are critical aspects to guide evidence-based decisions at the regional level. By utilizing and sharing data, public owners may be able to address aspects of the impending shortage of construction workforce and develop targeted interventions at the regional level.

The City of Beaverton and any other jurisdiction considering committing to this work will need to determine the best-fit method for them based on their internal capacity and resources available.

Of the public owners included in this study, OHSU is the only jurisdiction primarily using Excel for tracking workforce data. The following five jurisdictions use both LCP and B2G:

- Metro
- Prosper Portland
- Multnomah County
- Port of Portland
- TriMet

The City of Portland utilizes LCP to track workforce goals. PCC uses B2G internally. Clackamas County as well as PSU are developing their data tracking strategies at the time of this study.

Portland Public Schools, PCC, Prosper Portland and Home Forward all contract with the City of Portland to require that their contractors report their workforce data to the City through the City's LCPTracker system. The City then sends monthly reports to the general contractors and respective agencies, which include whether their contractors are meeting the various jurisdictions' respective diversity goals. The jurisdictions will then be responsible for any necessary enforcement action. The City also manages the contractors' orientation process, for both their own and the external agencies' contractors, to the data submission procedures in LCP.

The City has published a public, online dashboard where all of the City's Workforce Training and Hiring Program data are easily accessible:

<https://public.tableau.com/app/profile/gennie.nguyen/viz/WFTHProgramDashboard/Dashboard>.

#### Strategy 4: Develop a Workforce Agreement

The Construction Career Pathways Framework describes this strategy as follows:

Workforce Agreements are enforceable contracts that govern the terms and conditions of employment for all workers on a given construction project. They serve as a useful mechanism to align practices to ensure diversity goals are met and allow for clear tracking and monitoring of contractors by Public Owners, community-based organizations, and certified firms. Workforce Agreements avoid costly delays due to labor disputes or shortages of workers, and contractually ensures that publicly funded projects are completed on time and on schedule for the benefit of taxpayers. They offer Public Owners increased oversight of numerous contractors and unions on large projects. The toolkit contains a series of terms that are critical to achieving workforce diversity goals and should be considered when negotiating a Workforce Agreement.

To discuss this strategy, two definitions must first be stated: Project Labor Agreement (PLA) - also known as a Community Workforce Agreement - and Community Benefits Agreement (CBA).

A PLA is “a pre-hire collective bargaining agreement with one or more labor organizations that establishes the terms and conditions of employment for a specific construction project.”<sup>24</sup> This essentially sets the expectation for a contractor and the union to which its employees may belong to meet various commitments, which may include workforce diversity goals. While “PLA” is a common term in the industry, other names such as “Workforce Partnership Agreement” also apply for the same type of agreement.

A CBA is a “complex, multi-party [contract] executed by several community-based organizations and one or more developers, including developers' commitments to provide a range of community benefits related to a proposed development project, and usually containing the community-based organizations' commitment to support approval of the project.”<sup>25</sup> This may include terms such as investment in pre-apprentice programs, jobsite culture training, or shared commitments to investment in community-based organizations.

Depending on the project thresholds established by the jurisdiction, different tiers of projects may trigger different requirements for entering into PLAs or CBAs with the public owner. As previously mentioned, examples include Clackamas County requiring a workforce agreement for all projects over \$10,000,000 and the City of Portland requiring a CBA for all projects over \$25,000,000. Multnomah County previously negotiated a PLA that included various equity-related elements, the first of its kind negotiated in the greater Portland area, for the Multnomah County Courthouse renovation project in 2012.

CBAs are often more complex and involve more parties than PLAs. As a result, jurisdictions who wish to implement these agreements as requirements for various project tiers may not find CBAs useful or productive for projects below \$1,000,000. MAWE, BOLI and the University of Oregon’s Labor Education Research Center (LERC) are considered authorities for expert advice, technical assistance, and further guidance for jurisdictions and agencies to implement this strategy.

At the time of this study, Metro, the City of Portland, and Multnomah County are in the process of negotiating between themselves a Regional Workforce Agreement. This agreement would operate similarly to a CBA and would be available for applying to projects across the three jurisdictions depending on their individual project thresholds or tiers. If a jurisdiction such as the City of Beaverton were to join this agreement, customizable contract language would allow the City to set the terms that would determine to which projects the agreement would apply. At the time of this study, the Construction Careers Pathways workgroup is in the process of developing a workforce agreement guide for all public owners and agencies.

### Strategy 5: Implement Workforce Anti-harassment and Culture Change Strategies

The Construction Career Pathways Framework describes this strategy as follows:

To support, cultivate and grow a positive jobsite culture, Public Owners should require an approved worksite harassment prevention strategy. Programs such as Alteristic’s Green Dot or the Carpenter’s Positive Jobsite Culture Training programs ensure all employees, regardless of race, gender, or creed, are guaranteed a safe and respectful working environment. By working

together, Public Owners, trades, and contractors can put practices in place that can help eliminate hostility and bullying in the construction industry.

Harassment, discrimination, preferential treatment, hazing, and bullying are all common problems in the construction industry and often disproportionately affect women and people of color. As a result, many end up leaving the profession. There are many potential ways for a jurisdiction to achieve the goal of retaining a diverse construction workforce in the field. As such, this strategy is one of the most flexible in the Construction Career Pathways Framework in terms of implementation. However, it also relies heavily on robust communication and agreement between not just public owners, but construction firms, contractors, unions, and community partners. Collective action will be particularly important in addressing this issue.

Many individuals who have experienced harassment, bullying, or hazing on job sites have explained that internal or union reporting structures are often unreliable if not downright harmful due to the threat of retaliation. Furthermore, public owners taking responsibility for receiving reports subjects those complaints to public records laws, and anonymity is an important aspect of the reporting process to protect. There are some conversations ongoing as of this study at Metro about what developing an ombuds office that preserves anonymity would look like.

A racist incident and subsequent inaction to address the issue by contractors at a job site spurred MAWE to lead the development of an anti-harassment, anti-racism pledge called Safe from Hate for contractors, which was supported by PCC. Many of the community partners involved in the study are also signatories. The pledge includes four major pillars: 1) zero-tolerance policy; 2) positive jobsite culture education; 3) commitment to support and recruit diverse talent; and 4) retention and leadership development efforts. Access to the full text of the pledge is included in Appendix A.

There are also several anti-harassment types of training in use across the greater Portland area.

- GreenDot, first utilized by Multnomah County during the Multnomah Courthouse renovation project and more recently by Home Forward, is an anti-violence training typically used for schools and communities, and has been utilized as an effective program in promoting positive and safe job site culture in the construction industry. The use of GreenDot for the Courthouse project was the first time the training was implemented for a construction project. To learn more, see their website here: <https://alteristic.org/services/green-dot/>
- RISE Up, initially developed in Seattle, was utilized by the Port of Portland recently during their Terminal Balancing Project. RISE Up is a Respectful Workplace Program designed to provide all workers with the tools and support necessary to create and maintain a safe, inclusive and productive environment for everyone. To read more, see their website here: <https://riseup4equity.org/>
- The National Association of Minority Contractors - Oregon (NAMC-O) developed a Zero Tolerance And Accountability Policy, which offers a best practices guide for businesses in the construction industry to “ensure that their jobsite culture reflects the values of safety, inclusion, and respect.” Access to that document is included in Appendix A.
- PSU and OHSU require anti-bullying and anti-harassment training for all contractors and subcontractors on their job sites. OHSU is in the process of researching and evaluating different anti-racism trainings as of the time of this study.

- Clackamas County is currently evaluating the various anti-harassment training modules and programs, researching sustainable funding options for offering training, and considering requiring them both for job sites as well as pre-apprentice programs.

Metro has developed a series of recommendations for jurisdictions considering various anti-harassment training models. Access to that document is included in Appendix A.

### Strategy 6: Collectively Invest in Workforce Supply

The Construction Career Pathways Framework describes this strategy as follows:

Public Owners acknowledge that a regionwide workforce diversity policy must be paired with a coordinated approach to recruitment, training, and retention of women and people of color. Public Owners must engage labor, industry groups, and community-based organizations to address ongoing barriers that prevent people of color and women from entering the construction industry. Public Owners should also direct funds towards increasing the number of qualified women and people of color in the construction industry. The toolkit offers three ways Public Owners can facilitate a continuous investment in the construction workforce. [Access to the toolkit will be available in Appendix A.]

This strategy is primarily intended to create sustainable funding streams aimed at developing a diverse supply of workers for the construction workforce. There are many community-based organizations, apprentice and pre-apprentice programs, and other community partners who are already creating opportunities for women, people of color, and other groups who are the subject of systemic oppression to enter and be supported in the construction trades. This strategy is not intended for public owners to create a shared pot of investments that is collaboratively distributed, which is a concern that has persisted among public owners. However, developing a collaborative, regional approach to investment remains a critical portion of the strategy.

The specific mechanisms for sourcing, budgeting, managing, and distributing this investment is highly flexible and dependent on the specific context of the public owner. For example, Metro has devoted a consistent 1 percent of all hard construction costs from its general fund to these investments. This 1 percent is sourced directly from departmental budgets with active construction projects in a given year, and prorated based on the relative sizes of those projects. Below is an example of that investment structure:

Table 5.3: Investment of \$10,000,000 Annual Construction Costs at Metro (Example)

Department	% of Total Annual Construction Costs	Total Departmental Investment
Parks	50% (\$5,000,000)	\$50,000
Waste Prevention and Education Services	20% (\$2,000,000)	\$20,000

Main Building	30% (\$3,000,000)	\$30,000
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All public owners interviewed have some form of investment strategy. As previously discussed, some public owners have adopted CBA requirements that engage construction firms in a co-investment model. Also as previously mentioned, Home Forward utilizes the fees levied against contractors that are not compliant with their workforce diversity goals to develop a fund to help their residents enter into pre-apprentice programs. This creates a funding loop that ultimately helps contractors meet the goals of the program. PPS and PCC, as educational institutions, are both directly investing in or operating Career Technical Education (CTE) programs that often funnel talent into the industry.

Multnomah County has developed a similar direct investment policy to that of Metro, with 1 percent of remodeling projects over \$200,000 and new construction projects over \$1,000,000 deposited into a Construction Diversity and Equity Fund to pay for apprenticeship and retention programs. This fund is administered internally at the County.

Along the same vein, the City of Portland created a Community Opportunities Enhancement Program that sets aside 1 percent of all construction costs for business assistance to Certification Office for Business Inclusion and Diversity (COBID) certified firms and funding for support of increasing workforce diversity. This fund is administered by Prosper Portland on the City’s behalf, a partnership which allows for the two agencies to cooperate in selecting potential recipients of these funds.

Clackamas County evaluated different funding models, including a similar 1 percent investment program, but opted instead to pilot a one-time investment of \$50,000 from lottery funds to the Clackamas Workforce Partnership, a long-time partner of the County, to be used for specific economic development and workforce services, including pre-apprenticeship programs for women and minorities who are interested in working in construction. At the time of this study, that program has not yet been evaluated.

BOLI and ODOT have developed a legislatively mandated partnership for their workforce development program. The 2010 legislation that authorized the partnership also designated a 0.5 percent investment, initially set at a maximum of \$1,500,000 but since increased to \$2,100,000, to be budgeted each biennium from federal transportation dollars to increase the diversity of and prepare individuals to enter the highway construction workforce. ODOT is the implementing agency while BOLI administers the program.

The Port of Portland has created an internally administered line item intended to be spent on workforce development and connected to their technical assistance program. At the time of this study, the Port was still developing and formalizing the specifics of their investment strategy.

**Strategy 7: Establish Regional Collaboration**

The Construction Career Pathways Framework describes this strategy as follows:

The success of the recommendations outlined in this Framework depends on implementation. Public Owners must institutionalize a coordinated structure and process to get a sense of their collective progress and calibrate their efforts as needed. Public Owners should also develop clear roles for external stakeholders (trades, contractors, industry groups, certified firms, and community-based organizations) to ensure efforts are coordinated, complementary, and not duplicative. The toolkit outlines a process for regional coordination, including a committee structure and suggested functions.

The point of having a regional approach to addressing these issues is to ensure that all interested public owners and external partners are working towards similar goals. However, that work cannot happen within individual siloes. Regional collaboration is not only about ensuring that each agency that commits to the Construction Career Pathways framework is working towards the same goals, but also taking advantage of opportunities to share wisdom, co-creating solutions to shared issues, and diversifying the implementation strategies.

This section discusses important considerations raised by the public owners who were profiled in this study. However, the specific practices that work for each agency to implement this strategy can be generalized as adherence to the philosophies and ideas described below.

Engagement with Metro's regional collaborative committee is an accessible, though not the only, way for a public owner to implement this strategy. During these committee meetings, public owners and interested stakeholders strategize together about how to direct their time, money, and resources to have the broadest impact across the region as possible. It is also a space to bring challenges and concerns that can benefit from other perspectives and shared solution-building.

Regional collaboration also helps with developing consistency in both goals and language for working with the limited pool of contractors, organizations, and agencies in the area. Rather than having various construction firms and contractors re-learn each individual agency's specific goals and strategies, a regional and collaborative approach helps contractors focus instead on how each agency is implementing the common goals and strategies.

Furthermore, many public owners and interested stakeholders discussed the significant and pivotal role the current regional collaborative led by Metro. It creates a space for continuous learning, benchmarking, and a safe space to have a dialogue around issues facing the construction industry. The multisectoral approach and collaborative nature of the regional collaborative helps to diffuse silo-based thinking and miscommunication between and among stakeholders. With the public owners and partner organizations in the region collaborating over implementing common goals and strategies, each individual organization and agency is able to leverage the work of the other parties in order not only to learn from each other, but to share understanding of what works for them and what may not. This helps prevent false starts and expensive do-overs that can be avoided through a collaborative approach.

The construction industry itself is also not insular or contained within any one specific jurisdiction or even specific vocation. Workers who live in Gresham may work on projects in Oregon City or vice versa; firms that are based in Forest Grove may work on projects in North Portland; unions represent



workers across the greater Portland area. The industry itself spans the breadth of the Metro area, and the public systems that support the industry also benefit from a regional scope.

Finally, the Construction Career Pathways initiative intends to affect systemic and institutional changes among various stakeholders in the construction industry typically marked by systemic oppression in its job site culture, work systems, and work processes. This reality has historically prevented certain communities from partaking in the kind of economic prosperity that is founded on shared values of justice, inclusivity, fairness and equity for all. This is especially true for those who have been historically and presently excluded from the construction industry. A regional framework is a solution that will serve as a clear guidepost for how the industry creates its roadmap towards a just, equitable, diverse, inclusive and sustainable construction industry in the greater Portland area.

### Strategy 8: Establish Relationships and Trust with Stakeholders and the Community

The Construction Career Pathways Framework document does not include this strategy; however, it could be argued that it is implicitly embedded in the other seven strategies. Through the course of this study, the importance of public owners establishing relationships and trust with stakeholders and the community became clear. As such, this report hopes to elevate it to a similar status to the other strategies in this report. This strategy can be understood as the following:

Community-based organizations, construction firms, unions, public owners, and the many communities of the greater Portland area each have a vested interest in the success of the seven Construction Career Pathways strategies. The various communities and stakeholders who represent them are not only critical partners in the implementation of this work, but also valuable sources of knowledge, expertise, and lived experience that can help inform the decisions being made about them. Public owners should ensure their presence and contributions through strategic involvement and inclusion. Having stakeholders and the community involved will help sustain the shared efforts of public owners in the long-term.

As public owners, being present in the community being served attuned to their needs and concerns is a critical step in developing a construction workforce equity program. Connecting with organizations that support BIPOC communities, LGBTQ+ people, and women is a foundational step. Establishing relationships with these communities and the community-based organizations who support them enables a public owner or agency to have successful and high-impact workforce development programs.

This strategy both relies on and supports the success of the other seven strategies. Stakeholders and key community members do not have unlimited capacity for informing or supporting the goals of Construction Career Pathways; as such, regional collaboration can help public owners from over-taxing the same resources. Conversely, investment in workforce supply and establishing CBAs may be less effective without public owners nourishing relationships with the stakeholders and communities in which they are investing or with whom they collaborate.

Many of the smaller construction firms and contractors also do not have the internal capacity to develop their own strategies for diversity, equity and inclusion work necessary to increase a diverse

supply of workers. TriMet discussed the fact that some public owners may also not have the connections or relationships established with many of the communities that the Construction Career Pathways goals are intended to assist. Working with community-based organizations who have built outreach networks, understand a particular community and how to communicate with them, and wrap-around service or support programs can bolster a public owner's ability to connect with that community. Prior to the COVID-19 pandemic, Multnomah County and Metro had hosted Joint Agency Outreach Events every February to engage with various communities and stakeholders in the industry, make connections with businesses, and understand the needs of their industry partners.

Public owners partnering with community-based organizations to develop new skilled workers and facilitating connections with contractors can also help bridge the gap between contractors and a diverse workforce. PCC in particular described the power in building shared connections across the industry and the potential of making shared, strategic decisions to meet a common goal. Ensuring that a diversity of voices is included in decision-making can help meet the goals outlined by the Construction Career Pathways framework.

Professional organizations in the construction trades that represent minority contractors and subcontractors, such as the Professional Business Development Group (PBDG), MAWE and NAMC-O can be useful sources for guidance and technical assistance to connect with communities, minority-owned business, and minority contractors and subcontractors.

Successful programs run by Constructing Hope for incarcerated members of the community, Oregon Tradeswomen, Latino Built, LIUNA, and Portland YouthBuild have been successful in developing relationships with the aforementioned communities in the greater Portland area. For public owners implementing a framework such as Construction Career Pathways, these organizations may provide useful starting points and resources.

It is important that public owners who commit to this strategy recognize that there may be communities they serve who lack trust in government more generally or even specifically the implementing jurisdiction itself. This lack of trust may be founded in history or could stem from perceived negative impacts on their community by government entities. For example, Prosper Portland discussed their history of racist policies, the impacts those policies had on various communities, and the trust that must be rebuilt with those communities in order to be successful implementing the strategies of Construction Career Pathways.

Developing and sustaining relationships with community-based organizations can be a method of repairing or establishing community trust. However, commitment to and follow-through of actions and policies that benefit oppressed communities, acknowledgment of and steps to heal previously inflicted community wounds, and development of a shared future are all necessary foundations for those relationships to be successful. Multnomah County discussed the importance of remaining truthful and following through on commitments throughout the course of a relationship with a community-based organization. Trust is more easily broken than built.

### 5.3: Issues and Challenges

The City of Beaverton and other jurisdictions who may consider implementing the Construction Career Pathways strategies will likely face some issues and challenges. Some of these may be avoided or mitigated while others may be less responsive to efforts to change. This section describes various challenges that may affect the ability for public owners to implement these strategies successfully based on the research findings. The challenges are not presented in any particular order, but they are grouped into three sections: 1) Challenges in Designing a Workforce Development Program; 2) Program Implementation Challenges; and 3) External Challenges.

## Challenges in Designing a Workforce Development Program

### Setting Thresholds

Jurisdictions that are considering adopting the Construction Career Pathways framework may find setting project thresholds challenging. Finding the balance between positive impact and potential burden, both on the jurisdiction as well as the contractors, is an important consideration. Small versus large projects often have varying demands, and the requirements for smaller projects may not make sense for larger projects. If the public owner does not have documentation or thorough understanding of the trends in size, complexity, or cost of projects in their jurisdiction, implementation of project thresholds may be more difficult.

### Developing a Regional Approach

There are two issues that several public owners discussed regarding developing a regional approach. The first is the political implication for a jurisdiction considering implementing Construction Career Pathways. Some elected officials or leadership of a jurisdiction may question the short-term or local benefit of adopting a regional approach. Without building a body of evidence that highlights the initiative's importance and cultivating buy-in or co-ownership among key stakeholders in the organization's leadership, a jurisdiction may face barriers to getting executive sign-off for implementing the strategies.

The second is that even if a jurisdiction maintains a regional outlook for the work, the work of implementing strategies to achieve the goals of Construction Career Pathways can occur in siloes without meaningful communication between public owners. A lack of coordination between public owners can create conflicts, both in each jurisdiction's ability to meet the goals and between public owners themselves. This issue can also develop as a result of a lack of overarching strategy in managing the public owners. Without a shared commitment to engaging in this work together, public owners may find that the initiative is less successful over time.

### Engendering Culture Change

As a result of decades of systemic oppression and exclusionary practices in the construction industry, both the demographics as well as the culture of many of the construction firms remain firmly entrenched. Respondents mentioned a common practice where women and BIPOC are the "last to be hired and first to be fired." These underrepresented groups are simply being hired to comply with a diversity goal and are given jobs in the construction project that prevents them from learning

the trade, such as sweeping a jobsite, instead of developing a skill set necessary to their trade. This presents an inherent barrier to creating and sustaining a diverse workforce. This problem can be compounded if public owners do not develop comprehensive culture change strategies that explicitly require programmatic and systemic changes within construction firms.

Additionally, without leveraging both requirements and education for the firms regarding what those requirements actually look like when implemented, public owners may see less success in making necessary culture changes across the industry.

## Program Implementation Challenges

### Meeting Workforce Diversity Goals

One issue that was stated by the respondents is the aspirational nature of workforce diversity goals, ultimately leading to what some consider a “numbers game” for the contractors and subs. Some would rather pay a fine or penalty stated in the contract for not meeting a workforce diversity goal, which undermines the essence of this practice. Many of the public owners and interested stakeholders interviewed also discussed the finite workforce currently in the construction industry, and the lack of diversity currently present. Several individuals interviewed also mentioned that hiring minority-owned or women-owned firms does not necessarily ensure a diverse workforce be employed by those firms or the subcontractors they use.

As the ramp-up period for meeting workforce diversity goals suggest, not only will the public owner need to invest in its own internal capacity, but investments in diversifying the workforce itself will also be necessary in order to see improvements in workforce diversity across the entire region. There can be several barriers to entry into the construction field or apprenticeship for new workers, including lack of transportation, lack of equipment, or lack of access to training or education programs, especially for rural communities.

Additionally, a lack of diversity among industry leadership limits the opportunity for a diversity of workers to see themselves reflected in the industry, which contributes to isolation among these workers. This lack of diversity can also be both a product of as well as a reason for skewed hiring practices towards white construction workers and their families through an inherent referral system. Investment in programs that reduce these barriers to entry is critical in addressing this challenge.

### Program Funding and Investment

Several public owners that were interviewed explained that a challenge they faced internally was allocating proper funding and staffing for a program dedicated to meeting the goals of Construction Career Pathways. The benefits of implementing a program like this will likely not be seen during the short-term or within a single jurisdiction, and sustainable program administration requires dedicated staffing or investment. Meeting the goals of Construction Career Pathways requires a coordinated effort within a jurisdiction as well as across the region. Without having staff or resources dedicated to this work, the jurisdiction may see less success over time.

Some jurisdictions also mentioned the difficulty of directing investments to outside agencies due to the constraints of their funding models. For example, the Port of Portland receives most of its funding either from revenue or grants, with only 3 percent coming from tax dollars. As a result, they have more requirements and less flexibility in how their resources are spent. Without flexibility in spending, jurisdictions may find investment in external entities more challenging.

### Tracking and Analyzing Data

Jurisdictions without a clear understanding of how they want the data both collected and disaggregated may find that tracking and analyzing their data presents significant issues. There are several steps during which a jurisdiction may encounter issues with data tracking and analysis.

First, the particular data collection and tracking method presents a set of foundational questions, such as which software package or data tracking strategy to use, and who in the organization will be responsible for maintaining and monitoring it?

Second, the data collection from contractors provides some potential issues - who provides the contractors training on how to submit the data, and which contractors will the jurisdiction allow to waive the reporting requirement? How will the organization respond if a contractor does not submit data?

Third, once the data has been collected, the question of how to disaggregate the data presents some challenging questions for public owners. For example, if a jurisdiction logs 20 percent "minority" hours on a project but all of the hours are being performed by one racial group, is that acceptable? Does the jurisdiction want to disaggregate the data for women by race? Are women and minorities being given lesser or more menial responsibilities than men and white workers? These are examples of questions which jurisdictions may want to consider addressing in order to fully understand the disparities in the region.

### Community Benefit Agreements and Project Labor Agreements

When attempting to implement a CBA or PLA, the City of Beaverton and other jurisdictions may face the challenge that organizations or contractors do not want to engage with those agreements. This can be for a multitude of reasons, which sometimes include assumptions or misunderstandings of what CBAs or PLAs entail; perceptions of logistical or values-based conflicts that arise during complex negotiations between multiple parties; or a prevailing narrative in the industry that CBAs and PLAs harm minority- or women-owned businesses despite little evidence to the contrary. Non-union firms in particular have a perception that they will be unable to meet the goals outlined in a CBA. Furthermore, if a jurisdiction is unclear in its intentions for implementing a CBA or PLA, or if the CBA or PLA does not align with the goals of Construction Career Pathways, the jurisdiction may also experience resistance from the other parties involved.

### Training and Education

Access to proper education and training, especially pre-apprenticeship programs, for individuals who want to enter the construction field remains a potential barrier to public owners helping develop a robust, diverse workforce. Among the K-12 system, there exists a bias against encouraging career

technical education or trades work, and reaching youth can be difficult for interested stakeholders. In the higher education and technical training sector, there are also issues of pre-apprenticeship programs and training schools being exclusionary for minorities or women. Without public pressure and continued commitment to diversifying the field, public owners may continue to face challenges in meeting workforce diversity goals in the future.

## External Challenges

### Legal Issues

A review of documentation from the public owners highlighted several legal boundaries for jurisdictions who are considering implementing construction workforce equity strategies. A series of court cases, starting with City of Richmond v. JA Croson Co., 488 US 469 (1989) as their foundation, set the legal standard for developing “race-conscious” versus “race-neutral” policies. This standard requires significant documentation of evidence of disparity, affects the ability to set and enforce diversity goals, and restricts the ability to make hiring or contracting decisions based on those goals.

Separately, when dealing with issues of harassment or hazing at construction sites, there may be some incidents that are problematic, but do not rise to meet a legal definition of harassment. Jurisdictions that do not build in requirements for training or consequences for harassment on the job may find that issues develop over time that are difficult to deal with formally.

### Logistical Issues

There are some current logistical issues in the construction industry that may affect a jurisdiction’s ability to implement the Construction Career Pathways strategies successfully. These include the cost of construction materials continuing to increase, thereby limiting both construction firms’ as well as jurisdictions’ abilities to fund or implement the strategies described above; lack of access to infrastructure, training opportunities, or formal education for rural areas that could otherwise help bolster workforce supply; and the initiation of many simultaneous major projects in the region that had been previously postponed due to the COVID-19 pandemic, which strains the workforce supply even further.

### Barriers for Contractors

Several issues present barriers for contractors to be successful in meeting requirements set by various public owners. For small and new businesses that are simultaneously establishing their clientele and workforce supplies, some requirements may be prohibitively difficult to achieve. Public owners that do not invest in community organizations, help connect small and emerging businesses to community resources, and provide waiver opportunities for certain requirements may find that the potential supply of contractors is more limited for them.

### Industry Reliance on Low-bid Practice

Bidding practice in the public sector often rewards low-bid efforts in order to ensure the lowest price tag for public dollars. However, contractors that develop responsible bids that are also responsive to

workforce diversity demands may not always produce the lowest bid. Without a collective awareness of the potential price tag of workforce diversity recruitment and retention efforts that Construction Career Pathways demands, public owners may be at risk for maintaining the status quo through traditional contracting and procurement practices.

## SECTION 6: MODELS FOR THE CITY OF BEAVERTON

Three models were identified throughout the course of this study that may be helpful for public owners who want to implement a workforce development and equity program to consider. These models are largely temporal in nature and can be understood as a set of guidelines for jurisdictions as they weigh their capacity for investing in this work. The three models are Short-Term Impact with Emerging Sustainability, which entails a 1-2 year approach; Medium-Term Impact with Maturing Sustainability, which entails a 2-5 year approach; and Long-Term Impact with Mature Sustainability, which entails a 5-10 year approach.

The models first describe, in general terms, typical characteristics of jurisdictions that implement each model. They specify which of the public owners included in this study provide examples of how the models exist in the greater Portland area. No public owner will likely meet all of the characteristics of any given model, and may even have characteristics that span several models. The examples and characteristics provided are intended to give a benchmark for understanding some potential levels of implementation, not to be prescriptive or exclusionary.

### 6.1: Short-Term Impact with Emerging Sustainability

A jurisdiction without an established workforce development program may be able to implement this model over the course of 1-2 years with minimal upfront investment.

The workforce development programs of public owners that have implemented a model with short-term impact and emerging sustainability generally have many of the following characteristics:

- There is a commitment, either formal or informal, to diversifying the construction industry by leveraging the construction projects overseen by the public owner.
- One-time or temporary funding may be available to invest in workforce development.
- Existing staff members have some responsibilities for tracking progress on workforce development and diversity.
- Established partnerships between the public owner and other organizations inform local strategies for developing the construction workforce.
- A representative for the public owner participates in regional conversations about workforce development and equity regularly.
- There are anti-harassment policies and reporting procedures in place for worksite issues which contractors and subcontractors are expected to follow.
- The public owner has established aspirational diversity goals for contractors and subcontractors to meet for some projects. PLAs or CBAs may be used for certain projects.
- Workforce development efforts and strategies are championed by individuals or specific departments.

Clackamas County is an example of a jurisdiction in the greater Portland area that has implemented this model. The one-time, \$50,000 investment in their relationship with Clackamas Workforce Partnership is particularly indicative of the short-term impact of the program. The County's ongoing



development of an internal administration structure for their program points towards how they intend to build stability over time. Their data tracking strategy is under development at the time of this study as well.

Clackamas County's Board of Commissioners formally adopted the Construction Career Pathways Framework via resolution in 2020, an example of their leadership's commitment to this effort. Access to that resolution is included in Appendix A. Finally, in addition to their formal commitment to adopting a regional approach, their requirement that any County project with construction value over \$10,000,000 include workforce agreements demonstrates this model's flexibility. These workforce agreements require jobsite culture training, workforce diversity goals, and contractor engagement with regional trade/technical training programs to help develop workforce supply, indicating the County's priority to become influential in the region in order to promote construction workforce equity.

This model, and Clackamas County's strategy implementation, showcase a potential starting point for jurisdictions that are considering joining the regional effort outlined by the Construction Career Pathways Framework. The short-term nature of the impact generated and the commitment to ensuring its eventual sustainability signal a low barrier to entry for jurisdictions. Public owners who adopt this model may not have to significantly alter their regular operations as they determine what their ongoing involvement with the regional effort will look like.

## 6.2: Medium-Term Impact with Maturing Sustainability

A jurisdiction without an established workforce development program could potentially implement this model over the course of 2-5 years with moderate internal investment and capacity-building.

The workforce development programs of public owners that have implemented a model with medium-term impact and maturing sustainability generally have many of the following characteristics:

- There is a formal, public commitment by the public owner to meeting a set of regionally-informed goals to build equity in the construction industry.
- There are established mechanisms for securing regular funding for investment in workforce development. A line item may be designated in the general fund or departmental budgets.
- There is at least one individual in the organization whose primary responsibilities include managing a workforce development and equity program for the public owner. Some services may be contracted out to another public agency.
- The public owner is actively nurturing relationships among a network of public, non-profit, and private organizations in the surrounding area.
- The public owner is both seeking and sharing practices that work for developing workforce equity among regional collaborators.
- There are robust anti-harassment, anti-racism, and/or anti-bullying training programs mandated for all contractors and subcontractors in addition to policies and procedures.
- The public owner has established requirements for equity strategies to be implemented for all projects meeting certain thresholds. PLAs or CBAs may be required above a certain threshold.

- Departments and programs across the jurisdiction are invested in the success of the workforce development program in some way.

Examples of jurisdictions in the greater Portland area that have adopted this model include Portland Public Schools (PPS), Oregon Health and Science University (OHSU), Portland State University (PSU), and Home Forward.

PPS is one of the six current signatories of the Construction Career Pathways framework and has adopted many of its strategies, and its initial Workforce Equity Program was approved in 2013, signaling a long-standing and maturing commitment to this work. They contract with the City of Portland for the administration of their workforce development tracking and program, but their Career Technical Education (CTE) opportunities for students help make them a critical partner in the region for creating partnerships and career pathways for new and diverse talent. Application of their workforce equity program to projects above \$200,000 is another indicator of their implementation of this model.

OHSU's implementation of this model consists of several strategies. Their requirements that contractors working on a project over \$500,000 agree to certain equity-based terms signal their intention to formalize their commitment while they develop additional programming. Their jobsite anti-harassment policies will soon be backed up with anti-racism trainings or workshops based on their ongoing research, indicating that their program is continuing to mature.

PSU is another example of a jurisdiction which has implemented this model in the greater Portland area. While their specific strategies for tracking their workforce development goals are currently under consideration, their Equity in Public Contracting Policy, Sustainable Procurement and Life Cycle Consideration Policy, All Gender Bathroom Standard, Lactation Room Guidelines, and Anti-Racism Plan all signal their commitment to ensuring impact across the agency and the region. Access to these documents is available in Appendix A.

Home Forward also has implemented this model for their jurisdiction. Their use of the GreenDot anti-violence training indicates their commitment to ensuring workplace safety and workforce equity in the region. The thresholds of \$200,000 for prime contractors and \$100,000 for subcontractors to adhere to workforce diversity goals and diversity training showcase their intention to ensure impact within the industry. Furthermore, their use of fees levied against non-compliant contractors to develop a fund to funnel their residents into pre-apprenticeship programs demonstrates as well as their contract with the City of Portland for the administration of their program showcases how they create sustainability.

### 6.3: Long-Term Impact with Mature Sustainability

A jurisdiction without an established workforce development program would likely need to make significant investments in capacity and internal infrastructure over the course of 5-10 years in order to implement this model.

The workforce development programs of public owners that have implemented a model with long-term impact and mature sustainability generally have many of the following characteristics:

- There are clearly defined, public, and region-leading expectations for equity in the construction industry for all projects and programs within the jurisdiction.
- There is an ongoing budgetary commitment at the highest levels for funding programmatic investments in workforce development.
- There is a full-time individual or team of individuals who manage the workforce development and equity program of the jurisdiction. Other agencies may contract with the public owner for their services.
- Many organizations across the greater Portland area consider the jurisdiction to be a key partner in achieving regional equity for the construction workforce.
- The public owner is a driver of regional efforts of workforce development and equity, often bringing in industry-leading thinking and innovation.
- The public owner is an active, engaged partner alongside contractors, subcontractors, labor unions, and community-based organizations in changing the workplace culture of their job sites for women, people of color, LGBTQ+ individuals, and other oppressed groups.
- There may be multiple tiers of requirements for all construction projects in the jurisdiction. The requirements not only build equity within the projects, but promote equity in the community as well. PLAs or CBAs are likely a cornerstone of the agency's strategy.
- The workforce development program is fully integrated with the public owner's strategic plans and conversations around equity.

Examples of jurisdictions in the greater Portland area that have implemented this model include the City of Portland, Multnomah County, Portland Community College (PCC), and Prosper Portland.

The City of Portland has a particularly robust workforce development program. Its total operational budget to provide compliance services for social equity programs, including its workforce development program is approximately \$1,500,000. Their 4.0 FTE Procurement Services/Compliance Services team within the Office of Management and Finance oversees the program; an additional 1.0 FTE is designated for Professional Services contracts. PPS, Prosper Portland, PCC and Home Forward contract with the City of Portland at varying levels to administer their workforce development programs and utilize the City's LCPTTracker system. For instance, as of 2018, the price of the contract between PPS and the City was \$50,000. Access to that IGA is listed in Appendix A.

Multnomah County has for years been a leader in the construction workforce development sector in the greater Portland area. Its use of a PLA with equity components in 2012 was the first of its kind, and they were the first jurisdiction in the Portland area to partner with GreenDot for workforce equity training. Additionally, it joins both Metro and the City of Portland in negotiations for a Regional Workforce Agreement, positioning the three of them as primary actors for the region. Its requirement to dedicate 1 percent of remodeling projects over \$200,000 and new construction projects over \$1,000,000 also demonstrate its commitment to implementing this model.

PCC is among the other jurisdictions that have developed programs with long-term impact and mature sustainability. A full-time position is dedicated to administering their workforce development program, ensuring that construction contractors are focused on equitable outcomes, and enforcing

their contracts. After the incident with the noose hanging on their jobsite, PCC also supported the development of the Safe from Hate initiative for local contractors, and community-based organizations. Their commitment to fostering regional collaboration and their internal investments showcase their implementation of this model.

Prosper Portland is another example of a jurisdiction which has implemented this model. While it contracts its administration of its workforce development program to the City of Portland, the City relies on Prosper Portland for the administration of a fund to invest in workforce diversity. This type of synergistic relationship indicates the mature sustainability of Prosper Portland's program. Finally, their commitment to acknowledging and addressing the past harm done by the agency because of racist policies and practices affirms the long-term impact they intend to have on equity in the region.

## SECTION 7: RECOMMENDATIONS

The recommendations listed below are presented in no particular order, and while some recommendations may make sense to implement before others, there is no recommendation as to the specific order in which a jurisdiction implements them. These recommendations are not specifically related to the implementation of the Construction Career Pathways Framework. Moreover, they are intended to guide public owners towards developing a construction workforce diversity and equity program more generally. The authors of this report assume that the implementing jurisdiction has not completed any of these actions.

There are ten formal recommendations which are organized into three groups: 1) Gather Foundational Information; 2) Engage with Regional Efforts; and 3) Develop Internal Capacity. These are followed by a short list of miscellaneous suggestions from other public owners which may also be helpful for public owners to consider.

### 7.1: Gather Foundational Information

Before a public owner develops its own workforce development program, the jurisdiction may benefit from taking a series of steps to gather some useful foundational information that will be helpful in making decisions about the program's design. This foundational information includes the current workforce development efforts in the immediate community; the current and future projects, their projected budgets, and potential workforce needs; and the data the jurisdiction is most interested in collecting.

#### Recommendation 1: Inventory the Local Community

Any jurisdiction as well as the surrounding area will likely have one or more organizations that are devoted to workforce development and/or encouraging women or people of color to enter into trades. These could take forms such as community centers, nonprofits, educational institutions, community organizers, training centers, chambers of commerce, or local unions, to name a few examples. Many of the national or state organizations involved in the study would likely be useful resources. However, the jurisdiction will likely benefit from turning to the local community first. A local inventory will yield results that are specific to the needs of the local population, identify where there are groups already doing workforce development work, and highlight areas where gaps exist that the public owner could potentially fill.

#### Recommendation 2: Analyze Future Construction Projects

The public owner may benefit from documenting several details of its upcoming construction projects. First, estimating the future construction workforce needs can help inform the potential scale and size of a workforce development program. Second, analyzing the budgets of the future construction projects can help inform the size and structure of potential investment strategies should the jurisdiction choose to commit to doing so. An analysis could include considerations such as the

needs of the project, the total budget available, and potential opportunities for dedicated investment to workforce development.

### Recommendation 3: Determine Data Needs

If a public owner decides to establish workforce diversity goals as a part of a workforce development strategy, a potentially useful exercise for the jurisdiction is to determine and document specifically what data they are hoping to collect from contractors and who the priority populations are. The goals established in the Construction Career Pathways Framework are specific to women, racial minorities, and apprentices. However, the public owner may benefit from deciding if it wished to disaggregate those groups further. For example, the public owner may decide to disaggregate women workers by race to find any potential disparities, or to disaggregate apprentices by gender. This will not only inform how the jurisdiction implements this goal, but may both inform and be informed by the priorities and goals of the jurisdiction more broadly in reference to diversity, equity, and inclusion work.

### Recommendation 4: Establish Current Baseline

Establishing an understanding of the current state of workforce diversity among the public owner's ongoing projects will likely provide clarity regarding how the public owner proceeds with developing a workforce equity program. If possible, the jurisdiction may benefit from assessing the workforce currently working on construction projects as well as historical data from projects within the last five years. This will likely provide a foundation for designing a ramp-up plan for meeting whatever workforce diversity goals the jurisdiction may set. While the focus of this report is workforce diversity, the public owner may be able to leverage this effort to also establish a baseline for the number of minority- and women-owned firms used during this same time period if that is data of interest.

## 7.2: Engage with Regional Efforts

As this report describes, the construction industry, its firms, and the various organizations that support them do not serve just one city, county, or district in the greater Portland area. The industry itself is regional - efforts to address equity in the construction workforce in the region must also be regional in nature. This means that jurisdictions that operate in silos will likely struggle to positively impact - and may even negatively affect - regional efforts. Engagement across jurisdictions as a region has many benefits, and individual jurisdictions' strategies will likely see better outcomes as a result.

### Recommendation 5: Commit to Adopting a Construction Workforce Equity Framework

The Construction Career Pathways Framework has been adopted by six public owners to date. Some public owners have opted not to become signatories to the Framework and instead develop their own specific strategies. Others are in the process of considering whether to become a signatory or not. This report does not explicitly endorse either option. The Framework developed by Metro offers flexibility within their strategies that allows jurisdictions to adapt the Framework to their specific context. Custom frameworks may be equally effective so long as they retain a comprehensive and regional approach. However, it is critical for a public owner to formalize a commitment to adopting a regional framework to address equity in the construction workforce. Adopting a framework will

enable the jurisdiction both to engage with other public owners and organizations in the region using common language as well as remain focused on the initiative's common goals.

### Recommendation 6: Develop Partnerships with Other Public Owners, Community-Based Organizations, and Industry Stakeholders

As a public owner develops a workforce development and equity program and a strategy for its ongoing sustainability, entering into intergovernmental agreements with other public owners to share services and resources may be a way for the jurisdiction not only to increase its capacity to manage this program, but also foster local and regional partnerships. For example, Washington County is both an established partner for the City of Beaverton as well as a potential signatory of Construction Career Pathways. Therefore, there may be an opportunity for the City and the County to combine their efforts to implement various strategies. Additionally, the institutions offering career technical education or training in or near the implementing jurisdiction may also be willing partners.

However, the public owner will also likely benefit from establishing relationships with local, state, and national community-based organizations, unions, and construction firms. Many of these groups are well-positioned to assist with developing diverse workforce supply as well as equity in the workplace. Workforce boards such as Worksystems may also be options for the jurisdiction to consider contracting their direct workforce development services with. The relationships between the public owner and other external organizations need not be formalized in contract, either. Public owners are often well-positioned to catalyze productive conversations between many of these organizations, themselves, and other public owners about developing the construction workforce in their jurisdiction and beyond.

### Recommendation 7: Be Present in Regional Discussions, Groups, or Committees

Sharing with and learning from other public owners is a key strategy embedded in any regional approach to construction workforce diversity and equity. Public owners will no doubt benefit from staying engaged with regional conversations not only as an interested party, but as a participant in the regional efforts. Regional conversations can not only help public owners understand what works and does not work for them, but also helps align strategies across the region so that the overall effort is highly coordinated. Jurisdictions may see better outcomes individually if they collaborate with other public owners across the region.

## 7.3: Develop Internal Capacity

The capacity to successfully implement a workforce development program no doubt depends on fiscal and human resources. However, there are also several considerations for jurisdictions regarding institutional buy-in for establishing a program such as this both from the top-down and the bottom-up. In order to develop the necessary internal capacity, public owners will benefit from establishing some foundational knowledge across the organization and empower its leaders to make decisions according to the data.

### Recommendation 8: Engage the Jurisdiction's Leadership

As with many new programs, jurisdictional leadership will no doubt be incredibly influential in setting the tone and overall future success of the program. Building equitable outcomes into projects is an

expectation that generally has to come from the top. While the specific strategies for garnering support from administrative leadership and elected officials may require different framing or context, getting their feedback and understanding their priorities for the eventual outcomes of this work will be critical in ensuring the ultimate success of implementing a workforce development program in a jurisdiction. When the jurisdiction's elected officials are ready, formalizing the jurisdiction's commitment to a framework in a resolution is also an important step for establishing the importance of and the tone for the program.

### Recommendation 9: Engage Internal Stakeholders

When implementing a workforce development program, several departments at the jurisdiction will no doubt be impacted such as the capital project and finance teams. Ensuring that these groups - and any other potentially impacted departments - are not only informed of but actively informing the implementation of the program will be critical for its eventual success. If a public owner utilizes the learning developed from Recommendations 1-4 during an early internal engagement process, it may also be able to lean on the expertise of these departments to help design the program to ensure maximum effectiveness and minimal disruption during implementation.

### Recommendation 10: Utilize Data to Inform Internal Investment

As public owners consider whether to dedicate an internal investment to develop a workforce development program, the data collected from Recommendations 1-4 and the learning from various internal and external conversations will no doubt be incredibly important to making investment decisions. The highly public and political nature of programs such as this suggest that a jurisdiction would benefit by basing its investment and other strategy decisions on strong evidence of needs, service gaps, opportunities, and risks. The models identified in the previous section of this report may also be useful guides for public owners to use for informing internal investment strategies.

## 7.4: Specific Recommendations for the City of Beaverton

As the City of Beaverton develops its model for implementing various construction workforce development strategies, practices by certain other jurisdictions may be particularly useful for the City. Close attention to the practices of Portland Community College and Home Forward in their implementation of the Medium-Term Impact, Maturing Sustainability model may prove especially fruitful for the City.

For each strategy outlined in this report, specific organizations or resources may provide the City of Beaverton with more applicable implementation practices than others. For instance, Multnomah County is a salient example of strategies 1, 4, and 5; TriMet provides a particularly robust example of strategy 1; the City of Portland exemplifies a thorough implementation of strategies 1 and 3; Prosper Portland is useful to study for strategies 2 and 4; and PCC is an especially strong example of strategies 2 and 5.

As previously mentioned, organizations such as MAWE, Oregon Tradeswomen, NAMC-O, PBDG, Constructing Hope, and Portland YouthBuild can be highly engaged partners and consultants for the City as it works to implement strategies 6, 7, and 8.



## 7.5: Miscellaneous Suggestions

Many of the public owners offered suggestions during interviews that do not necessarily rise to the level of formal recommendations but may be useful for public owners to consider. In no particular order, the suggestions are:

- Host a subcontractor onboarding event that outlines the jurisdiction's objectives in advance and lays out enforcement procedures.
- If the public owner hires enforcement staff, ensure that they are deeply familiar with how apprentices are dispatched, how the hiring hall works, and pre-apprenticeship and retention best practices.
- Offer transit passes or other transportation assistance to reduce the barriers for workers to access learning centers or training opportunities.
- If a public owner implements LCPTTracker or B2G, contact other jurisdictions who utilize those softwares to gain insights about how they benefit from the various functions.
- Host outreach events or engagement efforts for contractors and subcontractors to learn about the jurisdiction's upcoming construction projects, understand the jurisdiction's equity priorities, and start building relationships with the public owner.
- Require that contractors submit a detailed workforce plan along with their bid.

## SECTION 8: ACKNOWLEDGMENTS

The authors of this report relied heavily on the following individuals who made significant contributions to the production of this report:

- Cadence Petros, City of Beaverton
- Grace Wong, City of Beaverton
- Dr. Margaret Banyan, Portland State University
- Erica Fulton, Portland State University

The authors of this report would also like to thank all of the representatives of the many public owners, community-based organizations, unions, construction firms, contractors, educational institutions, and consultancies for their time, resources, and attention to this topic. Their contributions were invaluable. They include Marcela Alcantara, Aida Arranda, Connie Ashbrook, Andrew Baugh, Max Bernstein, Adrian Boyle, Michael Burch, Joe Calderon, John Cardenas, Art Cortez, Pat Daniels, Linda Degman, Emily Courtnage, Rebecca Finch, Lee Fleming, Jason Franklin, Kelly Haines, Twauna Hennessee, David Hobbs, Gerry Hoffman, Dr. Roberta Hunte, Dr. Maura Kelly, John Killin, Celeste King, Kittie Kong, Kelly Kupcak, John MacLean, Bill Mariucci, Cathleen Massier, Bobbi Matthews, Nate McCoy, Dr. Susan Moir, Tracy Moreland, Willy Myers, Amy James Neel, Dr. Gennie Nguyen, Brandon Niles, Kenechi Onyeagusi, Maurice Rahming, Dr. Greg Schrock, Joe Sterling, Kimberly Sutton, Tiffany Thompson, Jill Walters, Cary Watters, Larry Williams, Kwanna Wise, and many others behind the scenes at each of the organizations represented in this study.

Finally, the authors of this report honor the lived experiences of the many women, people of color, indigenous people, LGBTQ+ people, and other community members whose voices have been silenced and whose presence were invisibilized by the oppression resulting from unjust systems and institutional structures in the construction trade. These communities have experienced intergenerational trauma as a result of this oppression in the construction industry and share aspirations of a just, equitable, diverse, inclusive and sustainable future. Their voices and stories are the foundations for systemic change that will pave the way to achieving genuine prosperity, founded on shared values of diversity, equity, inclusivity, and justice for all.

## SECTION 9: ENDNOTES AND REFERENCES CITED

1. Construction Career Pathways has, in the past, been shortened as “C2P2” by public owners and organizations. Metro requested that the “C2P2” acronym no longer be used, so “Construction Career Pathways” shall be used throughout this report.
2. This report uses the terms “jurisdiction,” “public owner,” and “public agency” interchangeably throughout the text. Generally, these each refer to public institutions such as cities, special districts, school districts, public universities or colleges, agencies within a state government, or any other representative body of government in the state of Oregon.
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## APPENDIX A: LIST OF PUBLIC OWNERS AND INTEREST ORGANIZATIONS WITH SUPPORTING DOCUMENTS

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32. Columbia Pacific Building Trades Council  
Willy Myers, [willy@cpbctc.com](mailto:willy@cpbctc.com)
33. Portland Bureau of Transportation  
Cary Watters, [Cary.Watters@portlandoregon.gov](mailto:Cary.Watters@portlandoregon.gov)

## A.2: Links to Supporting Documents

1. [Safe From Hate Jobsite Culture Pledge](#)
2. [MAWE Jobsite Culture Letter](#)
3. [Construction Career Pathways Regional Framework](#)
4. [Construction Career Pathways Public Owner Workgroup Toolkit](#)
5. [Portland Metro Region Construction Workforce Market Study \(2018\)](#)
6. [Portland Metro Region Construction Workforce Market Study \(2018\) Executive Summary](#)
7. [Port of Portland Conditional Waiver Request Form](#)
8. [City of Portland Social Equity in Contracting Presentation](#)
9. [City of Portland Diversity, Equity, and Inclusion Plan for Alternative Contracting Methods](#)
10. [City of Portland Community Equity and Inclusion Plan](#)
11. [City of Portland Community Benefits Agreement](#)
12. [Metro Respectful Workplace Review Committee Recommendations Report](#)
13. [Clackamas County Construction Career Pathways Resolution](#)
14. [PSU All-Gender Restroom Standard](#)
15. [PSU Campus Planning Office and Capital Projects and Construction Department Anti-Racism Plan](#)
16. [PSU Equity in Public Contracting Policy](#)
17. [PSU Lactation Room Guidelines](#)
18. [PSU Sustainable Procurement and Life Cycle Consideration Policy](#)
19. [PPS City of Portland Workforce Development IGA](#)
20. [NAMC-O Zero Tolerance and Accountability Policy - Best Practices Guide](#)
21. [National Taskforce on Tradeswomen's Issues - Framework for Promoting Equity and Inclusion](#)
22. [Portland Bureau of Transportation Construction Forecast May 2021](#)
23. [City of Portland Construction Career Pathways Resolution](#)

## APPENDIX B: QUALITATIVE AND QUANTITATIVE DATA COLLECTION MECHANISMS

### B.1: Qualitative Data Collection

Interviews were conducted via Zoom, Microsoft Teams, and telephone conversations with representatives of the public owners identified in Appendix A. The representatives were asked the following questions throughout the course of the interview(s):

1. Are you aware of Construction Career Pathways?
2. Please describe briefly the state of the construction industry.
3. Based on your organization's experience, please identify practices that work, key challenges or issues, and solutions or recommendations as a public owner/agency for each of the following strategies:
  - a. Strategy 1: Set Clear Workforce Diversity Goals
  - b. Strategy 2: Set Project Thresholds
  - c. Strategy 3: Track and Review Progress Goals
  - d. Strategy 4: Develop a Workforce Agreement
  - e. Strategy 5: Implement Workforce Anti-harassment and Culture Change Strategies
  - f. Strategy 6: Collectively invest in Workforce Supply
  - g. Strategy 7: Establish Regional Collaboration
  - h. Strategy 8: Establish Connections with Stakeholders and the Community
4. What do you think is the role of the Construction Career Pathways Regional Collaborative in realizing a just, equitable, diverse, inclusive, and sustainable construction industry? What is your role as a business person?
5. What other workforce development programs and initiatives has your organization implemented and invested in?
6. Given the breadth and depth of your experience in developing workforce development programs and initiatives, if a jurisdiction was just starting out in creating a workforce development program or Construction Career Pathways, what would you recommend as its first steps?

### B.2: Quantitative Data Collection

Supporting documents and quantitative data were requested from all participating public owners to be submitted via email or file transfer. Answers to all questions listed below are represented in Appendix C.

The public owners were asked to submit the following information:

1. If signatory of CONSTRUCTION CAREERS, communication and or written documents on your commitment to CONSTRUCTION CAREERS, including board or council approval and supporting documentation.



2. Background and number of years of experience of the point of contact and previous jobs prior to current job?
  - a. Number of years in this line of work or current work
  - b. Previous organizations, position in the organization, and no of years in that organization
  - c. Staffing and organizational structure your office
3. Number of projects and project description/contractors of public owner –agency within the last 5-10 years, specifically the tiers highlighted
  - a. Tier B - 50,000-200,000 (Tier 1
  - b. Tier C - 200,000-4,999,999 (Tier 2
  - c. Tier D – 5M - 50M
  - d. Tier E- 50M -100M
  - e. Tier F- 100—200M and above
4. Please provide actual completed project documents for each tier – include the actual contract (complete) and the specific language and clauses that promote CONSTRUCTION CAREERS key strategies and equity and inclusion in the trade
5. Criteria Guide in Selecting the case: The selected case project must be
  - a. completed within the last 5-10 years (recent) which embodies some of the 7 key CONSTRUCTION CAREERS strategies\*
  - b. Or it may be an ongoing project – which embodies the goals (aspirational or hard goals) any, most or all of the 7-8 Key strategies of CONSTRUCTION CAREERS\*which we may consider as a best practice that works in your organization.
6. Actual Contracts for each selected case project for analysis for each tier
7. Policies on equity, diversity and inclusion related to workforce development in the organization.
8. Links to Website or Dashboards regarding the project performance and diversity, equity and inclusion reports in the said projects.
9. Amount and Source of funding of the selected projects per tier
10. Actual Criteria used on how these projects were reviewed
11. Quantitative Data from the public owner excel spreads, LPC Tracker, B2G or data on diversity equity and inclusion performance for the last 3 years
12. Monthly and annual reports on diversity, equity and inclusion of the public owner and agency for the last 3 years of the selected cases and the public owner as a whole
13. How long has the jurisdiction had workforce development programs?
14. Aside from capital projects – what other initiatives, and other workforce development programs has the organization implemented or invested on? (Who are its partners, dollar investment and nature of the program)
15. What is the total operational budget the jurisdiction has to manage the workforce development programs? (incl. employees, software, equipment, etc.)
16. Which department/division performs the work to manage the workforce development programs?
17. How many full-time employees does the jurisdiction have to do this work? (FTE count)
18. Other data, reports, and documents relevant for the research and the City of Beaverton.

## APPENDIX C: QUANTITATIVE DATA BY PUBLIC OWNER RESPONDENT

Quantitative data responses received from the public owners are reproduced below. If no data was submitted by a particular public owner, no information is listed for that jurisdiction.

1. If signatory of CONSTRUCTION CAREERS, communication and or written documents on your commitment to CONSTRUCTION CAREERS, including board or council approval and supporting documentation.

See Appendix A.

2. Background and number of years of experience of the point of contact and previous jobs prior to current job?
  - a. Number of years in this line of work or current work
  - b. Previous organizations, position in the organization, and no of years in that organization
  - c. Staffing and organizational structure your office

City of Portland

- "23 years. Compliance Services has a staff of 8, which includes a Manager, a working Supervisor, 3 staff dedicated to construction projects, 1 staff person for Professional Services contracts and 2 staff that oversee administration on behalf of other agencies (i.e. Prosper Portland, Home Forward, PPS, PCC)"

PPS

- "We hire the city to do this work for us - one staff member converts city data to data for PPS purposes with approximately 10% of employees' time."

3. Number of projects and project description/contractors of public owner –agency within the last 5-10 years, specifically the tiers highlighted
  - a. Tier B - 50,000-200,000
  - b. Tier C - 200,000-4,999,999
  - c. Tier D – 5M - 50M
  - d. Tier E- 50M -100M
  - e. Tier F- 100—200M and above

Table C.1 | Tier B - 50,000-200,000

Public Owner	2017	2018	2019	2020	2021
City of Portland	Not available	58	655	54	50
PSU	23	18	21	29	40
PCC	0	0	1	6	0

Table C.2 | Tier C - 200,000-4,999,999

Public Owner	2017	2018	2019	2020	2021
City of Portland	Not available	7	5	5	4
PSU	15	21	20	11	14
PCC	0	0	3	3	2

Table C.3 | Tier D - 5M - 50M

Public Owner	2017	2018	2019	2020	2021
City of Portland	Not available	0	1	0	1
PSU	0	0	0	2	1
PCC	0	0	0	1	2

Table C.4 | Tier E - 50M - 100M

Public Owner	2017	2018	2019	2020	2021
City of Portland	Not available	0	0	0	0
PSU	0	0	1	0	2
PCC	0	0	0	0	0

Table C.5 | Tier F - 100—200M and above

Public Owner	2017	2018	2019	2020	2021
City of Portland	Not available	0	0	0	0

PSU	0	0	0	0	1
PCC	0	0	0	0	0

4. Please provide actual completed project documents for each tier – include the actual contract (complete) and the specific language and clauses that promote CONSTRUCTION CAREERS key strategies and equity and inclusion in the trade

Port of Portland

- [Workforce Partnership Agreement, Portland International Airport, Terminal Balancing - Concourse E Extension Project](#)

OHSU

- [South Waterfront Project Apprenticeship Agreement](#)

PSU

- [Agreement No. CC17PIA1000](#)
- [Agreement No. CC18PIA1280](#)

PPS

- [Contract No. C 66228](#)
- [Exhibit A, Contract No. C 66228](#)
- [Contract No. 69431](#)
- [Contract No. C 69783](#)

Home Forward

- [Contract No. C1719](#)
- [Contract #C1968](#)
- [Contract #C2049](#)
- [Contract No. C2225](#)

5. Criteria Guide in Selecting the case: The selected case project must be

- completed within the last 5-10 years (recent) which embodies some of the 7 key CONSTRUCTION CAREERS strategies\*
- Or it may be an ongoing project – which embodies the goals (aspirational or hard goals) any, most or all of the 7-8 Key strategies of CONSTRUCTION CAREERS\*which we may consider as a best practice that works in your organization.

See #4 above.

6. Actual Contracts for each selected case project for analysis for each tier

See #4 above.

7. Policies on equity, diversity and inclusion related to workforce development in the organization.

See Appendix A.

8. Links to Website or Dashboards regarding the project performance and diversity, equity and inclusion reports in the said projects.

Prosper Portland

- <https://prosperportland.us/business-and-workforce-equity-in-construction/>

City of Portland

- <https://public.tableau.com/app/profile/gennie.nguyen/viz/WFTHProgramDashboard/Dashboards>

9. Amount and Source of funding of the selected projects per tier

PPS

- Tier C: \$1,777,726.96 ([Contract No. 69431](#))
- Tier C: \$2,688,664.65 ([Contract No. C 69783](#))
- Tier C: \$3,203,985.00 ([Contract No. C 66228/Exhibit A, Contract No. C 66228](#))

Home Forward

- Tier B: \$62,094 ([Contract No. C2225](#))
- Tier C: \$215,527 ([Contract #C2049](#))
- Tier D: \$25,448,488 ([Contract #C1968](#))
- Tier E: \$53,347,479 ([Contract No. C1719](#))

City of Portland

- Tier C: \$2,710,128.00 ([Slough Outfall Apprentice Hours Report](#))
- Tier D: \$7,955,686.00 ([Greenstreets Apprentice Hours Report](#))
- Tier F: \$161,038,285.00 ([The Portland Building LCP Tracker](#))

10. Actual Criteria used on how these projects were reviewed

PPS

- Low bid.

Home Forward

- Tier B/Contract C2225: Low bid.
- Tier C/Contract C2049: Low bid.
- Tier D/Contract C1968: Multiple metric scoring: "Design-Build Team," "Portfolio/Similar Project Experience," "Project Approach," "Economic Participation," and "Fee."
- Tier E/Contract C1719: "N/A - emergency"

11. Quantitative Data from the public owner excel spreads, LPC Tracker, B2G or data on diversity equity and inclusion performance for the last 3 years

City of Portland

- [Greenstreets Apprentice Hours Report](#)
- [Slough Outfall Apprentice Hours Report](#)
- [Prime and Subcontractor Payment Detail FY16-17 to FY19-20](#)
- [The Portland Building LCP Tracker](#)

Port of Portland

- [T-Bal Project Summary Report](#)
- [T-Bal Workforce Report](#)

OHSU

- [MWESB Construction 2020.09.01](#)
- [MWESB Tracking Template](#)
- [SoWa Legislative Tracking Master 20200207](#)

PSU

- [Neuberger Renovation MWESB Contractor Matrix](#)
- [4th & Montgomery MWESB Tracking 3.15.19](#)

PPS

- [B2G Snapshot Report 070118-070121](#)
- [LCP Final Reports for Sample Projects](#)

12. Monthly and annual reports on diversity, equity and inclusion of the public owner and agency for the last 3 years of the selected cases and the public owner as a whole

City of Portland

- [Disaggregated Outcomes Snapshot Presentation](#)
- [Memo to City Commission RE: Social Equity in Contracting Council Work Session](#)

PPS

- [Memo to the Board of Education RE: FY2019-20 Equity in Public Purchasing and Contracting Update](#)

13. How long has the jurisdiction had workforce development programs?

City of Portland

- Since 1991.

PPS

- Since 2012.

14. Aside from capital projects – what other initiatives, and other workforce development programs has the organization implemented or invested on? (Who are its partners, dollar investment and nature of the program)

City of Portland

- "The City has implemented the Community Opportunities and Enhancement Program (COEP), which sets aside 1% of construction costs for business assistance to COBID certified firms and funding support for increasing diversity in the workforce. Prosper Portland administers the Program on behalf of the City. Further details can be found here: <https://prosperportland.us/portfolio-items/community-opportunities-and-enhancements-program/>"

PPS

- "Public Works/Public Improvement Projects"

15. What is the total operational budget the jurisdiction has to manage the workforce development programs? (incl. employees, software, equipment, etc.)

City of Portland

- "\$1.5 million"

PPS

- "PPS uses this contract to administer the program, and uses roughly 5%-10% of the time of 1-4 employees within Purchasing and Contracting at PPS as well. One person receives and does some data tracking for LCP, one person works with Career Learning program, and one with B2G, plus Emily's management overseeing. Time commitments can vary, but approximately 5%-10% of each individual's time is used on this. I (Brandon Niles) believe one full time employee could do all this work, or divvying it up is effective as well."
- See supporting document #19 in Appendix A.

BOLI/ODOT

- \$2.1 million per biennium.

16. Which department/division performs the work to manage the workforce development programs?

City of Portland

- "Procurement Services/Compliance Services"

PPS

- "City of Portland Contract, Purchasing and Contracting"

17. How many full-time employees does the jurisdiction have to do this work? (FTE count)

City of Portland

- "4, for just City construction projects"



PPS

- See answer to #15 above.

18. Other data, reports, and documents relevant for the research and the City of Beaverton.

See Appendix A.