

February 04, 2020

RESOLUTION No. 6050

Portland Public Schools Adoption of Construction Career Pathways (C2P2) Regional Framework

RECITALS

- A. The Portland Metro Region Construction Workforce Market Study, commissioned in 2017 by Metro and the City of Portland, found a severe shortage of and need for a skilled construction workforce for new construction projects in the Greater Portland region.
- B. Over the next ten years, the study projects, at least \$7.8 billion of publicly funded construction projects in development throughout the region will require approximately 14,000 construction workers.
- C. The construction industry is one of the few remaining industries that offers family sustaining career pathways and competitive wages.
- D. People of color and women face significant barriers in accessing employment opportunities in construction trades.
- E. Portland Public Schools wants its workforce to reflect the community it serves; therefore, PPS is committed to opening opportunities for women and people of color.
- F. PPS was among 16 agencies participating in a Public Owner Workgroup, convened by Metro, in an effort to develop a regional approach to recruiting and retaining women and people of color in the construction industry.
- G. The Public Owner Workgroup developed the Construction Career Pathways Project Regional Framework (the Framework) with significant input from community and industry stakeholders.
- H. The Framework provides tools and guidance to help agencies set region-wide workforce diversity goals, establish project thresholds, track and review progress on goals, develop workforce agreements, implement worksite anti-harassment and culture change strategies, collectively invest in workforce supply, and establish regional collaboration to leverage collective efforts.

RESOLUTION

- The Board of Education for Portland Public Schools adopts the Construction Career Pathways Project Regional Framework as attached in Exhibit A.



PORTLAND PUBLIC SCHOOLS
OFFICE OF GOVERNMENT RELATIONS

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Date: February 4, 2020

To: School Board, Superintendent Guadalupe Guerrero

From: Courtney Westling, Director of Government Relations
Stephanie Soden, Chief of Staff

Subject: Construction Career Pathways framework adoption

BACKGROUND

In 2018 the **Workforce Market Study commissioned by Metro and the City of Portland** looked at 81 large capital projects that were slated within the next five years. The study showed that there was a need for construction workers and that there were significant barriers facing people of color and women entering the industry.

That summer, Metro convened the Construction Career Pathways Project (C2P2) public owner workgroup comprised of 16 public agencies, including PPS, tasked with developing a regional approach to recruiting and retaining women and people of color in the construction trades in the Portland metro area. Over the course of nearly a year, the workgroup met as a whole and in subcommittees to build a comprehensive policy framework for creating career pathways for women and people of color.

The framework includes the following:

- **Diversity Hiring Goals and project thresholds**
 - The goals are set as a percentage of total hours worked at 20% for apprentices, 14% for women, and 25% for people of color.
 - The **goals are ramped up over a 7-year** period to build success incrementally. Each jurisdiction sets their own thresholds that make sense for their agency.
- **Investing in the Pipeline**
 - Investing in the training and services required to build and support a pipeline of skilled women and people of color
- **Retention and Culture Change**
 - Developing training and practices on construction worksites to eliminate discrimination and harassment of diverse workers and ensure a safe work environment for everyone
- **Accountability**
 - Establishing a coordinated regional system for tracking and ongoing monitoring of workforce diversity outcomes.
- **Efficiency**

- Creating shared policies and agreements across agencies to support efficient business.

The goal is for agencies to adopt the full framework so we can work toward consistency across the region, while creating room for flexibility that account for the specific needs of individual agencies/jurisdictions. Joining construction career pathways means taking the following standardized actions:

1. Adopting the goals laid out in the framework
2. Investing in workforce supply
3. Track and reporting progress
4. Join the regional collaboration committee

To date, in addition to Metro, the following public agencies have committed to move forward as a construction careers regional collaboration:

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

RELATED POLICIES/BEST PRACTICES

N/A

ANALYSIS OF SITUATION

N/A

FISCAL IMPACT

N/A

COMMUNITY ENGAGEMENT (IF APPLICABLE)

In addition to the Public Owner Workgroup*, Metro has sought feedback from general contractors and industry service providers on the Regional Framework and Toolkit.

*Public Owner Workgroup participants: City of Beaverton, Beaverton School District, State of Oregon Bureau of Labor and Industries, Home Forward, Metro, Multnomah County, North Clackamas School District, Oregon Department of Transportation, Oregon Health Sciences University, Port of Portland, City of Portland, Portland Community College, Portland Public Schools, Portland State University, Prosper Portland and TriMet

TIMELINE FOR IMPLEMENTATION/EVALUATION

PPS has already modified its Workforce Equity Administrative Directive to adopt the 25 percent minority and 14 percent women goals immediately (without a ramp up period), and the district has been tracking these numbers for years even without specific goals in place. PPS hovers around the 25 percent minority participation already. Like every other agency, however, there is room for growth on bringing women into the industry.

BOARD OPTIONS WITH ANALYSIS

- Adopt the framework and commit to partnering with other local agencies to collaborate on progress toward workforce diversity goals
- Do not adopt the framework

STAFF RECOMMENDATION

Staff recommends voting to adopt the framework and begin working toward these region-wide diversity goals in collaboration with our partners.

As a member of the PPS Executive Leadership Team, I have reviewed this staff report.

 (Initials)

ATTACHMENTS

- A. C2P2 Regional Framework

C2P2 REGIONAL FRAMEWORK

The Construction Career Pathways Project (C2P2) Public Owner Workgroup (Workgroup) is comprised of 16 public agencies tasked with developing a regional approach to recruiting and retaining women and people of color in the construction trades. Since July 2018, Oregon Metro convened the C2P2 Workgroup to develop a regional approach to construction workforce equity for the Greater Portland metropolitan area. Over the course of nearly a year, the Workgroup met as a whole and in subcommittees to identify regional strategies and potential investments that will grow the number of people of color and women in the construction trades.

This Regional Framework (Framework) summarizes a series of strategies needed for creating and sustaining a diverse construction workforce. It offers high level guidance to Public Owners committed to fostering the diverse workforce needed to meet projected construction demand.¹ The attached toolkit provides Public Owners with practical approaches to implementing the strategies outlined in this Framework. The Framework and toolkit are not procurement documents or contracts.

Buy-in from multiple public agencies and cross-sector collaboration with labor, community-based organizations, contractors, educational institutions, and others, will be essential to ensure impact at a regional scale. The toolkit provides guidance on how to create impactful partnerships to diversify the workforce. If successful, the Framework can elevate a truly regional, collaborative approach that will create a robust pipeline of work, a consistent demand for workers, and an unprecedented opportunity to make transformative investments that will lift Greater Portland residents out of poverty.

This Framework provides seven essential points Public Owners must integrate into their practices in order to ensure success and truly move the needle toward achieving construction workforce equity. The accompanying toolkit provides additional details and guidance to Public Owners as they implement the recommendation their relevant policies, programs, and procurement practices.

I. SET CLEAR WORKFORCE DIVERSITY GOALS

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

¹ For more information about projected demand, see the Metro *Regional Construction Workforce Market Study*: <https://www.oregonmetro.gov/sites/default/files/2018/07/02/C2P2-regional-construction-workforce-market-study-07022018.pdf>.

II. SET PROJECT THRESHOLDS

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.

III. TRACK AND REVIEW PROGRESS ON GOALS

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. The building trades should also collect and report data to Public Owners on demographics of their workers and members. 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 common data points all Public Owners should commit to collecting in order monitor their progress towards achieving workforce diversity goals.

IV. DEVELOP A WORKFORCE AGREEMENT

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 minority 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.² 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.

V. IMPLEMENT WORKSITE ANTI-HARRASSMENT AND CULTURE CHANGE STRATEGIES

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.³ By working together, Public Owners, trades, and contractors can put practices in place that can help eliminate hostility and bullying in the construction industry.

² Labor Agreements, Project Labor Agreements, Community Workforce Agreements, and Community Benefits Agreements are other legally enforceable contracts that when implemented, can result in diversity outcomes on public projects.

³ Alteristic’s Green Dot Violence Prevention program is a bystander intervention strategy that aims to prevent and reduce power-based personal violence at school campuses and workplace environments, including sexual harassment and bullying. Green Dot develops curriculum and training materials using strategic planning, bystander mobilization, interpersonal communication, and coalition building. The Green Dot program was successfully implemented as part of the project labor agreement for the Multnomah County Central Courthouse and can be a model adapted for projects and jobsites across the region. More information can be found at: <https://alteristic.org/services/green-dot/>.

VI. COLLECTIVELY INVEST IN WORKFORCE SUPPLY

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.

VII. ESTABLISH REGIONAL COLLABORATION

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 must communicate regularly to truly get a sense of their progress on their goals and calibrate efforts as necessary. The toolkit outlines a process for regional coordination, including a committee structure and suggested functions.

VIII. NEXT STEPS

The undersigned agree to participate on a Regional Implementation Committee (Committee) to create an action plan for adopting and the implementing the recommendations of the Framework within each agency and coordinating on a regional scale. The Committee will also engage external stakeholders (trades, contractors, industry groups, minority-owned firms, and community-based organizations) to collaboratively, creatively, and continuously to truly move the needle on diversifying the construction workforce and placing workers into career paths that deliver economic prosperity.