

## **CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS**

### **Policy Session Worksheet**

**Presentation Date:** 11-17-2020    **Approx. Start Time:** 1:30    **Approx. Length:** 30 mins

**Presentation Title:** Construction Career Pathways Project (C2P2)

**Department(s):** Clackamas County Administration, DTD, WES, Clackamas Workforce Partnership

**Presenters:** Tracy Moreland, County Administration; Bridget Dazey and Bryan Fuentez, Clackamas Workforce Partnership (CWP)

**Other Invitees:** **DTD:** Dan Johnson, Director, Mike Bezner, Assistant Director; **WES:** Greg Geist, Director; **BCS:** Laura Zentner, Director, Sarah Eckman, Deputy Director; **Finance:** Elizabeth Comfort, Director; **County Administration:** Martine Coblentz, Equity and Inclusion Officer

**Metro:** Councilor Christine Lewis; Tiffany Thompson, C2P2 Project Manager; Raahi Ready, DEI Director; Sebrina Owens-Wilson, Regional Impact Program Manager.

#### **WHAT ACTION ARE YOU REQUESTING FROM THE BOARD?**

Seeking adoption of the Construction Career Pathways Project (C2P2) Regional Framework and supporting recommendations, Board Resolution, and allocation of funding to Clackamas Workforce Partnership (CWP) to invest in workforce supply in partnership with the County.

#### **EXECUTIVE SUMMARY:**

The Construction Career Pathways Project (C2P2), aims to address a lack of diversity in the skilled construction workforce in the metro area, where people of color and women face significant barriers in accessing and sustaining these careers.

In 2018, Metro and the City of Portland commissioned a construction workforce market study in anticipation of upcoming public construction projects. This study clearly showed:

- Construction is a high-growth industry reporting a severe shortage in skilled workers.
- There is a need for nearly 14,000 construction workers between now and 2021.
- The need for construction workforce will only increase in the next ten years as new construction projects arise and nearly 20% of the workforce is at or near retirement age.
- The construction workforce has been historically homogenous – currently only 4% women and 20% minorities.
- People of color and women are more likely to work in the lower-paying trades.

To address these challenges, Metro convened a workgroup of regional public agencies in the summer of 2018 to develop the Construction Career Pathways Project Regional Framework. Over

the next year this workgroup helped develop seven essential points Public Owners should integrate in order to ensure success and move the needle toward achieving construction workforce equity. The attached Clackamas County C2P2 Participation Plan outlines how the County can support the following C2P2 points:

- I. Set Clear Workforce Diversity Goals
- II. Set Project Thresholds
- III. Track and Review Progress
- IV. Develop a Workforce Agreement
- V. Implement Worksite Anti-Harassment and Culture Change Strategies
- VI. Collectively Invest in Workforce Supply
- VII. Establish Regional Collaborative

**FINANCIAL IMPLICATIONS (current year and ongoing):**

Is this item in your current budget?  YES  NO

What is the cost? \$10,000-\$50,000 - allocated to Clackamas Workforce Partnership

What is the funding source? TBD

**STRATEGIC PLAN ALIGNMENT:**

*How does this item align with your Department's Strategic Business Plan goals?*

The Equity Diversity and Inclusion Program aims to provide equitable access, workforce character, reputation and relationship services to County employees and the public at large so they can enjoy a welcoming and inclusive place to live, work and do business.

**RESULTS/GOALS INCLUDE:**

- 100% of Department Lines of Business will establish performance measures and set targets for providing equitable access to services for diverse populations.
- 80% reduction in Equal Employment Opportunity categories where females, veterans and minorities are underrepresented.

*How does this item align with the County's Performance Clackamas goals?*

**GROW A VIBRANT ECONOMY:**

The future prosperity of County residents will be built on good-paying jobs that support families, housing affordability, a growing diverse qualified workforce, capital investments that grow current businesses, and on the availability of lands where new businesses can easily locate and expand within the County.

Equity, Diversity and Inclusion is one of the four Policy Perspectives the BCC has committed to using as a lens when making policy, operations and budget decisions.

**LEGAL/POLICY REQUIREMENTS:**

See attached plan

**PUBLIC/GOVERNMENTAL PARTICIPATION:**

N/A

**OPTIONS:**

**OPTION 1:** (1) adopt the C2P2 Framework and Board Resolution; (2) allocate a beginning sum of \$50,000 to Clackamas Workforce Partnership to invest in workforce supply in one of the options outlined in the attached plan, in consultation with Clackamas County staff, and; (3) support C2P2 recommendations regarding capital project thresholds and workforce agreements provided by departments, making financial feasibility assessments of projects as they arise.

**OPTION 2:** Same as OPTION 1, but allocating \$25,000 to CWP

**OPTION 3:** Same as OPTION 1, but allocating \$10,000 to CWP

**OPTION 4:** Do not adopt C2P2 Framework or plan at this time.

**RECOMMENDATION:**

Staff recommends **OPTION 1:** (1) adopt the C2P2 Framework and Board Resolution; (2) allocate a beginning sum of \$50,000 to Clackamas Workforce Partnership to invest in workforce supply in one of the options outlined in the attached plan, in consultation with Clackamas County staff, and; (3) support C2P2 recommendations regarding capital project thresholds and workforce agreements provided by departments, making financial feasibility assessments of projects as they arise.

**ATTACHMENTS:**

1. Summary of C2P2 Framework
2. Clackamas County C2P2 Participation Plan
3. Draft Resolution

**SUBMITTED BY:**

Division Director/Head Approval \_\_\_\_\_

Department Director/Head Approval \_\_\_\_\_

County Administrator Approval \_\_\_\_\_

For information on this issue or copies of attachments, please contact Tracy Moreland @  
tracymor@clackamas.us

# CONSTRUCTION CAREER PATHWAYS REGIONAL FRAMEWORK

The Construction Career Pathways Project 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 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.<sup>1</sup> 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 should 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.

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<sup>1</sup> 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. 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 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.<sup>2</sup> 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.<sup>3</sup> By working together, Public Owners, trades, and contractors can put practices in place that can help eliminate hostility and bullying in the construction industry.

## 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

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<sup>2</sup> 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.

<sup>3</sup> 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/>.

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 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.

## **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, certified 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.

# **CONSTRUCTION CAREER PATHWAYS PROJECT (C2P2)**

## **Clackamas County Proposed Participation Plan**

Since July 2018, Oregon Metro has convened a workgroup to develop a regional approach to construction workforce equity for the Greater Portland Metropolitan Area.

The workgroup developed the Construction Career Pathways Project (C2P2), and Metro has asked for regional participation to encourage a meaningful impact in the industry.

Clackamas County staff has considered ways the County could support the C2P2 Framework and its points, should the Framework be adopted by the Clackamas County Board of Commissioners. Below, staff has outlined ways to support the C2P2 essential points, if it is financially feasible, and approved by the Board of County Commissioners and/or the County Administrator.

**Set Clear Workforce Diversity Goals:** Clackamas County will support the region-wide hiring goals, ramped up over time:

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

**Set Project Thresholds:** To help ascertain what a meaningful program would look like, County managers and staff in Water Environment Services (WES) and the Department of Transportation and Development (DTD), reached out to contractors in the Portland area and Chicago who are parties to workforce agreements and have outreach programs in place. As a result, they proposed the following C2P2 participation, subject to approval and viability.

For all WES/DTD projects:

- Require of contractors written policies promoting positive and inclusive workplace culture. This could be required with the bid form or presented as a Division 1 specification for which an informational submittal would be required.
- Include language in specifications establishing zero tolerance for job site bullying, including bullying and harassment of women and minority workers.

In addition, for County projects with construction value greater than \$10 million, establish workforce agreements that, when possible, will include the following:

- Contractor participation in a jobsite-wide program (for example, Green Dot) promoting positive workplace culture to be initiated soon after *Notice to Proceed* and maintained throughout the duration of the project.
- A minimum number of apprentice and journey level women/minority workers having worked for a specified duration and employed at the conclusion of the project. (Monitored by a County department/staff.)
- Contractor participation with County staff in a mutually-selected project/program/presentation for the benefit of a regional trade/technical training program/school, related to the current project.

**Track and Review Progress:** It is recommended that the County purchase tracking software to set common data points in order to monitor progress. Staff has begun research regarding cost of labor compliance software commonly used by other C2P2 supporting agencies. Staff proposes further cost analysis as capital projects are scheduled to begin, and no funding allocation for the software is needed at this time. See staff proposal, above.

**Develop a Workforce Agreement:** Enforceable contracts that govern the terms and conditions of employment for all workers on certain construction projects. See staff proposal, above.

**Implement Worksite Anti-Harassment and Culture Change Strategies:** Requires contractors have an approved worksite harassment prevention strategy to ensure a safe and respectful work environment regardless of race, creed, color, gender, age, heritage, religion, national origin, or income. See staff proposal, above.

**Collectively Invest in Workforce Supply:** Development of a coordinated approach to recruitment, training, and retention of women and people of color. County staff proposes an initial funding allocation to Clackamas Workforce Partnership to manage and invest in workforce supply, through one or more of the following project options:

**PROJECT 1 – Clackamas Pre-apprenticeship Program: \$50,000**

This option would provide a pre-apprenticeship program located in Clackamas County and managed by Clackamas Workforce Partnership. It is contingent on funding from other committed sources for a total of \$200,000, and would provide services and materials to a cohort of pre-apprentice participants within Clackamas County, including the following: uniform/boots, tools, career education and outreach materials, student transportation stipends, Ready to Earn Funds, student PPE and rain gear, Industry Certifications (OSHA 10 Instruction, OSHA 10 Textbooks, Financial Literacy Books, Industry Certifications - First Aid/CPR).



Other agency contributions/grant awards would fund classroom setting/services and part-time staff, including: Support Services Manager, Training Instructors, Employment Case Manager, Training Manager, and an Admissions Coordinator. *Would fund approximately 20 individual participants, if the full funding of \$200,000 is secured.*

**PROJECT 2 – Portland Metro Pre-apprenticeship Program: \$25,000-\$50,000**

Funding to provide for support of a designated number of placements in Oregon Tradeswomen, Inc. (OTI) Pre-apprentice program. OTI could hold a designated number of seats for Clackamas area participants that Clackamas area providers would recruit and prescreen for the OTI program.

\$50K – 10 participants

\$25K – 5 participants

**PROJECT 3 – Promoting the Trades: \$25,000-\$50,000**

This option benefits women and people of color from both the emerging workforce and adults by supporting them to identify employment and career interests in the construction trades. Implementation of this project will mean that Clackamas area parents, teachers, and youth service providers will be better prepared to provide career information and better supported to connect youth to career-related learning experiences. Additionally, it would help to increase the construction industry knowledge of front-line staff in the Clackamas area workforce system, through industry trainings that include information from pre-apprenticeship and apprenticeship programs as well as contractors. There are several possible outreach efforts a funding allocation could support in workforce investment:

**High School Outreach** – parent, teacher and youth program provider education

**Partner Network Outreach** – Clackamas area provider education

Here are approximate costs for these efforts:

**High School Outreach**

Provision of Career Pathway Information to parents, guardians, teachers and supporters at schools and other community events.

\$50K - 10 events, 600 total participants (per year)

\$25K - 5 events, 300 total participants (per year)

Coordinated career exposure events including career fairs, employer spotlights, and industry tours.

\$50K - 10 events, 300 total participants (per year)

\$25K - 5 events, 150 participants (per year)

### **Partner Network Outreach**

Clackamas area workforce system industry trainings, highlighting pre-apprenticeship and apprenticeship programs as well as industry information directly from contractors.

\$50K – 4 trainings, 160 total participants (per year)

\$25K – 2 trainings, 80 total participants (per year)

### **PROJECT 4 – Support for Pre-apprenticeship Costs: \$10,000**

Could include support for uniform/boots, tools, career education and outreach materials, student transportation stipends, PPE, other misc. expenses.

**Establish Regional Collaborative:** Supporting regional collaboration efforts by participating on the Regional Implementation Committee and designating two County staff to represent Clackamas County at these quarterly meetings. Staff will coordinate with the County Administrator and department directors to recommend appropriate individuals to serve on this committee.

The C2P2 program clearly emulates the Board's Policy Perspective of Equity, Diversity and Inclusion and the commitment to use that lens when making policy, operations and budget decisions. Additionally, the program also supports the Board's Goal to Grow a Vibrant Economy that establishes family-wage jobs for a growing, diverse workforce.

Staff recommends: (1) adopt the C2P2 Framework and Board Resolution; (2) allocate a beginning sum of \$50,000 to Clackamas Workforce Partnership to invest in workforce supply in one of the projects outlined, in consultation with Clackamas County staff, and; (3) support C2P2 recommendations regarding capital project thresholds and workforce agreements provided by departments, making financial feasibility assessments of projects as they arise.

If adopted, County staff recommends twice-yearly updates on C2P2 goals and progress to the Board.

**BEFORE THE BOARD OF COUNTY COMMISSIONERS  
OF CLACKAMAS COUNTY, STATE OF OREGON**

**In the Matter of Supporting  
Construction Career Pathways Project (C2P2)**

Page 1 of 2

**WHEREAS**, Careers in the construction industry provide family-wage jobs and help build a vibrant economy.

**WHEREAS**, The Portland Metro Region Construction Workforce Market Study found a severe shortage of, and need for a skilled construction workforce for new construction projects in the Greater Portland region.

**WHEREAS**, the Clackamas County Board of Commissioners would like its public projects to help increase and support opportunities for women and communities of color, recognizing that they face significant barriers to careers in the construction industry.

**WHEREAS**, Metro has convened a Public Owner Workgroup, which developed the Construction Career Pathways Project (C2P2) Regional Framework with significant input from community and industry stakeholders.

**WHEREAS**, C2P2, through its Framework, aims to support region-wide efforts, across agencies, to address those barriers faced by women and people of color in the construction industry.

**WHEREAS**, 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.

**NOW THEREFORE**, the Clackamas County Board of Commissioners hereby resolves to:

1. Adopt the Construction Career Pathways Project (C2P2) Framework in an effort to support a regional approach to recruiting and retaining women and people of color in the construction trades:
  - 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.
2. Enlist Clackamas Workforce Partnership (CWP), a County nonprofit partner, to help support and oversee this effort with Clackamas County staff.

Dated this \_\_\_\_\_ day of \_\_\_\_\_, 2020

**CLACKAMAS COUNTY BOARD OF COMMISSIONERS**

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Chair

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Recording Secretary