



THE COMMUNITY BENEFITS AGREEMENT (CBA): A PROVEN TOOL FOR ADVANCING PORTLAND'S COMMITMENT TO EQUITY IN CONTRACTING AND WORKFORCE DIVERSITY.

**CBA Labor-Management-Community Oversight Committee
Report on CBA Pilot Projects**

**Portland, Oregon
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Drafted by:
Casey Barnard, Worksystems Senior Project Manager
Carlyn Hood MPA, MPH, Independent Consultant
on behalf of the CBA Labor-Management-Community Oversight Committee

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I. Executive Summary

Like many areas in the country, the Portland, Oregon region has a history of discrimination against people of color. As it relates to construction, the City of Portland commissioned a 2009 Disparity Studyⁱ, which showed a statistically significant underutilization of minority and women owned prime contractors on City construction projects. The Disparity Study found the following evidence of local disparities: annual revenue of certain Minority Owned and Woman Owned (MBE/WBE) contractors was lower than other construction related firms; minorities and women face greater disadvantages than other owners when seeking capital, bonding and insurance; MBE/WBEs face barriers to working as prime contractors and subcontractors on public sector contracts; and the availability of MBEs and WBEs to perform City construction and construction-related professional services is lower than would be expected if minorities and women had the same opportunities as non-minorities to enter and advance within these industries.

On June 22, 2011 City Council adopted Resolution No. 36868ⁱⁱ directing Procurement Services to work with the Fair Contracting Forum (FCF), organizations, City bureaus and the Portland Development Commission (PDC) to review the guidance provided by the 2009 Disparity Study and bring forward recommendations that would expand and strengthen the City's equity programs. The work groups developed recommendations in five areas to address historic inequities: contractor workforce, subcontracting, prequalification, a new prime contracting program, and professional, technical and expert services. The City has since established a number of policies regarding social equity contracting and workforce diversity. In July 2012, the City of Portland passed Resolution No. 36944 titled "Social Equity Contracting Strategy to Increase Minority-Owned, Women-Owned and Emerging Small Business Utilization in City Contracting,"ⁱⁱⁱ which addressed contractor pre-qualification, subcontracting inclusion plans and technical assistance. It also established an aspirational goal of 18% minorities and 9% women on City funded construction projects, and applied the goal to both apprentices and journey workers. In August 2012, City Procurement Services adopted the "Workforce Training & Hiring Program Administrative Rule" (ARB-ADM- 1.20)^{iv}, which requires contractors to submit a workforce plan.

While conditions have improved in recent years, people of color, women and disadvantaged businesses continue to face significant barriers to employment and opportunity in the construction industry. In 2011, a coalition of community, labor, business and equity partners formed the Metropolitan Alliance for Workforce Equity (MAWE) to promote economic opportunity and equity in workforce and contracting, and develop practical strategies to address historic inequities. To support Portland's equity policies and provide a tool to implement the policies, these partners developed the model Community Benefits Agreement (CBA) template to create a framework for shared community oversight and accountability, fair labor standards, and goals and resources to increase contracting and workforce opportunities for historically underserved community members.

City leaders recognized the Community Benefits Agreement (CBA)'s promise as a tool to overcome the historical underrepresentation of minorities and women in the construction industry, both at the worker and contractor level. In partnership with the City, MAWE partners developed the draft Model CBA, which creates a framework to:

- Promote inclusion and opportunity, improve workforce diversity, increase utilization of disadvantaged businesses, and ensure workers are treated fairly;
- Fund resources to support new worker outreach and training, compliance activities, and technical assistance for disadvantaged contractors; and
- Establish infrastructure for shared oversight, monitoring and improvement by a CBA Labor-Management-Community Committee representative of all CBA stakeholders.

On September 5, 2012, the Portland City Council unanimously passed Resolution No. 36954^v, which approved the draft Model CBA for consideration on construction projects over \$15 million and piloted the CBA on two Portland Water Bureau projects: the Kelly Butte Reservoir and Interstate Maintenance Facility projects. By enacting the CBA, and in support of standing City policy, partners committed to these principles:

- Ensuring contractors pay fair wages and benefits, and workers are treated fairly;
- Ensuring employment on construction projects reflects the diversity of the region;

- Ensuring full and equitable participation by disadvantaged businesses by including goals and strategies to increase business participation and capacity;
- Providing opportunities for people of color, women and local residents to participate in pre-apprenticeship and apprenticeship training programs;
- Avoiding potential project disruption by strikes or lockouts; and
- Ensuring project owners and prime contractors retain full and exclusive authority for management of their own operations and compliance with applicable laws.

Between fall 2012 and spring 2016, City, community, contractor and union partners piloted the CBA, convened the CBA Labor-Management-Community Oversight Committee (“Oversight Committee”) to review data, establish CBA processes, administer funds, and develop new resources to support workforce and contracting equity. There are many key components to the CBA, including utilization goals for registered apprentices, women, people of color and disadvantaged contractors. The CBA sets apprenticeship utilization goals because registered apprenticeship is a pathway into the construction trades for new workers, and the primary pipeline for diversifying the industry. To promote hiring and retention of women and people of color by construction contractors, the CBA sets utilization goals for diverse apprentices and journey workers. The CBA also sets utilization goals and provides technical assistance support to promote opportunities for historically disadvantaged business enterprises.

Kelly Butte construction is complete and Interstate Maintenance Facility construction will be completed in spring 2016. Both CBA pilot projects have exceeded all but one CBA goal, but the success of the CBA goes beyond meeting immediate project targets. As Gerry Hein, Hoffman Construction Manager on the Interstate Maintenance Facility project, noted:

“The strength and success of Portland’s CBA are not just a matter of hitting goals. Rather, a significant measure of the CBA’s success is the fact that it supports the long-term development of the individuals and businesses who are the subjects of the workforce and contracting goals. It does so by providing critical funding for outreach, recruitment, training, mentoring, and technical assistance. This allows those individuals and businesses the opportunity to develop long-term, sustainable careers and successful contracting practices in the construction industry.”

The vast majority of CBA Oversight Committee partners support this perspective, and believe CBA oversight and investment make it unique among targeted workforce and contracting efforts. CBA pilot project success on all but one goal is also important. The following table summarizes CBA outcomes on all major goals (as of November 2015):

| Category | Goal | Outcome Kelly Butte (KB) & Interstate (INT) |
|---|---|--|
| Apprentice Utilization | 20% of all worker hours | KB: 23%, INT: 21% |
| Minority Apprentices | 18% of apprentice hours | KB: 50%, INT: 38% |
| Minority Journey Workers | 18% of journey worker hours | KB: 29%, INT: 21% |
| Female Apprentices | 9% of apprentice hours | KB: 28%, INT: 34% |
| Female Journey Workers * | 9% of journey worker hours | KB: 6%, INT: 3% |
| Local HUBZone Workers ** | 10% of all worker hours | KB: 12.4%, INT: 12.9% |
| Disadvantaged / Emerging Contractor (D/M/W/ESB) | 22% of Contracts / Subcontracts | [Total Contract] KB: 22%, INT: 37% [Subcontracts] KB: 28%, INT: 45% |
| Disadvantaged Contractor (D/M/W) Contractor | Sub Goal: 12% of Contracts / Subcontracts | [Total Contract] KB: 22%; INT: 33% [Subcontracts] KB: 28%, INT: 40% |

* The construction industry as a whole struggles to retain female journey workers. CBA partners have identified this as an area that requires more focus and resources.

** While most of the workforce came from the local region, the CBA sets specific goals for local, low-income residents of SBA Historically Underutilized Business Zones (HUBZones).

At the outset of the CBA pilot projects, City staff were asked by City leaders to evaluate the effectiveness of the CBA pilot projects and report to City Council. As the CBA pilot projects wind down, it is time to measure and honor CBA outcomes, strategies and resources. Based on the City's own data, the CBA pilot projects have exceeded all but one goal, and the CBA appears to be an effective tool to implement Portland's diversity, equity and inclusion policies. The CBA Labor-Management-Community Oversight Committee commissioned this Report on CBA Pilot Projects to summarize the strategies and outcomes from the CBA pilot projects, CBA framework and processes, best practices and lessons learned. Between November and December 2015, an independent consultant gathered City project data, reports and guiding documents, and conducted qualitative interviews with members of the CBA Oversight Committee and Compliance Subcommittee. This report was completed in April 2016 and it will serve as a resource to project owners, contractors, labor unions and community partners on future projects.

II. Acknowledgements

Thank you to the following people for participating in interviews and providing detailed feedback on this report: Connie Ashbrook, Cary Bubenik, Faye Burch, Michael Burch, Pat Daniels, Teresa Elliott, Karen Egner, John Gardner, Gerry Hein, Mary Kapelczak, Bill Kowalczyk, Debra Lindsay, Cathleen Massier, Virginia McCarthy, Christine Moody, Willy Myers, Angela Pack, Maurice Rahming, Tiffany Thompson and Nelda Wilson. Thank you to members of the Metropolitan Alliance for Workforce Equity (MAWE) for helping to develop and support the CBA.

III. Results and Outcomes

III.A. PROJECT SCOPES, TIMELINE AND BUDGET

In September 2012, the CBA was approved as a pilot for two City projects: the Kelly Butte Reservoir and Interstate Maintenance Facility projects. The construction projects were awarded with their combined total value at \$97 million, with approximately \$77 million identified as potential hard construction costs, depending on self-performed work and specialty requirements. As of December 2015, all project scopes have been completed on time and under budget for both projects. Through strong project management by the City, Prime Contractor and CBA Oversight Committee, Interstate project savings are estimated at almost \$3 million, allowing the City to add scopes of work to the project. City staff noted that the project met substantial completion time goals and there were no work stoppages.

The Kelly Butte Reservoir Project

This project implemented the Portland Water Bureau's plan to replace the 10-million-gallon above ground steel tank atop Kelly Butte in southeast Portland with a 25-million-gallon underground reservoir. The Portland City Council approved project budget estimated at \$90 million, and the construction contract was awarded to Hoffman Construction for \$57.25 million.^v Work began in 2012 and construction was completed in late 2015. The project has not yet had final acceptance by City Council.

The Interstate Maintenance Facility Project

The critical work of maintaining Portland's 225-square-mile water supply system is based from the Water Bureau's Interstate Maintenance Facility, located near the Rose Quarter on N. Interstate Avenue. This roughly \$35 million project stemmed from Portland Water Bureaus recognition that the building needed to be replaced with a new highly efficient facility to meet the Water Bureau's current Operation and Maintenance programs. The project was designed to proceed in phases to ensure that there would be no interruptions in service delivery throughout the project duration. Hoffman Construction Company is the prime contractor on the project.^{vi}

Phase One (2012 – 2014) included construction of a new 28,000-square-foot building, which will provide space for staff offices and public meeting areas; craft workshops; materials and warehouse supplies storage area; and loading dock.

Phase Two (2014 – 2016) included construction of a 38,000-square-foot building for office, conference and training facilities. This project is anticipated to be completed spring 2016.

III.B. GOALS AND ACCOMPLISHMENTS

The CBA pilot projects have been successful in creating new opportunities for diverse community members through apprenticeship, increasing the representation of minorities and women, and utilizing and helping to build the capacity of Minority / Women / Disadvantaged Business Enterprises. As of November 2015, partners had exceeded goals in nearly every category, with the Kelly Butte project substantially complete and less than 1% remaining on the Interstate project. Many partners have pointed to shared accountability as a major factor in CBA pilot project results. One pre-apprenticeship training provider noted “when you have that kind of accountability and everyone at the table, the commitment and the goals set can be achieved.”

In one CBA partner’s opinion, the outcomes for apprenticeship, women, and people of color “have never looked better and [wouldn’t have been possible] if the CBA hadn’t been there.” City staff noted that the CBA is different than typical contracting models because there was more engagement at different levels. Targeted CBA efforts – such as tracking apprentices, why they are not retained on the job site, and whether job site adjustments could have made the apprentice more comfortable – were innovative for most CBA partners. Detailed information about CBA Goals and Outcomes is listed below, including data collected through November 2015.

III.B.1. Apprentice Utilization Goals

Registered Apprenticeship is the primary pipeline through which new apprentice workers receive both on the job and classroom training and enter family-supporting careers in the construction industry. Under the CBA and City policy, contractors winning prime contracts greater than \$200,000 or subcontracts greater than \$100,000 were required to employ state registered apprentices with an aggregate Project goal of twenty percent (20%) of all covered work hours, to be worked by Oregon Bureau of Labor and Industries (BOLI) registered apprentices or federally registered apprentices. Both projects achieved the aggregate apprenticeship goal:

| CBA Goal | Kelly Butte Project Results | Interstate Project Results |
|---|-----------------------------|----------------------------|
| Apprenticeship: 20% of all covered work hours | 23% | 21% |

**Diversifying the apprenticeship pipeline is a proven strategy to support women, people of color and other historically underrepresented populations to enter the trades without displacing existing workers.*

While the apprenticeship utilization goal was achieved on the CBA pilot projects, the Oversight Committee identified the need for more support to individual construction trades, as some trades far exceed apprenticeship goals and others struggle to utilize apprentices. Some trades struggle with the apprenticeship goal in part because the nature of their work requires fewer onsite workers and provides less opportunity for new workers who require supervision.

III.B.2. Workforce Diversity Goals

The CBA laid out workforce goals related to minority and female workers. The CBA built on best practices from the South Waterfront Oversight Committee, and regularly communicated progress against goals to the CBA Oversight Committee, and engaged committee members on working together to develop real time solutions and strategies across negative trend lines. By tracking separate diversity goals for apprentices and journey workers, the CBA Oversight Committee was given a more comprehensive picture of the progress and challenges related to workforce utilization. This allowed the CBA Oversight Committee and Compliance Subcommittee to identify trends (such as higher diversity in apprentices as opposed to journey workers) and interventions (such as an apprentice retention policy to encourage retention in the industry).

The CBA pilot projects have been successful and exceeded all goals except the female journey worker utilization goal. Lower numbers of female journey workers reflect that more work needs to be done to recruit and retain women, and it will take time to shift workforce diversity across the industry. According to project partners, more and more women are joining the trades as apprentices, but it takes 3 - 5 years for apprentices to reach journey level. There must be ongoing and consistent effort to address systemic problems such as the drop off in female journey workers. If more CBA projects are adopted, the CBA Oversight Committee could provide that consistent effort, with resources to back the goals.

Overall, the Kelly Butte Reservoir project achieved 34% minority and 11% female workforce diversity. The Interstate Maintenance Facility project achieved 25% minority and 10% female workforce diversity.^{viii} Many contractors assisted in reaching these goals, with the prime contractor and approximately 91% of subcontractors meeting the required apprenticeship utilization goals^{ix}. Workforce diversity outcomes by project include:

| CBA Goal | Kelly Butte Results | Interstate Results |
|---|---------------------|--------------------|
| Minority Apprentice: 18% of apprentice hours | 50% | 38% |
| Female Apprentice: 9% of apprentice hours | 28% | 34% |
| Minority Journey: 18% of journey worker hours | 29% | 21% |
| Female Journey: 9% of journey worker hours | 6% | 3% |

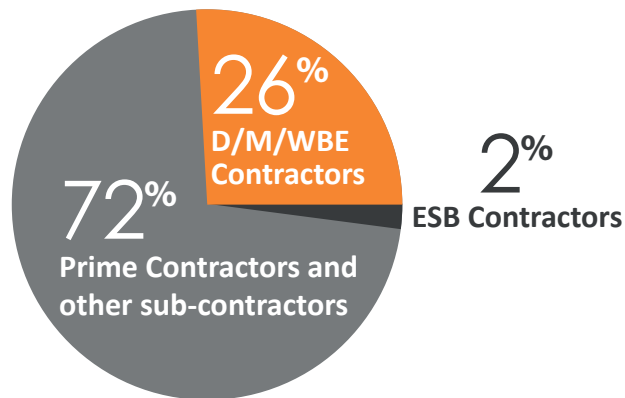
III.B.3. Utilization of Disadvantaged Businesses

On the contracting side, the CBA set goals for the utilization of Disadvantaged, Minority Owned and Woman Owned Business Enterprises (D/M/WBEs). These businesses have been certified by the federal or state government as historically disadvantaged, thus eligible for targeted project contracting opportunities. The CBA set a 22% goal for D/M/W/ Emerging Small Business (D/M/W/E) and a 12% sub-goal for D/M/WBEs. As of November 2015, the CBA pilot projects have achieved the following results:

| CBA Goal | CBA Outcome | Kelly Butte | Interstate |
|--------------------|-----------------------------|--------------|--------------|
| 22% D/M/W/E | D/M/W/E % of Total Contract | 22% | 37% |
| | D/M/W/E % of Subcontracts | 28% | 45% |
| | D/M/W/E Contract Value | \$12,722,235 | \$12,856,251 |
| 12% D/M/WBE | D/M/W % of Total Contract | 22% | 33% |
| | D/M/W % of Subcontracts | 28% | 40% |
| | D/M/W Contract Value | \$12,477,344 | \$11,520,119 |

Typically, public projects work to increase the utilization of these businesses by setting aspirational goals for Minority / Women / Emerging Small Businesses (M/W/ESBs). Though some construction projects have achieved these goals, many partners indicate that contracts have historically been more likely to go to ESBs. The CBA emphasizes the importance of D/M/WBE goals by tracking and reporting separate goals to the CBA Oversight Committee: 22% of hard construction costs for certified D/M/W/ESB contractors; with a sub-goal of at least 12% of hard construction costs for certified D/M/WBE contractors. By placing this emphasis on disadvantaged businesses, tracking the utilization of each sub-category, and partnering with a proactive and willing prime contractor, CBA partners have exceeded all D/M/WBE utilization goals, with most sub-contracts going to D/M/WBE contractors.

D/M/W/ESB CONTRACTOR UTILIZATION ON KELLY BUTTE & INTERSTATE CBA PROJECTS (PORTION OF TOTAL CONSTRUCTION BUDGET)



Approximate Contracted Amount across CBA Pilot Projects:

\$23,997,463 (26%): D/M/WBE Sub-Contractors

\$1,581,023 (2%): ESB Sub-Contractors

\$66,996,478 (72%): Prime Contractor and Other Sub-Contractors^x

III.B.4. Local Workers (HUB Zones)

While most CBA pilot project talent came from the local region, the CBA also set local hire goals related to HUBZones. Subject to U.S. Department of Labor and Oregon State standards, CBA employers were expected to hire at least 10% of their workforce from areas designated by the Federal Small Business Administration as a Historically Underutilized Business Zone (“HUBZone”) within the Portland Metropolitan Area. The draft Model CBA set a goal of 30% HUBZone utilization, but partners agreed to reduce the goal to a more manageable 10% at the outset of the CBA pilot projects.

Though HUBZones do capture local, underserved workers, they are not entirely accurate. HUBZones can be difficult to administer and sometimes arbitrary, as a person living across the street from a HUBZone will likely face many of the same challenges as their neighbors. There are not a lot of HUBZone census tracts in the Portland area and it is cumbersome to track, as sub-contractors have to enter an employee’s address to determine if they qualify. It would be much easier to tie the goal to a specific low income zip code related to the project area. Union partners cited the challenge associated with HUBzone hiring, as it is not always allowed through the dispatch procedures of a collective bargaining agreement. Additionally, the HUBZone goal was frustrating because significant staff time was spent identifying eligible HUBzone workers, but few of them were hired or eligible to be hired.

Hoffman Construction, the prime contractor, tracked compliance with HUBZone Goals, and sub-contractors maintained documentation of their good-faith effort to meet the goals. As of November 2015, Interstate Maintenance Facility had achieved 12.9% of HUBZone workers. As of August 2015, Kelly Butte had achieved 12.4%. Both projects exceeded the 10% goal. Partners should revisit the Local Hire goal on future CBA projects.

III.B.5. Veterans (Helmets to Hardhats)

The CBA emphasizes the recruitment, training and hiring of veterans for careers in construction trades. As they do on many construction projects, pre-apprenticeship training providers, unions and contractors welcome veterans, and work with the Center for Military Recruitment, Assessment and Veterans Employment and the Center’s “Helmets to Hardhats” program. The program serves as a resource for preliminary orientation for veterans, assessment of construction aptitude, referral to apprenticeship programs or hiring halls, counseling and mentoring, support network, employment opportunities and other needs as identified by the parties.

It is not known how many veterans worked on the CBA pilot projects. While CBA apprenticeship and workforce diversity goals were embedded in sub-contractor agreements and the prime contractor worked with sub-contractors to emphasize goals and resources on a regular basis, there were no specific goals and data requirements for Veteran

participation. The information on referrals and participation is not readily available, and CBA partners agree that more emphasis needs to be placed on consistently monitoring referrals and retention of veterans on future projects.

IV. Implementation Strategies

IV.A. GOVERNING STRUCTURE

IV.A.1. CBA Agreement

In June 2012, the City decided to make the Kelly Butte Reservoir and Interstate Maintenance Facility projects into CBA pilot projects. MAWE worked with the City of Portland to finalize the draft Model CBA^{xli} in early August 2012, in advance of City Council Resolution #36954 (September 5, 2012), which approved the draft Model CBA for consideration on City projects. After the City passed the CBA resolution, it immediately piloted the CBA on the Kelly Butte Reservoir and Interstate Maintenance Facility projects (Report to Council # 997, Sept 5, 2012, and Report to Council # 1025, Sept 12, 2012) and directed staff to negotiate a Modified CBA for use on the pilot projects. The Modified CBA^{xlii} was signed by over 40 community, labor and business partners. The Purpose of the Agreement was stated as:

“To ensure that the public served by the Owner (the City) receives the fullest benefit of those public works construction projects undertaken by the Owner, to ensure that the Owner does not indirectly perpetuate the under-inclusion of racial and ethnic minorities and women in the construction industry and trades, and to ensure that the Owner receives the benefit of a highly skilled, well-trained and diverse workforce and prime contractor and subcontractor pool without the disruptions caused by labor unrest, including strikes, lock-outs, pickets, and other disruptions in the progress of such projects.”

The Agreement includes legal and binding language regarding the scope of the agreement, exclusive representation and authority, jurisdictional disputes, no disruptions, subcontracting, hiring procedures, wage rates and fringe benefits, committee engagement, community apprenticeship goals, community workforce goals, local workforce goals, community contracting goals, veteran goals (Helmets to Hardhats), compliance, CBA funds and severability.

As the UCLA Labor Center noted, the best practices of successful targeted-hire policies include the engagement of all stakeholders, developing contractor engagement, investing in outreach and recruitment of workers and apprentices, developing comprehensive training programs, and creating an active, engaged compliance system that includes all of the stakeholders. The City of Portland has been identified by the UCLA Labor Center as a best-practice example of targeted hire programs, for its successful implementation of the CBA.^{xliii}

Many CBA Oversight Committee partners observed that the CBA’s unique array of components are all important to its success, and only adopting portions of the CBA could undermine the success of future efforts. While these partners recommend maintaining all components of the CBA’s overarching framework, the specific terms of the CBA can be improved upon and tailored to the specifics of any given project.

IV.A.2. CBA Committees

While the Community Benefits Agreement (CBA) itself provides the legal framework for CBA goals and resources, these goals would be not achieved without shared oversight and accountability from many partners. The CBA sets up a governance structure – the CBA Labor-Management-Community Oversight Committee (Oversight Committee) and Compliance Subcommittee – that supplements the City’s existing oversight and compliance activities. The CBA Oversight Committee and Compliance Subcommittees are tasked with overseeing the projects, setting clear expectations for compliance and reporting, planning and prioritizing the allocation of CBA resource funds, proactively resolving issues

as they arise, and supporting entities' efforts to meet CBA goals. This structure provides for direct communication between CBA partners, dispatch hall, unions, and contractors, and helps partners to deepen their understanding of the workforce pipeline and CBA interventions.

Many public construction projects are overseen at minimum by the owner and prime (general) contractor. The CBA goes further and establishes an oversight and compliance structure that also includes community and labor representatives. At the beginning of the CBA pilot projects, the CBA Oversight Committee was formed with equal representation for each of the following groups: project owner; prime contractor; labor unions; disadvantaged contractors; and community-based organizations / pre-apprenticeship training providers with a strong track record of serving racial and ethnic minorities, women, and low-income people. At least one member from each group was required for a quorum. The group elected co-chairs, established a regular meeting schedule, and roles and processes for sharing monthly project reports and recording meeting minutes.

The CBA Oversight Committee established a Compliance Subcommittee to closely monitor contractors' compliance with the contracting, apprenticeship, workforce, and local hire goals established in the CBA. The Compliance Subcommittee reviewed detailed project reports, made compliance recommendations, recommended allocations for compliance funds, and reported back to the CBA Oversight Committee. For most of the CBA pilot projects, the CBA Oversight Committee and Compliance Subcommittee each met monthly. The meetings were later combined and moved to every other month.

IV.A.3. Partner Roles

The commitment of all the stakeholders involved was a big strength of this CBA. The City of Portland demonstrated that commitment by enacting the CBA and implementing it on the Kelly Butte and Interstate projects. Likewise, Hoffman Construction demonstrated its capacity, responsiveness, and flexibility by its integrating the CBA goals into the project, and refining the approach in conjunction with the City and other stakeholders to ensure continued and effective implementation. Union partners host robust workforce training programs and dispatch systems. In addition to leveraging these resources, union partners demonstrated their commitment to the CBA by partnering to increase workforce diversity and allowing exemptions for disadvantaged contractors regarding core employees and employer provided benefits. A number of Metropolitan Alliance for Workforce Equity (MAWE) stakeholders demonstrated their commitment to the work by developing the CBA, putting in countless hours on implementation, and working towards CBA goals.

Active engagement by key partners (representing the project owner, prime contractor, labor unions, disadvantaged contractors and community-based organizations) has been key to the success of the CBA pilot projects. Partners attended committee meetings and spent time outside of meetings preparing and reviewing reports, tracking information and resolving issues as they arose. The CBA Oversight Committee decided to allocate a small portion of CBA compliance funds (totaling \$4,800 over three years) to support the involvement of community-based organizations in CBA committee meetings.

The following partners participated in CBA committee activities:

CBA Oversight and Compliance Committee Partners

| | |
|---|---|
| City of Portland Water Bureau & Procurement | Construction Hope |
| Columbia Pacific Building Trades Council | FM Burch and Associates |
| Hoffman Construction | Intl Union of Operating Engineers Local 701 |
| Laborers Local 296 | O'Neill Electric |
| Oregon Tradeswomen, Inc. | Pacific NW Regional Council of Carpenters |
| Portland Youth Builders | Urban League of Portland |

**CAWS/Worksystems and Emerald Cities Portland provided significant coordination and staff support throughout the CBA pilot projects. Emerald Cities Portland served as alternate for O'Neill Electric.*

In addition to community partners who served on the CBA Oversight Committee and Compliance Subcommittee, regular CBA updates were shared with over 40 Metropolitan Alliance for Workforce Equity (MAWE) Partners representing a wide array of community members, including Hacienda CDC, IRCO, MACG, NAYA, Oregon Action, Rose CDC and Verde.

In addition to standard City compliance activities and collaboration with the prime contractor, City procurement staff provided monthly electronic reports to the CBA Oversight Committee and Compliance Subcommittee. Aside from the CBA-specific CBA Compliance Summary, these reports are based on contractor data (collected through Monthly Employment Reports) and are typical for all City projects. The City-provided project reports included:

- CBA Compliance Summary (high level outcomes)
- Project Diversity Report (workforce diversity / apprentice utilization by contractor)
- Contract Utilization Report (detailed contract amounts by contractor)
- Supplier Tracking Sheet

As prime contractor, Hoffman Construction was primarily responsible for ensuring their sub-contractors met project goals, maintaining documentation and completing reporting activities. Hoffman included M/W/ESB Plan, CBA and compliance expectations in sub-contractor bid and contract documents, and set clear expectations around workforce diversity goals before and throughout the implementation of the CBA pilot projects. Hoffman also worked with the CBA committees to identify scopes and mentoring opportunities for disadvantaged contractors. Once the projects were underway, Hoffman played a big role in the success of the CBA projects by communicating with sub-contractors weekly about the CBA goals and strategies to achieve those goals. Hoffman also prepared detailed summaries of worker demographics (including ethnicity and local hire) for review by the CBA committees. At the outset of the CBA pilot projects, the City and Hoffman agreed upon an allocation to cover Hoffman's CBA-related administration activities. This allocation was outside the scope of the Modified CBA and CBA Oversight Committee.

Construction Apprenticeship and Workforce Solutions (CAWS), a non-profit started by construction industry stakeholders with the mission of improving the representation of women and people of color in the construction trades, and Worksystems – the agency responsible for overseeing the regions Public Workforce Investment System and staffing the Workforce Development Board for Washington and Multnomah Counties and the City of Portland, served as administrator for CBA funds and received an agreed upon 14% fee for fund administration and program coordination. Outside of the CBA, and through their organizational missions, CAWS / Worksystems also leverage other system resources for construction workforce development and supplement direct CBA investments. As CBA fund administrator, CAWS / Worksystems was responsible for working with the CBA Oversight Committee to develop project-specific contracting processes and scopes of work related to compliance, outreach and training, and contractor technical assistance. Emerald Cities Portland provided project management, strategy development, writing and staff support to Worksystems and the CBA Oversight Committee.

Pre-Apprenticeship Training Provider (PATP), Community Based Organization (CBO) and Union partners helped to recruit and train historically underrepresented community members, including racial and ethnic minorities, women, and low-income people. Based on contractor dispatch requests, unions referred diverse apprentices and journey workers to contractors in sufficient numbers to meet CBA workforce goals. Unions and PATPs provided construction training and mentoring support to recruited community members.

All sub-contractors were responsible for maintaining records of their onsite workforce diversity, such as certified payroll or other voluntary reporting forms, sufficient to allow the City to determine whether the projects were meeting CBA goals. Like all City projects, contractors were required to maintain documentation of their good-faith efforts to hire diverse workers (i.e. dispatch requests and responses from union dispatch halls).

IV.A.4. CBA Funds

The draft Model CBA resolution passed by City Council called for the set aside of 1.5% of project hard construction costs to be made available for the CBA Community Construction Training, Outreach and Recruitment Fund at 0.75%, the Technical Assistance Fund at 0.50% and Compliance Fund at 0.25%. The Modified CBA for the Kelly Butte and

Interstate projects set aside 1.0% of hard construction costs in dedicated CBA funds to help achieve CBA goals. These funds are critical to the success of CBA projects and benefit the community and construction industry as a whole. As a Hoffman representative put it:

“The City of Portland really ‘put its money where its mouth is’ by funding these programs, and distinguishes the CBA from other targeted-hire initiatives by promoting the long-term success of women and minorities in the construction industry, both as workers and contractors.”

Under the Modified CBA, CBA pilot project funds were divided as follows:

- Compliance Fund (0.25%)
Compliance Strategies, Administration of Funds, CBO Participation
- Community Construction Training, Outreach and Recruitment Fund (0.5%)
Outreach / Recruitment of Diverse Workers, Pre-Apprenticeship Training
- Technical Assistance Fund (0.25%)
Customized Capacity Building for Disadvantaged Businesses

The CBA Oversight Committee has sole authority over CBA funds, with the authority to establish its own rules and procedures. The draft Model CBA appoints CAWS / Worksystems as fund administrator for the Community Construction Training, Outreach and Recruitment Fund, and the CBA Oversight Committee appointed CAWS / Worksystems as administrator for all other CBA funds. With limited overarching guidance on the CBA pilot projects, CAWS / Worksystems worked with the CBA Oversight Committee to develop strategies and innovative approaches consistent with CBA goals.

CAWS / Worksystems procured for target services and reported outcomes. Aside from certain compliance fund expenditures authorized by the CBA Oversight Committee, CAWS / Worksystems used a formal request for proposal process for each CBA fund, where disinterested representatives from the CBA Oversight Committee (including City and prime contractor representatives) served on review committees to approve service providers. This dedication to a transparent process resulted in an allocation of approximately \$794,353 in funds to support outreach & training for diverse workers, technical assistance for disadvantaged businesses, compliance and fund administration.

Approximate CBA Fund allocations are listed below.^{xiv}

CBA Fund Allocations for Kelly Butte and Interstate Projects

| Funds | % Hard Const. Costs | Kelly Butte Funds Disbursed | Interstate Funds Disbursed | Total Funds Disbursed* | Actual Expenditures ** | Remaining Funds ** |
|----------------------|---------------------|-----------------------------|----------------------------|------------------------|------------------------|--------------------|
| Compliance | 0.25% | \$120,087.92 | \$61,370.46 | \$198,588.25 | \$173,505.00 | \$25,083.25 |
| Technical Assistance | 0.25% | \$120,087.92 | \$61,370.46 | \$198,588.25 | \$198,452.80 | \$135.45 |
| Training, Outreach | 0.50% | \$240,175.84 | \$122,740.92 | \$397,176.50 | \$399,193.00 | -\$2,016.50 |
| Total Funds | 1% | \$480,351.67 | \$245,841.82 | \$794,353 | \$771,150.80 | \$23,202.20 |

* With the late addition of CBA funds in August 2015, CAWS / Worksystems was able to add approximately \$68,000 across the three CBA Funds, including approximately \$17,000 for Compliance, \$17,000 for Technical Assistance and \$34,000 for Outreach, Recruitment and Training.

** As of April 2016, approximately \$23,202.20 remains in the CBA fund allocations. Unspent funds will be returned to the City by May 15, 2016.

IV.B. COMPLIANCE ACTIVITIES AND FUNDS

The Compliance Subcommittee oversaw CBA compliance activities in conjunction with City Compliance staff. The Compliance Subcommittee: reviewed detailed monthly reports; monitored contractor compliance with the contracting, apprenticeship, workforce, and local hire goals; and developed compliance strategies to improve worksite policies and connect contractors with a diverse workforce. The Compliance Subcommittee analyzed data, and identified areas of concern and possible solutions. For example, while the CBA pilot projects achieved high numbers of minority and female apprentices, these numbers drop off significantly in the journey worker ranks. There are a variety of personal and professional reasons for an apprentice to leave the industry. While a CBA cannot address all of the region’s historical issues around underrepresentation or the barriers created by former practices, Compliance Subcommittee members believed that they could have an impact on the retention of apprentices moving forward. The Compliance Subcommittee developed an Apprentice Retention and Debrief Plan in 2014 to ensure apprentices received adequate mentoring and training, and the prime contractor and training partners received notice and opportunity to resolve concerns before an apprentice is let go.^{xv} In accordance with the plan, sub-contractors signed a letter of assent including procedures for foremen or hiring supervisors to follow when hiring, retaining or releasing apprentices.

IV.B.1. Compliance Funds

The Compliance Subcommittee leveraged the 0.25% CBA Compliance Fund (approximately \$198,588.25) to pay for the administration of all 3 CBA Funds, the preparation of this CBA Final Report, and a suite of compliance strategies intended to support industry partners in achieving CBA goals and support greater diversity and equality across the construction industry. The compliance strategies include: early development of a bystander intervention model to reduce harassment in the construction industry (Green Dot); tools to connect contractors with a diverse workforce (Dispatch Guides and Report); and an engagement strategy with target trades around a diverse workforce. The CBA Oversight Committee approved the Green Dot strategy in late 2014. For the other compliance strategies, CAWS / Worksystems led a procurement process October 2014 through January 2015, developed a CBA Compliance Strategies RFP, spearheaded a CBA RFP review committee of disinterested members that scored submissions, and approved contractors and scopes. While the Compliance Committee initially prioritized a “boots on the ground” compliance strategy to include interviews with workers about their experience on the CBA pilot projects, there were no bids on this scope of work. This strategy could be prioritized on future CBA projects. As of December 2015, the CBA Compliance Funds had been allocated as follows:

| CBA Compliance Fund Approximate Allocations | | |
|--|--------------|--------------|
| | Allocation | Actual Spent |
| Green Dot (via Oregon Tradeswomen, Inc.) | \$7,000 | \$7,000 |
| Tools to Connect Contractors with Diverse Workforce (Emerald Cities Portland, Laura Jacobson) | \$21,000 | \$19,408 |
| Engagement Strategy with Targeted Trades (Oregon Tradeswomen, Inc.) | \$15,000 | \$15,000 |
| CBA Oversight Committee CBA Pilot Projects Report (CAWS / Worksystems, Carlyn Hood, Lara Media Services) | \$14,000 | \$14,000 |
| Community Based Org Partner Meeting Payments | \$5,000 | \$4,800 |
| Fund Administration by CAWS / Worksystems (14% fund administration & program coordination) | \$111,210 | \$111,210 |
| Compliance Resources (CBA project collateral) | \$25,378.25 | \$2,087.00 |
| Total | \$198,588.25 | \$173,505.00 |
| Estimated Remaining Funds | | \$25,083.25 |

* Unspent CBA Funds to be returned to the City via Hoffman Construction by May 15, 2016.

CBA partners engaged in compliance activities agreed that CBA compliance funds and tools have increased partners' ability to access talent and retain diverse workers on CBA projects and in the industry as a whole. Compliance resources provide critical support to sub-contractors as they work towards project goals and fund innovations to reduce barriers in the construction industry.

Green Dot Project

In late 2014, the CBA Compliance Committee dedicated funds to support an initiative spearheaded by CBA partner Oregon Tradeswomen, Inc. and Green Dot, a national nonprofit organization.^{xvi} The committee allocated \$7,000, matched with \$6,000 in Oregon Bureau of Labor and Industries (BOLI) funds, to begin the process of adapting Green Dot's Violence Prevention Strategy to the construction industry in the Portland metro area.

Green Dot aims to address bullying, harassment, hazing and aggression through bystander intervention, and the model has been successful in a variety of contexts from military bases to college campuses. In February 2015, Green Dot began local focus groups with industry stakeholders such as apprentices, trades workers, foremen, general contractors, pre-apprenticeship training providers (PATPs), business owners, union officers and labor advocates to determine how best to apply the Green Dot vision to the trades. Based on the information gathered in focus groups, Green Dot submitted the "Preventing Hazing, Bullying and Harassment in Oregon's Trades: Findings and Recommendations" report in spring 2015. Industry partners are pursuing next steps in Green Dot implementation, including seeking funds to develop the Green Dot construction program and piloting it on construction sites. The Green Dot pilot has already revealed important implications for creating safe work spaces for all trades workers, improving job satisfaction, retaining good employees, and increasing productivity.^{xvii}

Tools to Connect Contractors with a Diverse Workforce

In 2015, the CBA Oversight Committee allocated \$21,000 and selected Emerald Cities Portland to develop compliance tools to connect contractors with a diverse workforce. Between June and October 2015, Emerald Cities Portland and an independent researcher, Laura Jacobson, conducted interviews with business agents and apprenticeship coordinators from 14 trade unions and open shop apprenticeship programs. The goal of the CBA Compliance Strategies project was to develop reports and guides to clarify construction dispatch systems and strengthen communications between contractors, union and open shop trades, project owners, pre-apprenticeship training providers (PATPs) and workers. The Compliance Strategies to Connect Contractors with a Diverse Workforce – Report on Interviews identifies challenges faced by union and open shop programs, ideas to increase the recruitment and retention of diverse apprentices and journey workers, and methods to strengthen communication and collaboration between project partners.^{xviii} The CBA Quick Guide to Apprenticeship and Dispatch Procedures^{xix} serves as a resource for owners, contractors and workers, and summarizes the following information across union and open shop construction trades in the region:

- Can workers shop / hunt their own work?
- Can employers request workers by name?
- Can employers request workers by gender, ethnicity or zip code if the request is tied to a project requirement?
- Are there consequences if an apprentice refuses a dispatch?
- Can an apprentice miss class or take a leave of absence?
- How should apprentices handle jobsite problems?
- What things are most important to apprentice success?

Engagement Strategy with Targeted Trades Project

In 2015, the CBA Oversight Committee selected Oregon Tradeswomen, Inc. to work with two local trades and support their efforts to refine and expand strategies to more consistently connect with a diverse pool of qualified applicants. In support of CBA goals, Oregon Tradeswomen, Inc. worked closely with the Ironworkers Local 29 and the Operating Engineers Local 701 to interview trades representatives and workers, and develop trade-specific strategies, practices and procedures.

The Report on Engagement Strategy with Targeted Trades includes background information, trades worker demographics, research on barriers to diverse workers, and recommendations by trade. Oregon Tradeswomen, Inc. also prepared a tailored CBA Compliance Strategies Guide for each trade that provides recommendations regarding

recruitment, application and acceptance into the apprenticeship program, as well as retention. The strategies include ways to effectively use data collected by the Oregon Bureau of Labor and Industries (BOLI) to direct trades' efforts. The project was completed in February 2016.^{xx}

IV.C. OUTREACH AND TRAINING ACTIVITIES AND FUNDS

The CBA Oversight Committee oversaw all outreach and training activities, and developed specific strategies to ensure new workers were recruited and connected to pre-apprenticeship training providers (PATPs) for training to enter apprenticeship. The CBA Oversight Committee developed strategies to promote the recruitment and retention of diverse workers, including mentoring minority and female apprentices, removing barriers to entry into the apprenticeship programs where such barriers are not a bona fide occupational requirement, and providing financial assistance in purchasing the tools and supplies necessary for apprenticeship in the trades. The CBA Oversight Committee was responsible for setting strategic direction for the CBA Community Construction Training, Outreach & Recruitment Fund to support the recruitment, training and employment of historically underrepresented people, including racial and ethnic minorities, women, and low-income people, in the construction industry. This pool of pre-qualified apprentices entered the construction workforce training pipeline, many available for immediate employment on projects as allowable under a crafts apprenticeship standards.

Contractors, pre-apprenticeship training providers (PATPs) and unions partnered with the CBA Oversight Committee to recruit and retain historically underrepresented people, including racial and ethnic minorities, women, and low-income people, including:

- Conduct community outreach and recruitment events (i.e. Wire a Light workshops).
- Identify minority and female champions who can assist with recruitment.
- Encourage fair opportunity for apprentices (i.e. Apprentice Retention Plan) and train them in all work processes described in the apprenticeship standards.
- Participate in job fairs, school-to-work and community recruitment events.
- Host scheduled job site visits by participants in community programs, as safety allows, to increase awareness of job and training opportunities in construction.
- Maintain a harassment-free work place and provide regular training to employees on anti-harassment, cultural competency and EEO policies.
- Maintain applications from qualified women and minorities for the duration of the project, and contact them when an opening occurs.
- Employ several racial and ethnic minorities and women at the job site, maintain adequate toilet facilities for women, and informing workers about support systems.
- Match apprentices who may need support with a late-term or journey-level mentor.

Contractors, unions and PATPs were expected to maintain documentation of their good-faith compliance with CBA recruitment and retention strategies. The CBA Oversight Committee did not track this documentation and does not have comprehensive records of monthly good faith efforts. Ideally, this data would be collected and used for project planning. The CBA recognized PATPs and Community-Based Organizations with a proven track record of serving women and people of color as a “first source” for entry into apprenticeship.

IV.C.1. Training Funds

The CBA Oversight Committee leveraged the 0.50% CBA Community Construction Training, Outreach & Recruitment Fund (approximately \$399,193.00) to provide construction training opportunities for community residents by awarding grants to qualified Oregon Bureau of Labor and Industry (BOLI) registered pre-apprenticeship training providers (PATPs) with a strong record of serving historically underrepresented people, including people of color, women, and low-income people. All funded PATPs provided outreach, recruitment and training services. Outreach to diverse workers occurred at community partner locations, PATP sites and across the region's public workforce system, WorkSource Portland Metro.

With the CBA Oversight Committee, CAWS/Worksystems administered the fund, provided program coordination, developed targeted enrollment groups and services,^{xxi} and delivered procurement framework and implementation.^{xxii} The Community Construction Training Program RFP was issued on April 23, 2013. CAWS led a CBA RFP review committee of disinterested members to score submissions and approve contractors and scopes. Constructing Hope, Oregon Tradeswomen, Inc. and Portland Youth Builders submitted successful proposals and were awarded the following amounts:

| CBA Outreach and Training Fund Approximate Allocations | | |
|---|-------------------|---------------------|
| | Allocation | Actual Spent |
| Constructing Hope (CH) | \$157,000 | \$157,000 |
| Oregon Tradeswomen, Inc. (OTI) | \$130,000 | \$130,000 |
| Portland Youth Builders (PYB) | \$95,000 | \$95,000 |
| Outreach Activities (OTI and CH, TriMet bus, newspaper ads, outreach events) | \$15,176.50 | \$17,193 |
| Total | \$397,176.50 | \$399,193 |
| Estimated Remaining Funds | | - \$2,016.50 |

* Unspent CBA Funds to be returned to the City via Hoffman Construction by May 15, 2016.

“The CBA provided leverage funds to host our pre-apprenticeship trainings, so more than just CBA graduates benefited. 60% of our graduates are coming from incarceration, these funds allowed us to focus on getting everyone licenses and set up for employment.” - Pat Daniels, Constructing Hope

With CBA Outreach and Training funds, participating PATPs were able to recruit and train 104 people. CBA-funded trainees were added to a pre-qualified pool of pre-apprentices and apprentices who are available for employment in the construction industry.^{xxiii} Application into apprenticeship programs is competitive and rigorous. Many candidates are not necessarily accepted on the first try or they wash out in the first few months. PATPs help to train candidates in construction culture, jobsite expectations, math, fitness, construction tool use, career pathway exposure, hands-on construction skills, mentoring and application into apprenticeship or job opportunities.

The demographic breakdown for the individuals who received CBA-funded pre-apprenticeship training follows.

| CBA-Funded Pre-Apprenticeship Trainees | | | | | | | | | |
|--|--------------------------------|--------|---------------------------|--------|--------------------------|--------|-----------------------|--------|------------|
| Demographics | Portland Youth Builders | | Oregon Tradeswomen | | Constructing Hope | | Program Totals | | |
| | Male | Female | Male | Female | Male | Female | Male | Female | |
| African American | 5 | 4 | 0 | 13 | 18 | 3 | 23 | 20 | 43 |
| Asian or Pacific Islanders | 0 | 0 | 0 | 3 | 1 | 0 | 1 | 3 | 4 |
| Hispanic | 8 | 2 | 0 | 4 | 5 | 1 | 13 | 7 | 20 |
| American Indian or Alaska Native | 1 | 0 | 0 | 3 | 1 | 0 | 2 | 3 | 5 |
| Disadvantaged /low income non race specific | 11 | 2 | 0 | 4 | 11 | 4 | 22 | 10 | 32 |
| | 25 | 8 | 0 | 27 | 36 | 8 | 61 | 43 | 104 |

“One big difference between the CBA and other projects is having the unions at the table, with the PATPs and the contractors. We discussed workforce needs and I was able to share when my program had fresh graduates ready for apprenticeship.” - PATP Partner

Approximately 53 PATP trainees entered apprenticeship programs^{xxiv} with the following organizations during the CBA pilot projects: Electricians Local 48, Laborers Local 296, Carpenters Local 247, IBEW Local 280, Carpenters Local 1503, Carpenters Local 156, Laborers Local 322, Laborers Local 290, Pile Drivers Local 2520, Cement Masons Local 555, Laborers Local 320, Vigor Marine Union, Volta, and Open Shop Carpenters, Material Handlers and Roofers. Six of these apprentices worked on at least one CBA project. Due to timing, the vast majority of participants were trained after the CBA pilot projects had already started and it takes time for those trainees to move into apprenticeship. While difficult to measure, it is safe to presume that the largest benefactor of the CBA funded training is the construction industry as a whole, future projects and contractors. xiv Final PATP reports indicate where the trainees ended up as of October 2015.xxiii

The following PATPs provided training and outreach services on the CBA pilot projects:

Constructing Hope (PATP)

Constructing Hope is a nonprofit organization that educates community members about construction apprenticeship opportunities and provides opportunities for self-sufficiency through a pre-apprenticeship, skills, and educational training for low income individuals, people of color and people with a legal history.^{xxv} Constructing Hope trains candidates in construction culture, jobsite expectations, math, fitness, construction tools, career pathway exposure, hands-on construction skills, mentoring and application into apprenticeship or job opportunities. Constructing Hope employs the following recruitment strategies:

- People of color and people with personal experiences in the criminal justice system placed in outreach roles;
- Strong focus on person-to-person recruitment that is vital for reaching our populations;
- Monthly presentations to communities of color organizations, job fairs, employment centers and community events;
- Outreach materials that portray people of color and are sent to communities of color organizations and churches; and
- Outreach to key service provider personnel including parole officers, prison officials, unemployment office staff and community based organizations.

Oregon Tradeswomen, Inc. (PATP)

Oregon Tradeswomen, Inc., (OTI) is dedicated to promoting success for women in the trades through education, leadership and mentorship, specifically women who have been traditionally underrepresented in the construction industry. OTI was founded on the principles that women deserve and can attain economic self-sufficiency through pursuing careers in the building, mechanical, electrical, and utility trades.^{xxvi} With CBA funds, OTI served 100% women, the majority of which were women of color, including African-American, Asian or Pacific Islander, American Indian or Native Alaskan, Hispanic, and low-income and disadvantaged women. OTI has had a major impact on women in the construction industry. For example, 27 of the 63 women who worked on the Interstate project are OTI graduates.

OTI implemented a minority community outreach plan, including: presentations to communities of color organizations; outreach collateral for targeted minority communities and ads in community newsletters, churches and TriMet; formed an outreach team with OTI graduates who are women of color; community presentations; job fairs and community events; outreach mailings; hands-on workshops (including a “Wire a Light” electrical workshop in partnership with Constructing Hope and the Electrical Workers Minority Caucus); and the annual Women in Trades Career Fair, reaching over 1500 women and girls through hands-on trades workshops, exhibits, and connections with industry employers and apprenticeship training centers.

Portland Youth Builders (PATP)

Portland Youth Builders (PYB) is a non-profit organization supporting young people who are committed to changing their lives to become self-sufficient, contributing members of the workforce and their community.^{xxvii} PYB students

are barriered youth, whose crisis-oriented lives lack the foundational stability and structure to support success. All students have dropped out of high school; most have dropped out or been expelled multiple times. All students come from low income households. Over 80% have histories of substance abuse; over 50% have had contact with the criminal justice system; 25% are custodial parents. The student body enrolled over the last year was 39% Caucasian, 25% Latino/a, 23% African American, 6% Asian, 6% Native American, and 1% Pacific Islander.

By providing low income youth with opportunities to develop career options, including pre-apprenticeship construction training, PYB offers a pathway out of poverty for these community members.^{xiv} PYB outreach efforts throughout the CBA included: providing a referral network of over 200 youth-serving organizations; having weekly information meetings; providing targeting mailings; coordination with faith-based and community organizations, school districts, and the local youth workforce system, including Worksystems and WorkSource; and partnerships with organizations referring underserved populations. PYB’s Referral Sources (Public & Private Community Organizations):

| | |
|---|--|
| CBO Partners | Oregon Tradeswomen, Constructing Hope, Portland Community College |
| Native American Youth | Low income housing for Native Americans, Native American Youth Association, Native American Rehabilitation Assc |
| Foster Care Youth | Oregon Youth Authority, Oregon Department of Human Services, Boys and Girls Aid Society |
| Young Women & Women with Children | Insights Teen Parent Program, Steps to Success, YWCA, Boys and Girls Aid Society, Albina Ministerial Alliance, Morrison Center, Oregon Tradeswomen, Inc., school districts |
| Youth w/ Public Assistance | Neighborhood offices of Oregon Dept. of Human Services (DHS) |
| Public Agencies | Home Forward, Multnomah Co. Health Clinics, Portland Parks & Rec |
| Courts of Jurisdiction | Oregon Youth Authority, Community Court, Juvenile Rights Project, Catholic Charities, DCJ Juvenile Services |
| Homeless Youth | Outside In, New Avenues for Youth, Janus Youth Programs |
| Public School Districts | PPS, Centennial, Gresham-Barlow, David Douglas |
| WIB, Workforce Development System One-Stop Centers | WorkSource Career Centers including SE Works, WorkSource Portland Central, and WIA funded programs |
| Community & Faith-Based Organizations | PYB receives referrals from over 200 community & faith-based organizations |
| Youth with Disabilities | Public school districts, Vocational Rehabilitation Services |

Through the CBA Community Construction Training, Outreach & Recruitment Fund and impressive work by PATP partners, over 100 scholarships were leveraged for diverse community members. This investment had an immediate impact on local workforce diversity, and future projects will leverage CBA outreach strategies and innovate to provide greater access to training and career pathways for historically underrepresented people.

IV.C.2. Outreach Funds

The CBA Community Construction Training, Outreach & Recruitment Fund includes funds for outreach and training activities. While the training procurement was successful, there was a failed outreach procurement (no proposals), and CBA partners recognize a need to modify the approach on future projects to incentivize participation by a wide variety of community based organizations (CBOs). With no bids from additional CBOs, the CBA Oversight Committee decided to leverage pre-apprenticeship training provider (PATP) partners who had successfully bid on the training RFP to expand their diverse worker outreach activities on behalf of the CBA pilot projects. These efforts included advertising and outreach events, resulting in approximately 3,300 new individuals who participated in outreach related to pursuing training and employment opportunities through the CBA.^{xiv}

Each funded PATP developed and provided dozens of outreach opportunities engaging hundreds of targeted individuals and partners over the course of the project. Formal Partnering agencies included: Native American Youth

and Family Agency (NAYA), Immigrant and Refugee Community Organization (IRCO), Human Solutions, Hacienda CDC, Verde, Metropolitan Alliance for Common Good (MACG), Urban League of Portland, WorkSource Oregon, The Oregon Employment Department, CAUSA, Oregon Action, Better People, PCUN, Rose Community Development, Home Forward, and TriMet.. The outreach funding targeted the neighborhoods of Cully, King, Lents, Rockwood, New Columbia, St. Johns, Concordia, Powell, MT Scott, Gresham, Park Rose, Rose City and Portsmouth.^{xlv}

IV.D. CONTRACTOR TECHNICAL ASSISTANCE ACTIVITIES AND FUNDS

The Modified CBA set a Disadvantaged / Minority / Women / Emerging Small Business (D/M/W/ESB) utilization goal of 22% with 12% of total project contract opportunities being focused on D/M/WBE's. The CBA also included mentoring and technical assistance resources for disadvantaged contractors. Due to historic discrimination in the construction industry and the community, there has not been great opportunity for these businesses. The City of Portland's Disparity Study (2009) showed that there was in fact underutilization of M/WBEs at the prime contracting level on City-owned construction projects.^{xxviii} CBA Technical Assistance Funds are intended to help build the capacity of D/M/WBE contractors to bid on projects as prime contractors and sub-contractors.

D/M/WBE contractors are certified by the state (Minority, Women and Emerging Small Businesses) and the federal government (Disadvantaged Business Enterprises). Abuse of the Disadvantaged Business Enterprise status comes with strict penalties, such as felony conviction, so utilization of DBEs comes with a built in compliance system. This is important – although most D/M/W/ESB contractors are legitimate businesses that are working to build capacity and hire workers - there may need to be greater oversight in general to guard against abuse of the M/W/ESB system, where fraudulent disadvantaged contractors secure bids, charge fees, and then pass the work to a majority firm. The CBA Oversight Committee can be an effective tool to prevent pass through abuses that have occurred on other projects, and tools like on-the-ground monitoring of the jobsite can enhance compliance activities.

On the CBA pilot projects, Hoffman Construction (prime contractor), played a major role in the mentoring of D/M/WBE sub-contractors. Hoffman identified contractors who are poised to grow, identified scopes of work, and paired them with other firms for onsite collaboration and training. For example, Northwest Infrastructure (DBE / MBE) was ineligible for hazardous waste hauling because the firm lacked the minimum of 5 years of specialized experience. These types of special project requirements or pre-qualifications often limit a contractor's ability to get the experience needed to qualify to bid on the work. Hoffman was able to pair NW Infrastructure with another contractor who led the project while training NW Infrastructure on hazardous waste protocols. Hoffman also worked extensively with sub-contractors on reporting, financial and project management. Hoffman also advised sub-contractors on workforce development and resources to meet CBA workforce diversity goals. Faison Construction (MBE) built a strong relationship with Hoffman Construction on the Interstate project, and expand its business capacity.

Hoffman's mentoring role and its positive impact on CBA project outcomes cannot be overstated. In addition to supporting recipients of CBA Contractor TA Funds (see page 20), Hoffman worked with many D/M/WBE sub-contractors who participated on the CBA pilot projects: Affordable Electric (Kelly Butte); All Source (supplier – Kelly Butte and Interstate); F M Burch and Associates (Kelly Butte and Interstate); Interlaken (Interstate); O'Neill Electric (Interstate); PMG (Interstate); Raimore (Interstate); Sign Wizards (Interstate); Star Conserv (Kelly Butte); Vancouver Roofing (Interstate); and Western Rebar (Kelly Butte).

IV.D.1. Contractor Technical Assistance Funds

Funded with 0.25% of CBA project hard construction costs (approximately \$198,588.25), the CBA Contractor Technical Assistance (TA) Program deployed an innovative approach to build the capacity of certified D/M/WBE businesses to be successful in the construction industry. TA services were designed to be responsive to client needs, and provided wrap-around TA services to meet D/M/WBE clients where they were, while helping to build a long-term foundation for business. TA services ranged from understanding basic costs and accounting processes, to hands on assistance with complex bidding and estimating systems. Clients received pre and post service assessments, individual development plans and access to A La Carte resources to help expand their capacity.

CAWS / Worksystems served as fund administrator for the Contractor TA Fund and subcontracted program management to Emerald Cities Portland. These partners worked with the Oversight Committee to design the TA Program, issue RFQs, select program advisor to manage TA services and provide advising in a wide variety of business and construction competencies. Between September 2014 and (anticipated) March 2016, the TA program supported client-adviser matches, connected clients to a la carte services, leveraged resources, and served as a resource for contractors. A La Carte purchases included technology trainings, software and computers.

| CBA Technical Assistance Fund Approximate Allocations | | |
|--|-------------------|---------------------|
| | Allocation | Actual Spent |
| A La Carte Costs (technology, trainings, software, TA) | \$38,588.25 | \$41,059.50 |
| Emerald Cities Portland (lead program and strategy development contractor) | \$18,000.00 | \$17,902.50 |
| F.M. Burch & Associates (lead program coordination contractor, advising, oversee a la carte, technology & group training) | \$62,000.00 | \$61,742.82 |
| Grimes and Associates, LLC (adviser) | \$9,000.00 | \$8,460.00 |
| Metropolitan Contractors Improvement Partnership (MCIP) (adviser) | \$5,000.00 | \$4,626.25 |
| Micro Enterprise Services of Oregon (MESO) (adviser) | \$12,000.00 | \$11,500.00 |
| Mitali & Associates, Inc. (significant advising services, including software) | \$46,000.00 | \$45,474.23 |
| Spellman Consulting, Inc. (adviser) | \$8,000.00 | \$7,687.50 |
| Total | \$198,588.25 | \$198,452.80 |
| Estimated Remaining Funds | | \$135.45 |

** Unspent CBA Funds to be returned to the City via Hoffman Construction by May 15, 2016.*

The program conducted evaluation assessments with clients and advisors to determine the efficacy of services, best practices and lessons learned. The majority of TA clients embraced the program’s individualized consulting and business coaching approach, and actively engaged in improving business practices, group technology trainings, bidding and estimating techniques, and creative one-on-one problem solving with advisors. Clients made the most progress when they actively participated in advising activities and put in extra time to reinforce trainings.

26 M/W/DBE clients began the TA Program and participated in initial needs assessments. 22 of these clients actively engaged in TA services. As of November 2015, 16 clients had provided Client Experience Ratings on a scale of 1 – 10 (1 = poor, 10 = excellent). Clients were very happy with the TA services they received, and the average rating for these clients was: 8.9375.^{xxix} The following D/M/W/DBE contractors participated in TA services:

Open Shop Contractors who participated in Technical Assistance

Ace Events (Kelly Butte) – advising: Organizational chart and staff responsibilities, office organization and filing system; software upgrade, technology training, and Quick Books.

A2 Fabrication - advising: estimating options, networking, PATP referrals, GC, Civil group trainings.

All About Flagging (Interstate) - advising: financial stabilization and growth, payroll, employee benefits, increased staff by (20-25) employees, bid projects, operational activities in-house, pay line of credit.

Arellanos Construction – advising: basic estimating techniques, building customer marketing strategies.

Azuri Construction (Kelly Butte) – assessment only

Bestrade Services (bid) – advising: portfolio of work; organize equipment, networking, cleaning checklist and bid template, become signatory, talent source.

Champion Sweeping (Interstate) – advising: establish simple estimating template, verify quotes for accuracy, and improve project bidding.

Ha's Painting (bid) – assessment only

Kathy H Construction Cleanup (Interstate) – advising: office systems, laptop, QuickBooks Pro software and training, technology courses, and CCB testing.

Miller Factors Landscaping – assessment only

MSD Construction – advising: grew business, purchased vehicles, hired crew members, built network, Washington license, take offs and RFPs.

Pacificmark Construction – advising: estimating programs, business operations, process multiple jobs at the same time, and approved for SBA Program.

Plumbing Concepts – advising: estimating and ProContractor trainings.

Safeguard Security – advising: new clients, business presentation, and marketing materials.

SBG Excavation – advising: Heavy bid training, larger and new scopes of work, bidding and estimating projects, Project Schedule software.

Valley Growers Landscape (bid) – advising: ProEst, ProContractor, Blue Beam, GC, civil estimating, Heavy Bid, operations, financials, training, networking.

Wifi Now – advising: Quick Books training, software.

Signatory (Union) Contractors who participated in Technical Assistance

Alarm Tracks – advising: laptop, software for office and field, Quick Books and understanding balance statements trainings, support on line of credit and state DBE certification applications.

Art Cortez Construction – assessment only

AS Construction – advising: obtaining MBE certification.

Faison Construction (Interstate) – advising: Blue Beam software, more competitive bidding and pricing, great experience on CBA project, and technology training.

GeoGrade – advising: complete bid development and administrative assistance resulting in project awards, specialized Rebar Takeoff software, build network, and develop statement of qualifications.

McDonald Excavation (Interstate) - advising: Blue Beam group estimating training; and network building training.

PDX Glass (bid) - advising: budgets, costs and business ethics, referrals to PATPs / accountant, business growth.

Professional Lath and Plaster (Interstate) – advising: laptop, software, Excel, Word and Quick Books training, financial management, book keeper, project manager.

N W Infrastructure (Interstate & Kelly Butte) – advising: ProContractor & Viewpoint software, networking, Hazardous Mat, estimating, bonding, financials, plans.

* Unspent CBA Funds to be returned to the City via Hoffman Construction by May 15, 2016.

“Just one [estimating software review with my TA adviser] has me thinking about how I want to prepare my estimates and how the process can be streamlined. The software available today is astounding in how it integrates so many elements. What I have been using is in the dark ages by comparison. I want to say that having this opportunity is amazing. I am very grateful.”

– Participant in D/M/WBE Contractor TA Program

“We had so much to learn and the advisor took everything very slowly. The more we can learn about our business and personally perform, the less our overhead will be.”

– Participant in D/M/WBE Contractor TA Program

The following TA advisers, many of whom are D/M/WBEs themselves, were selected through a competitive RFQ process and paired with D/M/WBE clients:

- **F. M. Burch & Associates** is a minority- and woman-owned business specializing in public programs, outreach services, public relations, small business development, economic development, construction project management, training and personnel. F. M. Burch & Associates played a critical role as Program Adviser, implementing program design, adviser- client matches, evaluation and real-time adjustments. F. M. Burch & Associates helped to address a program deficiency around group technology and estimating trainings, and provided consulting services.
- **Grimes & Associates LLC** is a minority-owned business consulting firm that provides workshops and private consulting services re: business plans, financial systems, bank loans and reporting.
- **Metropolitan Contractor Improvement Partnership (MCIP)** is a business support and training organization for viable minority and disadvantaged businesses (MBE/DBE). MCIP coaches firms to increase their profitability and net worth by improving their business management systems, office management and basic business operations.
- **Mitali & Associates (Mitali)** is a full service M/W/DBE firm that provides consulting services to the design, construction and facility management industries. Mitali provided cost engineering, construction management, energy, business, software, reporting templates, accounting, prime contractor relationships, estimating and bidding, and business growth services. Mitali provided tailored technical assistance to a range of M/W/DBE clients, and key assistance around bidding, estimating and technology. Mitali served the most clients of any TA adviser, and is an adaptable advising firm.
- **Spellman Consulting** is a small business consulting firm run by a retired contractor that supports strengthening small business through GC mentorship. Spellman provided advising reconstruction project management and reporting; office management; recruiting, hiring, training and retaining employees; bonding and access to capital; and union and workforce requirements.

V. Lessons Learned and Recommendations

The CBA provides a refreshingly collaborative approach to conducting business as “better than usual.” On its inaugural large scale City-owned pilot projects, the CBA has thus far proven to be an effective tool to help Portland fulfill its long-term commitment to economic equity. The success of the CBA on the Kelly Butte and Interstate projects is laudable, and many Oversight Committee partners hope this is only the beginning. Developing the capacity of D/M/WBE firms is a long-term process that will require years. The same is true for developing journey-level tradespeople. Depending on the trade, it typically takes up to five years for an apprentice to develop the skills and experience necessary to earn journey certification. The continuing the recruitment of people of color and women into the construction industry through apprenticeship also takes time and commitment. This should be no surprise. Simply put, City efforts to achieve its economic and equity goals will require a long-term commitment, regardless of the particular policy tool.

The City’s CBA Resolution established the draft Model CBA as a template for negotiation on future projects, and directed City bureaus to consider the CBA on projects totaling \$15 million or more. There are a number of upcoming

projects that could be prime candidates for the CBA. Given its ability to advance the City’s economic and equity goals, while engaging community partners, it should be easy for the Portland City Council to reaffirm its commitment to the CBA as a tool to achieve equity in contracting and workforce diversity, and take the next step of applying the CBA to additional projects. Most CBA partners agree that the CBA should be implemented more broadly, and believe that the strategies and resources developed on the CBA pilot projects, and the lessons learned, will help future CBA projects to be more efficient and continue to innovate.

“I’d like to see more public owners adopt CBAs! This is truly a full community process. When there’s an issue, everyone’s at the table to resolve it. And we can train folks for long term employment.” - PATP Partner

*“It is my belief that the CBA is the most effective tool that the City has to correct longstanding historical disparity on its capital improvement projects. It is also my opinion that the CBA is an effective template for future efforts by the City in areas of purchasing and contracting.”
– Union Partner*

“Overall, the outcomes for the CBA were a slam dunk. Really exceeded everything that had been done by other organizations in the past.” - PATP Partner

Please see below for highlights of CBA Lessons Learned and Recommendations, which are grouped according to the following categories:

- Pre-Project Activities
- CBA Committees
- CBA Goals and Outcomes
- CBA Funds

V.A. Pre-Project Activities

Flexibility is key: The CBA template is intended to be a flexible document. A hallmark of the CBA’s success is the commitment and flexibility exhibited by the partners engaged in the CBA work – from tailoring compliance strategies to reducing the CBA Funds from 1.5% of total project value to 1% of hard construction costs. Most partners referenced an initial period of time where the committee was adjusting and learning, and there was some distrust and resistance between partners. To avoid this on future projects, partners propose having an initial planning meeting to explain CBA goals and clarify committee purpose, set direction and get early buy-in, and be transparent with all partners. A partner suggests this meeting (or several meetings) be run by an outside, independent facilitator.

Commitment to accountability and implementation of goals is critical: While firm goals are important and can be effective, equity advocates and public entities often spend time arguing over whether the goals are “aspirational” or “firm.” Community members hear the word “aspirational” or “advisory committee” and they have reason (based on history) to believe the commitment to equity might be watered down and stripped of accountability. Public entities are hesitant to set “firm” goals because they are walking a fine line between the need for equity and inclusion, and the legal uncertainties of setting hard goals, even with clear evidence of historic disparity. While firm goals would be ideal, it is often overlooked that shared accountability is far more effective than labels when it comes to meeting and exceeding equity goals. The Oversight and Compliance Committees and CBA Funds create the framework and resources for shared accountability, and greater opportunity for community members and businesses.

Leadership matters: Full project owner and prime contractor support is essential to CBA success. As project owner, Portland Water Bureau, and Procurement Services’ support has been critical to adopting the CBA and ensuring it was implemented effectively. As prime contractor, Hoffman Construction has proven to be an example of an ideal CBA prime contractor who supports equity and inclusion. As long as it does not compromise process or confidentiality, reasonable CBA Oversight Committee participation in pre-project planning, scope and mentoring planning, workforce forecasting, and workforce and contracting plan review, with consideration of potential conflicts of interest, would enhance a project.

The more hands-on the prime contractor, the better the project outcomes. As one partner from the Hoffman team said:

“It is uncommon for a prime contractor to check in routinely on projects regarding Sub tier apprentice utilization; apprentices are the subcontractors’ employees and prime contractors check in with subcontractors about worksites. Our adoption of an Apprentice Retention Plan and ongoing involvement in apprentice recruitment and retention was inspired by the CBA. This is not a level of involvement we’ve experienced before.”

CBA compliance strategies should be an additive approach: At the outset of new CBA projects, committees should assess existing owner compliance processes and ensure the modified CBA complements them. Most public owners have procurement staff and processes, and at first glance it may appear that the CBA compliance activities are redundant. At times on the CBA pilot projects, City partners indicated that CBA compliance activities duplicated existing procurement services. More effort needs to be devoted to alignment, as CBA compliance activities are intended to supplement existing procurement activities, and adapt to the particular needs of a project and its owner. On the CBA pilot projects, the City provided monthly reports that are typical for City compliance activities, and a customized CBA Compliance Summary. Hoffman Construction also provided specialized tracking and reporting. Future CBA committees should meet with procurement services at the outset of a CBA project – to set shared plans and expectations, avoid redundancy and make refinements as needed.

Communication is key: Efforts should be made to communicate consistently with all CBA stakeholders, including community based organizations, contractors and union partners. A key stakeholder should not have to be at the meeting to receive project updates or be engaged in strategies to connect more partners to the work. Over the course of the projects, partners struggled to consistently communicate project progress. The CBA has many stakeholders and ensuring open ongoing communication takes a lot of work. For example, union representatives were at the table, but it is difficult and ineffective to have 20 plus trades present. Future CBA Oversight Committees should establish consistent electronic communication with all partners on the project, and share resources and reporting expectations. Future CBAs should also clarify this component of the project, and establish project goals and methods for achieving those goals.

CBA modification negotiations should be accelerated to the extent possible: Some CBA partners commented on how long it took to modify the CBA for the two pilot projects and gather partner signatures. Early and open communication about priorities, and a small and nimble negotiation group might help to accelerate this process.

V.B. CBA Committees

A balanced approach to oversight is key: It is important to have equal membership on the CBA Oversight Committee, according to the following groups: Owner, Prime Contractor, Trades Representatives, M/W/DBE Contractors, Community Based Organizations and Pre-Apprenticeship Training Programs. One partner suggested diversifying the representation on the committee to include more D/M/WBE subcontractors. This would be particularly helpful to the design of Contractor TA strategies, and assistance to D/M/WBE subcontractors who aren’t meeting diversity requirements.

Real-time problem solving is important: Though it took time to establish the appropriate frequency of meetings so as not to overburden participating partners, having two committees (Oversight and Compliance Committees) and monthly back-to-back meetings was effective for most partners. The Compliance Subcommittee focused on more granular project details, while the larger Oversight Committee focused on refining the strategy, processes, procedures and resources to help meet CBA goals. The committees provided a platform for sharing information about workforce forecasting, project progress and scopes of work. As one training partner put it: “We could see what was coming up, so we could outreach to get people trained and into the apprenticeship pipeline. If you know in advance what work was going to be coming, you can train to those needs. As a PATP, my organization could adapt my training plans to make sure people were ready.” Depending on scope and industry demand graduates of Pre-Apprenticeship Training Programs would be more competitive or more targeted in their Trade if there was a better sense of project employment opportunities and the need for apprentices.

Real-time problem solving helps partners to create detailed implementation plans for CBA goals and strategies. The

CBA included recruitment and retention strategies, many of which were employed. However, despite closely tracking other goals, and developing an Apprentice Retention and Debrief Plan, partners did not formally track many of the recruitment and retention strategies employed by contractors and the Oversight Committee. Future CBA Oversight Committees are encouraged to review the CBA recruitment and retention strategies and create measurable goals and accountability.

Timely data is important in meeting CBA project outcomes: CBA partners believe in the importance of tracking data, and appreciated that the City sent out electronic reports one week before committee meetings. Upon request to project owners and prime contractors, the Oversight and Compliance Committees must have full access to all related data and records in order to be effective. Hoffman staff indicated a best practice for future CBAs is to make sure subcontractors are on the right track from the beginning, as it is a lot easier to follow up on goals when contractors know what is expected of them from the beginning.

Better outcomes take work and staff time: The most common resource used to fulfill CBA responsibilities was staff time, and many partners suggest that the time spent developing strategies and resources was as important as the CBA goals themselves. Oversight Committee partners stated they spent anywhere from 150 – 360 hours in CBA meetings over three years. Staff who worked on CBA projects between meetings spend additional hours. Without a more detailed study of hours and corresponding wages, it is difficult to quantify this administrative cost. Most Oversight Committee members recognized that, given the importance of the task and the effectiveness of the work, this staff time was a minimal investment with enormous returns. Community Based Organization partners also commend the CBA for including stipends for community involvement in committee meetings. On the CBA pilot projects, these funds (totaling \$4,800) allowed community organizations to support staff efforts and participate in project oversight and compliance, without being stretched too thin. Community partners recommend using CBA compliance funds to staff committees to increase effectiveness and organization.

V.C. CBA Goals and Outcomes

Large inequities still exist across the construction industry, and it will take time to shift demographics in the trades: For example, the relatively low level of female journey level hours is an unfortunate reflection of the modest number of journey level tradeswomen in the construction trades, and continued challenges to the acceptance and corresponding utilization of women on the job-site. If anything, these numbers demonstrate the continued need for CBA-type projects. As shown by the high levels of female apprenticeship hours, the CBA has the potential to significantly correct the historical disparity for women in the construction trades by developing a pool of skilled female journey level workers and promoting the broader acceptance of women in the construction trades.

Discussion leads to innovation, and then to action: Regular CBA committee meetings created a forum for partners to engage in deep discussions about barriers to diversifying the workforce pipeline and possible solutions. One solution the stakeholders created was the Apprentice Retention and Debrief Plan, which encourages the retention of apprentices and proactive interventions to address concerns regarding performance or attitude. One solution to address the retention of diverse workers could be to create intergenerational mentoring opportunities for women and minority men.

Better outreach is needed to diversify the region's construction industry: Several partners referred to the importance of reaching younger audiences. Many apprenticeship programs work with local high schools, and this could be a great avenue for recruiting for pre-apprenticeship training. The effort requires additional workforce outreach in the African-American, Native American, and Asian-American communities, and more resources directed towards recruiting women, particularly at the journey level. These communities are represented on the CBA pilot projects. One partner indicated it would be helpful if the workforce providers on the committee were notified any time one of the subcontractors was looking for a diverse worker, rather than just discussing once per month at the meetings. Partners from the entire workforce pipeline are at the same table, the Community Construction Training, Outreach & Recruitment Fund resulted in a pool of over 100 qualified pre-apprenticeship trainees, and a positive next step could be to develop a system to identify and support underserved workers on an "as-needed basis," rather than just during committee meetings.

“One of the most valuable assets provided by the CBA was the role Hoffman Construction played in hosting our students at both CBA project sites. We made very frequent visits which were enhanced as Hoffman staff became more familiar with our program and staff. Hoffman staff were enthusiastic in their efforts to arrange visits in spite of the demanding production schedule.” - PATP Partner

V.D. CBA Funds

CBA funds are critical to the success of Portland’s long-term equity and diversity goals: Much like “Safety” costs, diversity and inclusion should be considered part of the cost of doing business on publicly funded construction projects, and included during the planning and bidding stage. As vocational training opportunities have disappeared from the region’s public school systems, the need to provide vocational training and pre-apprenticeship skill building opportunities have grown, especially for historically underrepresented community members. Publicly-funded construction projects and targeted resources can begin to increase the skilled diverse workforce in the region.

CBA funds should be as flexible as possible: One CBA partner suggested that CBA Funds be allocated in accordance with planned CBA activities (e.g. outreach and training, contractor technical assistance, etc.). This could be achieved by creating a formula for funding, based on workforce and subcontracting forecasting projections, and the number of apprentices, diverse workers and D/M/WBEs that may be served by the funds. Instead of a flat 1%, CBA Funds would be prorated according to project size and needs, and capped so the fund does not become excessive.

It is important to expand access and communication to D/M/WBE contractors that could benefit from CBA Technical Assistance (TA): CBA partners recommend increased communication with D/M/WBE contractors about TA funds and services, education about the CBA itself, and possibly technical assistance services to D/M/WBEs who are considering bidding on CBA Projects. Multiple partners indicated that some potential subcontracting participants were suspicious of the CBA requirements, and opted not to bid on the projects. Despite that, the CBA pilot projects achieved high D/M/WBE utilization. Future CBAs projects should invest resources to provide pre-project advising, technical assistance, and organized outreach to D/M/WBE contractors.

Tracking pre-apprenticeship trainees and where they are employed is important: While over 100 historically underserved community members received CBA-funded pre-apprenticeship training and applied to registered apprenticeship, some did not go to work on the CBA projects due to the mid-project implementation timeline and how much time it takes to enter apprenticeship. While these trainees benefit the construction workforce pipeline as a whole, more pre-project planning and workforce forecasting on future projects would ensure all trainees work on the CBA projects.

VI. Conclusion

The CBA pilot projects have successfully met all but one CBA goal, and the project outcomes stand on their own merits. With that said, CBA Oversight Committee partners would like to compare CBA pilot project outcomes with a number of construction projects that are similar in size and scope. City staff plan to complete a detailed analysis of comparison projects and outcomes, and CBA Oversight Committee members have requested that the comparison projects reference detailed back-up data and costs, comparable to that available for the CBA pilot projects.

The CBA is an effective tool to aid Portland in realizing its ongoing commitment to diversity, equity and inclusion. Not only has the CBA been effective in creating economic opportunity for underserved community members and businesses on City-owned construction projects, it has established a long term strategy for building equity. The success of the CBA pilot projects outlined in this report provides a strong case for continued adoption of the CBA across other large scale public works construction projects.

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