



**Metro**

600 NE Grand Ave.  
Portland, OR 97232-2736

## Council work session agenda

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**Tuesday, October 1, 2019**

**2:00 PM**

**Metro Regional Center, Council Chamber**

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**2:00 Call to Order and Roll Call**

**2:05 Safety Briefing**

**Work Session Topics:**

2:10 Construction Career Pathways Project

[18-5280](#)

Presenter(s): Heidi Rahn, Metro  
Raahi Reddy, Metro  
Sebrina Owens-Wilson, Metro

Attachments: [Work Session Worksheet](#)  
[C2P2 Regional Framework](#)

**2:55 Chief Operating Officer Communication**

**3:00 Councilor Communication**

**3:05 Adjourn**

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ការគោរពសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬស្នើសុំទទួលបានកាតបណ្តឹងរើសអើងសូមចូលទស្សនាគេហទំព័រ [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights)។ បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ ថ្ងៃធ្វើការ មុនថ្ងៃប្រជុំដើម្បីអាចឲ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក។

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## **Construction Career Pathways Project**

### *Work Session Topics*

Metro Council Work Session  
Tuesday, October 1, 2019  
Metro Regional Center, Council Chamber

## CONSTRUCTION CAREER PATHWAYS PROJECT - UPDATE

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Date: September 17, 2019

Department: Diversity, Equity, and Inclusion

Meeting Date: October 1, 2019

Prepared by: Tiffany Thompson,

503.797.1917,

[tiffany.thompson@oregonmetro.gov](mailto:tiffany.thompson@oregonmetro.gov)

Presenter:

Heidi Rahn

Raahi Reddy

Sebrina Owens-Wilson

Length: 30 minutes

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### ISSUE STATEMENT

The Construction Career Pathways Project aims to address a lack of diversity in the construction workforce in greater Portland, where people of color and women face multiple barriers in accessing and sustaining these careers. This project convened stakeholders from across the region to develop a shared policy framework to implement effective strategies to address these barriers and meet the growing demand for a skilled construction workforce.

### ACTION REQUESTED

The public owner workgroup (participants listed below) completed the Construction Career Pathways Project policy framework at the end of August. At the end of October, the framework will come before Council to be considered for adoption and to direct staff to begin implementation.

The purpose of this work session is to provide Council an opportunity to review and respond to the policy framework, to define Metro's ongoing regional role, and to get feedback on implications of adoption for Metro. It is also a request for Metro Council to provide regional leadership in advancing racial equity in the construction industry through the framework.

### IDENTIFIED POLICY OUTCOMES, POLICY QUESTION(S), POLICY OPTIONS FOR COUNCIL TO CONSIDER

- Would Council like to continue leading the effort to have additional jurisdictions adopt the policy?
- Does Council want staff to move forward with implementation of the policy?
- Which option for thresholds would Council recommend in order to advance Metro's goals and priorities?

#### *Project Thresholds*

Each adopting agency should set thresholds for their projects to set a consistent standard for elements of the framework and to publicly communicate this standard. Agencies will adopt thresholds that make the most sense for their agency.

The Construction Career Pathways Project Team, conducted an analysis of the current 5-year Capital Investment Projects for Metro. From this analysis, staff developed a list of options for thresholds based on the size of Metro projects and the analysis focused only on projects that have construction labor scopes included. This means that the following are not included: assessments, land acquisition, stand-alone engineering/architectural studies, equipment/furnishing purchases or Informational Services projects. This methodology returned 95 projects with a total value of \$144,973,548.

The threshold options were developed considering:

- The overall scale and scope of Metro’s Capital Project Program
- The resources, human, financial, and schedule, needed to activate the various thresholds and qualify/quantify those impacts to both Metro and the Contractor.
- The risk of cannibalizing our efforts to remove barriers to contracting opportunities COBID firms posed by the increased administrative burden of the recruiting, training, and tracking requirements.

The lowest threshold amount at \$50,000 is the same as the state prevailing wage requirement. Staff recommend that using this threshold will provide additional consistency for contractors on Metro projects.

	Tier 1		Tier 2		Tier 3	
	Threshold	# of Projects	Threshold	# of Projects	Threshold	# of Projects
<b>Option A</b>	\$50k – \$200k	15	\$200k - \$2M	62	>\$2M	18
<b>Option B</b>	\$50k - \$200k	15	\$200k - \$5M	74	>\$5M	6
<b>Option C</b>	\$50k - \$500k	46	\$500k - \$5M	43	>\$10M	6

- **Framework Workforce Goals:** 20% apprentices, 14% women, 25% people of color
- **Tier 1** projects will simply track workforce utilizing information already collected in certified payroll and some degree of anti-harassment training/activities.
- **Tier 2** (+Tier 1) projects will be asked to meet the stipulated workforce participation goals and some degree of anti-harassment training/activities.
- **Tier 3** (+ Tiers 1 & 2) would utilize a full workforce agreement based on the regional template, which is still in development. They would also be required to have anti-harassment training/activities.

The majority of the projects represented in Tier 3 for options B & C are already under contract, meaning that they will not be eligible under the policy. It is more likely that this would apply to 2 upcoming projects – Property and Environmental Services’ transfer stations.

Metro stands to have the largest impact at the Tier 2 level, given the size and scope of currently known projects and the history of Metro construction levels. Anti-harassment is required to some degree at every level as it is one of the key reasons individuals leave the industry and will have significant impact on the retention of workers throughout the industry and on Metro projects.

#### *Regional Convening*

As the regional convener of the Public Owners’ Workgroup, there are two ways for Metro to continue this role.

First, at a staff level, the framework calls for Metro to convene the Regional Collaboration Committee. This committee would make recommendations about strategic investments, analyze regional workforce data, and assess the success of the project.

Second, Metro can play a role in bringing on additional jurisdictions as partners in the Construction Career Pathways policy. Metro Council may engage other agencies on a regional level with their peers regarding adoption of the policy.

## **STAFF RECOMMENDATIONS**

- Adopt the Construction Career Pathways Project regional policy framework
- Adopt Option B for Metro Thresholds
  - This threshold represents thresholds outlined in the regional toolkit
  - This threshold represents a compromise based on stakeholder feedback with community based organizations advocating for more aggressive thresholds and some contractors advocating for less stringent thresholds
  - Given the size of Metro projects, Option B would provide the highest level of impact for Metro by having contractors participate in goals but the lowest impact on small contractors.

## **STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION**

The Construction Career Pathways Project supports Goal A of Metro’s Strategic plan to advance racial equity, diversity and inclusion: Metro convenes and supports regional partners to advance racial equity.

This project provides an opportunity for meaningful regional collaboration to:

- Build economic prosperity through construction careers that provide family-sustaining wages;
- Ensure equitable benefit from public capital project investments for underrepresented communities;
- Create more effective and efficient use of public resources and investments; and
- Address significant barriers for people of color and women in accessing and growing careers in construction such as:
  - Inconsistent nature of construction work, and
  - Lack of sufficient and consistent funding and resources for education, training, and support services.

To address these challenges, a Public Owner workgroup was convened in the summer of 2018 to develop the Construction Career Pathways Project Regional Framework. This framework meets the goals of the project to:

- Support and grow a diverse construction workforce,
- Gain efficiencies in public construction projects, and
- Promote equitable growth in the region’s economy.

### *Public Owner Workgroup Participants*

- |                                  |                                     |                              |
|----------------------------------|-------------------------------------|------------------------------|
| • City of Beaverton              | • North Clackamas School District   | • Portland Community College |
| • Beaverton School District      | • Oregon Department of              | • Portland Public Schools    |
| • Bureau of Labor and Industries | Transportation                      | • Portland State University  |
| • Home Forward                   | • Oregon Health Sciences University | • Prosper Portland           |
| • Metro                          | • Port of Portland                  | • TriMet                     |
| • Multnomah County               | • City of Portland                  |                              |

In addition to the workgroup, the project has also engaged community based organizations, pre-apprenticeship programs, apprenticeship programs, COBID contractors, and larger contracting firms.

Financially, there will be several areas impacted by the policy. Regional collaboration needs are in the current budget with the Construction Career Pathways Project manager position which is 1.0 FTE. The following items would need to be budgeted for moving forward:

- Yearly workforce tracking software, around \$6,500 a year
- Staff for data tracking and analysis
- Additional project manager time for policy compliance
- Additional contractor costs to do effective outreach and compliance
- Regional investment into workforce supply

## **BACKGROUND**

In 2018, Metro and 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 on 81 known publicly funded project
- 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, and
- People of color and women are more likely to work in the lower paying trades.

For a year, members of the Public Owners' Workgroup met and developed a regional policy framework to address these issues. The framework was finalized on August 30. Endorsements will happen throughout the fall by member of the workgroup. We also anticipate additional jurisdictions to join in the coming year.

To date, Multnomah County and TriMet have signaled support of the framework and will be carrying it to their leadership for formal adoption.

## **ATTACHMENTS**

- Is legislation required for Council action? ☒ Yes ☐ No
- If yes, is draft legislation attached? ☐ Yes ☒ No
- What other materials are you presenting today?
  - Power Point Presentation
  - Final Construction Career Pathways Policy 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.<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.

Materials following this page were distributed at the meeting.

# Construction Career Pathways Project



Council Work Session  
October 1, 2019

Heidi Rahn, Interim Deputy COO

Raahi Reddy, Director of Diversity, Equity and Inclusion

Sebrina Owens-Wilson, Regional Impact Program Manager

# Regional Framework Elements

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



# Metro's Implementation

## Procurement & Solicitation

Documents

Article 14

Procedures

## Reporting & Monitoring

Software

Internal  
Training

External  
Reporting

## Contractor Engagement

Capacity  
Building

Toolkit

Training

## Fiscal Implications

Pipeline  
Investment

Staff/Project  
Costs

Software

# Project Thresholds

	Tier 1		Tier 2		Tier 3	
	Threshold	# of Projects	Threshold	# of Projects	Threshold	# of Projects
Option A	\$50k – \$200k	15	\$200k - \$2M	62	>\$2M	18
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Option C	\$50k - \$500k	46	\$500k - \$5M	43	>\$10M	6

**Tier 1:** Track workforce diversity goals (20% apprentice, 14% women, 25% people of color)

**Tier 2:** Tracking & Applying Diversity Goals

**Tier 3:** Tracking and applying diversity goals and full workforce agreement



# Fiscal Implications



## Workforce Supply Investment

- \$200,000/year; \$1,000,000 over 5 years
- Calculated using 5 year construction plan
- Capacity building for community organizations



## Workforce Tracking Software

- \$10,000/year; \$6,000 Start Up Cost
- Fee based on agency's yearly total project value
- Will create more efficiency in staff time



## Internal Costs

- Have capacity with current existing resources
- DEI, AMCP, CPMO, Facilities Management, Procurement and OMA

# Investing in Workforce Supply

## Pre-Apprenticeship Training Programs

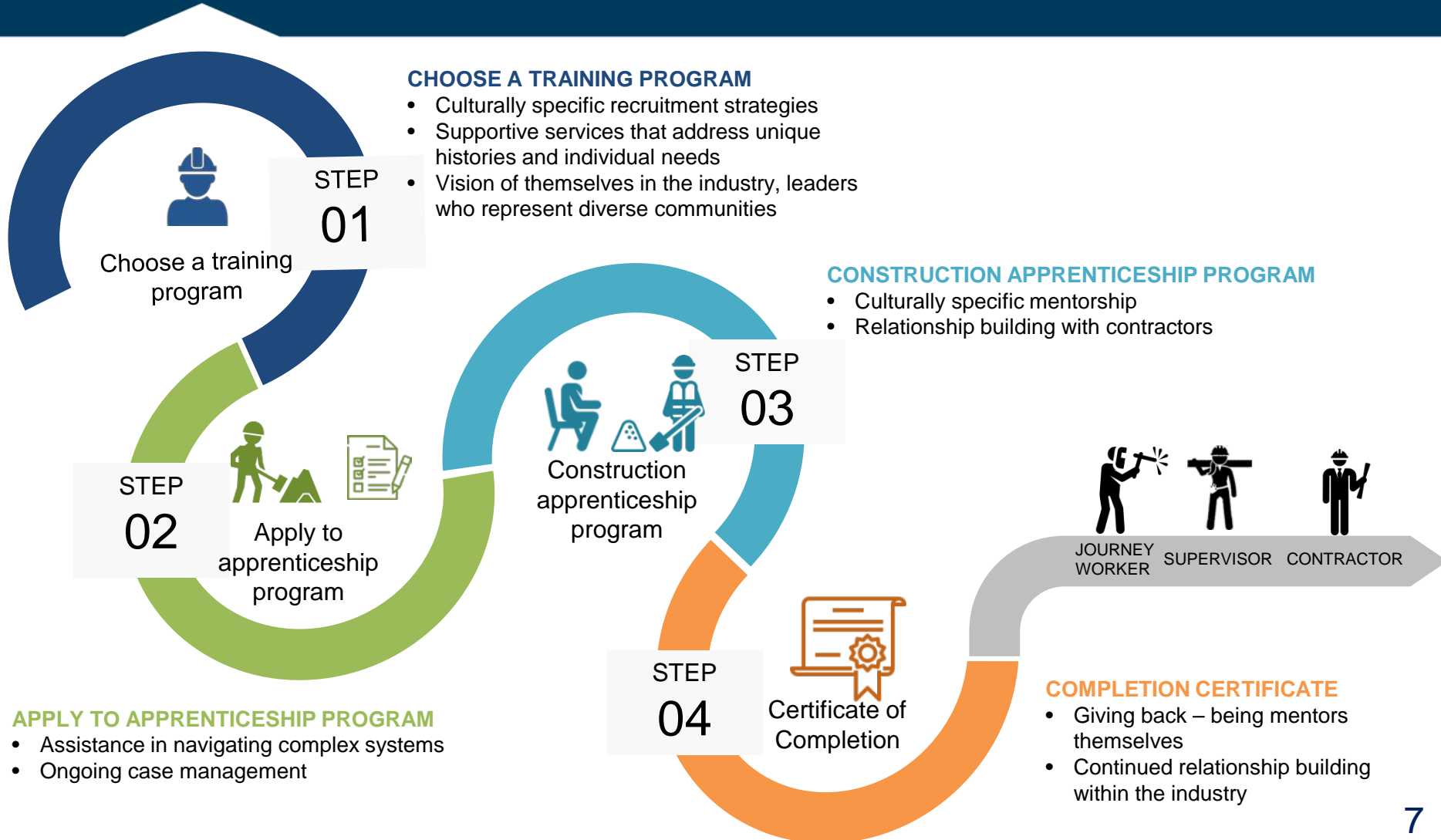
- Recruit participants
- Training space and capacity
- Case management and wrap around support

## Community Based Organizations

- Organizations that assist in barrier reduction
- Culturally specific organizations



# Culturally Specific Strategy



# Stakeholder Support

## CONTRACTORS



A2 Fabrication, Inc.

HA'S PAINTING, INC.



Metal Acoustic Commercial  
Kraft, LLC

## TRADES & APPRENTICESHIP



## COMMUNITY ORGANIZATIONS





# Regional Collaboration



# Questions

- Which option for thresholds would Council recommend in order to advance Metro's goals and priorities?
- Would Council like to continue leading the effort to have additional jurisdictions adopt the policy?
- Does Council want staff to move forward with implementation of the policy?







TRI MET



PORT OF PORTLAND Metro



August 20, 2019

The Honorable Kate Brown  
900 Court St NE  
Salem, OR 97301

The Honorable Jay Inslee  
Office of the Governor  
PO Box 40002  
Olympia, WA 98504-0002

Dear Governor Brown and Governor Inslee,

We are writing to express our support for an Interstate 5 bridge replacement project. We appreciate your joint leadership to re-start the project development.

Interstate 5 is a corridor of significant regional, state and federal interest. As the primary trade corridor on the West Coast, our economy depends on it to remain competitive and support job growth in the Portland-Vancouver metropolitan area. The current bridge, part of which is 102 years old and built on timber pilings buried in the riverbed, poses a seismic risk and restricts movement of people, goods and services between our two states.

A new project that includes high capacity transit, congestion pricing and a structurally-sound bridge – designed with performance-based and practical design principles – could advance our regional goals on economic development, resiliency and reducing congestion. The new project should incorporate work that has already been completed in a way that is practical and efficient, while reflecting lessons learned from previous efforts and current circumstance.

As the Washington and Oregon governors and legislatures begin conversations about re-starting the process for planning a new interstate bridge, please take into account the local perspective. Experience makes it clear that our regional jurisdictions and transportation agencies need to be involved from the beginning to ensure that the project is designed to serve our communities' needs. Metro and the other signatories to this letter are committed to working with counterparts across the river to continue to identify bi-regional and bi-state solutions to our joint transportation challenges.

As the project moves forward, we respectfully request that you keep the following outcomes, processes and strategies in mind:

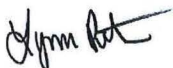
- Include high capacity transit (light rail and/or bus rapid transit) to consistently, efficiently and effectively accommodate the current and future transit demand north and south of the Columbia River,



- Be cost-effective, competitive for federal funding opportunities and within the two states' financial capability, in a way that minimize threats to resources that are needed for other regional priorities,
- Include congestion pricing to manage the demands of revenue generation for the project with the need to reduce traffic congestion,
- Create job opportunities for people of color, and work with local businesses to ensure the new project creates jobs for Oregonians and SW Washingtonians,
- Recognize and account for the negative impacts the construction of Interstate 5 has had on North Portland's communities of color,
- Create safe and convenient options for people bicycling and walking across the Columbia to reach destinations in our communities,
- Minimize additional neighborhood traffic, related air quality impacts and greenhouse gas emissions,
- Incorporate consideration of long-range planning elements such as smart and autonomous vehicle technologies,
- Evaluate a right-sized interchange connection to Hayden Island along with additional access to Hayden Island, and
- Feature a robust and meaningful public engagement process that identifies the goals, opportunities, challenges and concerns of communities living along the corridor.

Thank you for your consideration. We are looking forward to engaging with you and the legislators on the new bi-state Interstate Bridge committee. Let us know how we can help the state departments of transportation on next steps in setting up a decision-making and public engagement process.

Thank you,



Lynn Peterson  
Metro Council President



Curtis Robinhold  
Port of Portland Executive Director



Doug Kelsey  
Tri-Met General Manager



Jessica Vega-Pederson  
Multnomah County Commissioner



Ted Wheeler  
Mayor of Portland

CC:

Oregon Transportation Commission; Commissioner Tammy Baney

Oregon Transportation Commission; Commissioner Robert Van Brocklin

Transportation Policy Advisor, Office of Oregon Governor Kate Brown; Brendan Finn

Senior Policy Advisor, Transportation & Economic Development; Charles Knutson

ODOT Interim Deputy Director; Paul Mather

WSDOT Secretary of Transportation; Roger Millar