

BUILDING CAREER OPPORTUNITIES FOR WOMEN AND PEOPLE OF COLOR: Breakthroughs in Construction



Jobs With Justice Education Fund and North America's Building Trades Unions Tradeswomen Committee

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This report is a joint project of Jobs With Justice Education Fund and North America's Building Trades Unions (NABTU) Tradeswomen Committee

About Jobs With Justice Education Fund

Jobs With Justice Education Fund is a national network expanding people's ability to come together to improve their workplaces, their communities, and their lives. We create solutions to the problems working people face by leading campaigns, changing the conversation and moving labor, community, student and faith voices to action. We win real change at the national and local levels by challenging corporate greed and demanding an economy that works for all.

About the NABTU Tradeswomen Committee

The NABTU Tradeswomen Committee is committed to increasing the number of women in skilled-trades careers by promoting strategies for recruitment, retention and leadership advancement. The committee will give voice and visibility to these issues within NABTU, its affiliates and industry partners.



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EXECUTIVE SUMMARY

Joint labor-management apprenticeship programs offer the opportunity for working people to "earn while they learn" as they advance into a lifelong opportunity working in the trades, with access to a family-sustaining career. Despite greater efforts to attach workforce goals to construction projects in order to increase the number of women and people of color entering careers in the trades, realizing those goals has been an uphill battle. Thus this report examines two major construction projects with targeted workforce goals, the University of Massachusetts Boston and Vikings stadium projects, to better understand *how* in these cases the goals were met (and exceeded), and to offer a road map for others to follow. The tradespeople, community activists, government staff, union leaders, and contractors we interviewed are all dedicated to a future where construction jobs are good jobs held by people who reflect the community they work in. Our findings underscore the importance of having these varied groups come together around a table and unified around that future vision. Having the goals on paper is clearly just the first step of a multi-stage process focused on compliance, the pipeline of diverse tradespeople, and creating a welcoming work environment to retain this diverse workforce.

Elements of effective compliance with workforce goals

Below are strategies employed by stakeholders on both projects to ensure that goals for minority and female participation were met and in some cases, exceeded.

- Get key actors committed to the goals in writing. Both projects developed pre-construction written agreements with explicit language on the workforce goals, with signatories committed to meeting those goals. For UMass Boston, that commitment came via a project labor agreement or PLA, a type of pre-hire collective bargaining agreement that commits all the contractors and unions on a project to a set of work standards. The PLAs on all four projects explicitly committed signatories to the workforce goals established by a City of Boston ordinance. The Viking stadium projects had a separate equity plan, developed over the course of a year by a range of stakeholders, which referenced the workforce goals established by the State of Minnesota along with the plan to enforce it.
- Hire watchdogs who are granted authority. Multiple interviews recounted the important contributions of two individuals, Mukiya Baker-Gomez and Alex Tittle, to success in compliance. Baker-Gomez was an agent of the State of Massachusetts who was granted strong authority and worked closely with the main actors on one building site, which ended up with the highest minority and women numbers of the four UMass Boston projects. Tittle served as equity director for the Vikings stadium project. He similarly immersed himself in the detailed hiring and operations of the stadium. Additionally, the State of Minnesota's Department of Human Rights maintained an active group of compliance officers, led by Michael Johnson, which complemented Tittle's work on the stadium.
- General contractors enforce compliance of their subcontractors. The general contractors for the UMass Boston and Vikings stadium projects often had compliance staff focused on meeting workforce goals. The most effective contractors integrated these compliance staff into the management structure of the companies, giving them more authority and resources to advance their goals. Other successful practices general contractors used include planning for compliance during the bidding process, tracking workforce numbers of their subcontractors on a weekly or even daily basis, and bringing subcontractors into meetings with unions when they were not meeting goals, to avoid one party blaming the other.
- Regular meetings of all stakeholders to maintain accountability. Both projects maintained committees that held contractors and
 unions accountable to meeting the workforce goals. Unions, contractors, government officials, and community members took part
 in equity committees developed out of the PLAs on the Boston projects. In Minneapolis, the equity plan established a committee
 composed of a range of stakeholders. Committees on both projects met regularly, reviewed workforce data to track progress, and
 engaged in honest conversations that allowed for productive troubleshooting work when progress slipped.

• **Ongoing and public pressure by community groups.** The Frederick Douglass quote "Power concedes nothing without a demand" rings true. Community activists in both cities took part in open-door meetings, engaged in public protests, and worked behind the scenes with contractors and unions to press for more diversity in the trades. Many interviewees attributed the effectiveness of compliance efforts in part to the role community groups played.

Creating a pipeline to meet increased demand

In the two projects we studied, unions, contractors, municipal authorities and nonprofit stakeholders deployed a range of approaches to expand recruiting mechanisms and pathways for women and people of color to enter the trades. These strategies were in response to an increase in demand driven not only by the UMass Boston and Vikings stadium projects, but by other area projects with workforce goals.

- Apprenticeship readiness programs expand entry points into the trades. Both Boston and Minneapolis building trades councils have such programs in place. They teach math and other skills that can pose a barrier to entering an apprenticeship program for many prospective tradespeople. They also place women and people of color in apprenticeship programs upon completion.
- Adapting apprenticeship programs to increase diversity. Several unions have a practice of reserving slots in their entering classes for women and people of color, as well as for graduates of apprenticeship readiness programs. One union provided job placement assistance for female apprentices.
- **Targeted recruitment where low-income residents reside.** Tradespeople we interviewed heard about the two projects' job opportunities through public housing projects, homeless shelters, and a welfare office. One of the apprenticeship readiness programs in Boston, Building Pathways, has a partnership with the Boston Housing Authority to recruit residents into the trades.
- Start early with outreach to schools. Many interviewees stressed the importance of connecting with schools to begin building a more diverse pipeline early on. The Minneapolis Building and Construction Trades Council brings a job fair to schools to demonstrate the various trades, and also runs a summer jobs program for high schoolers.
- Advertise. A number of tradespeople interviewed heard about their jobs through a television ad run by a Minneapolis apprenticeship readiness program. Interviewees in Boston also found that signage around the UMass Boston campus with the phrase "actively seeking" women and people of color was an effective recruitment tool.
- **Track "walk-ons."** The general contractor that managed the UMass Boston building project with the highest percentage of female and minority workforce hours had a staff person conducting regular outreach to "walk-ons," the people hired on-site. She kept them on a call list and reached out whenever new job opportunities opened up during construction.

Creating careers, not jobs

Stakeholders working on the UMass Boston and Vikings stadium projects aimed not just to create immediate jobs for women and people of color, but for those jobs to become lasting careers in the trades. What follows are a set of strategies used in both cities to retain a more diverse workforce.

- Addressing a hostile work climate for women and people of color. Interviewees recognized the need for contractors and unions to address what can be a hostile or uncomfortable work environment for women and people of color. Suggestions included orienting all new hires about the equity goals of the projects. Several interviewees also mentioned the bathrooms maintained on the UMass Boston and Vikings stadium sites that were comfortable for women to use.
- Developing support structures within and across unions. The advantage of being a union member in construction is apparent in the number of unions on both projects that maintained affinity groups for women, which functioned as spaces for women to share challenges, provide support for each other, and encourage each other to become more active union members. One of the unions interviewed also had a minority caucus, which served a similar role.

- **Combating "checkerboarding."** Unions in Boston are working with contractors to prevent this practice, in which women and people of color are frequently bounced between jobs to fulfill equity goals, and never get the training they need to succeed in an apprenticeship program and move into a career as a journeyperson.
- Ensuring diverse "core crews." Advocates in Boston are working to ensure that the crew of advanced journey-level workers traveling with contractors from job to job includes women and people of color, so that projects start out with a diverse workforce.
- Address discrimination in job access. Compliance officers with the State of Minnesota have audited contractors to examine whether there are disparities in annual wages by gender. While everyone earns the same hourly rate on a union job, this kind of audit will reveal if women are offered fewer work hours than their male counterparts.
- Personal outreach by company leaders. Several interviewees noted that women and people of color feel more welcomed into the industry when construction firm leaders engage in direct outreach with those employees, recruiting them for jobs or encouraging them to stay with the company.
- Amending union hiring hall practices. Unions in Minneapolis and Boston developed processes that made it easier for women and people of color to have access to available work, even when they had comparatively low seniority.



INTRODUCTION

Getting a construction job on a large, publicly funded project in a city like Boston and Minneapolis is akin to winning the lottery. Though these workers may arrive with little experience in construction, their job connects them with a joint labormanagement run apprenticeship program where they can 'earn while you learn.' They become a union member as they work their way through the job as an apprentice. After four or five years working on multiple jobs and taking classes, they become a journeyperson in their trade with lifelong skills, family supporting wages, benefits, and a pension plan. For decades, these opportunities were largely closed to women and people of color. Given their high value, it's no surprise that advocates have fought for decades to diversify the construction sector. Yet much of these efforts have been met with frustration, as the sector has been slow to diversify.

In 2010, racial minorities composed 19 percent of the U.S. workforce, yet only about 16 percent of craft (blue collar) positions in the construction industry (Latinos are overrepresented in the construction sector).¹ As of 2010, women accounted for 47 percent of the entire U.S. workforce, but just 2.2 percent of construction industry craft positions.² Despite a lack of gender diversity in construction jobs nationally, regional variations do exist. For example, 8 percent of those enrolled in apprenticeship programs run jointly by unions and contractors (Joint Apprenticeship and Training Committees or JATCs) in Alaska are women,³ while in Oregon, nearly 7 percent of apprentices in programs tracked by the state are women.⁴

The source for these many of these regional advancements in diversity is through what are called project labor agreements (PLAs).¹ A PLA is a pre-hire collective bargaining agreement establishing the terms and conditions of employment for a particular construction project, and is typically signed by the general contractor for the project and the local council of building trades unions. According to our research with the Worker Institute at Cornell University, since 2004 there has been an increase in the number of PLAs that include "community workforce provisions," or goals for hiring women, people of color, and veterans onto projects and into the trades.⁵ While this is a positive development, goals in writing are not always achieved in reality. For this reason, the Jobs With Justice Education Fund and the Tradeswomen



LeWanda Harper, Laborers Local 563 journey member, at work at the new Vikings stadium



Samantha Bond of Bond Brothers gives a tour of the new utility work at UMass Boston

i For definitions of project labor agreements and other tools to diversify the construction sector, see page 3 of Lucero E. Herrera, Saba Waheed, Tia Koonse, and Clarine Ovando-Lacroux. 2014. "Exploring Targeted Hire: An Assessment of Best Practices in the Construction Industry." UCLA Labor Center, March.

Committee of North America's Building Trades Unions (NABTU) partnered to produce this report examining two major projects that have met or exceeded their goals, the University of Massachusetts Boston campus building projects and the new Vikings stadium project. We sought to learn from project stakeholders *how* goals were reached and to offer a road map for others to follow.

The UMass Boston campus building project has so far included three new buildings and an overhaul of campus utilities. The Vikings stadium project (officially known as the U.S. Bank Stadium) in Minneapolis, Minnesota, has involved the demolition of the old stadium and building of a new stadium, parking garage, and ramp. By delving into these projects, this report sheds light on the myriad elements that came together to advance the diversity goals. To identify essential ingredients for success as well as potential and remaining obstacles in achieving full diversity, we interviewed nearly 60 stakeholders in the UMass Boston and Vikings stadium projects, including union leaders, contractors, tradespeople, government agents, training program managers, current and former elected officials and community advocates.

The experiences of the stakeholders involved in the UMass Boston and Vikings stadium projects should be of interest not only to those looking to bring in more women and people of color into the construction sector. Indeed, these projects are channeling taxpayer money in ways that expand good union jobs for local communities—efforts worth the attention of elected officials around the country. Though we do not claim that what works in Boston and Minneapolis will necessarily work in Atlanta and Houston, these case studies add new and tested approaches from the field that build upon the prior research of the Partnership For Working Families, The Worker Institute at Cornell University, UCLA Labor Center, and others who have chronicled efforts to expand construction careers for women and people of color.

This report is organized into five sections. First, we delve into the work leading up to the UMass Boston and Vikings stadium projects that ultimately enabled those projects to succeed in meeting workforce goals. Part Two examines how unions, government agents, contractors and community advocates worked to ensure compliance with the project goals. In Part Three, we catalog the ways that stakeholders created pipelines for more women and people of color to move into construction careers and work on the projects. Part Four looks at efforts by stakeholders to promote retention of diverse tradespersons. Finally, we review the ongoing efforts of project stakeholders aimed at diversifying the construction sector and expanding family supporting construction jobs in their communities.



BACKGROUND: THE "GAME CHANGERS" THAT JUMP-STARTED PROGRESS



This section reviews the history of the workforce goals and the major developments—what interviewees termed "game changers"—that advanced participation for women and people of color on the two projects.

As the tables below indicate, the Vikings stadium project is currently exceeding goals for rates of minority and women workforce participation, while the four UMass Boston building projects exceeded, met, or came close to meeting workforce goals for minority and women participation.

Vikings stadium projects⁶

Project	Construction Completed	General Contractor	Minority Workforce Participation Goal	Minority Participation Rate	Women Workforce Participation Goal	Women Participation Rate
Multi-Purpose Stadium	Projected: Summer 2016	M.A. Mortenson	32%	36%	6%	9%
Ramp and Skyway	Projected: Summer 2016	Ryan Companies	32%	35%	6%	10%

UMass Boston projects

Project	Construction Completed	General Contractor	Minority Workforce Participation Goal	Minority Participation Rate	Women Workforce Participation Goal	Women Participation Rate
Edward M. Kennedy Institute ⁷	March 2015	Lee Kennedy	25%	31%	10%	9%
Integrated Sciences Complex ⁸	April 2015	Walsh Brothers	25%	34%	10%	10%
General Academic Building ⁹	Projected: Spring 2016	Gilbane Building Company	25%	30%	10%	6%
Utility Corridor and Roadway Relocation ¹⁰	Projected: Fall 2016	Bond Brothers	25%	23%	10%	7%

The important question, given these results, is *how* these projects managed to create hundreds of construction career opportunities for women and people of color. First, we'll review the key developments in Boston and Minneapolis that set the stage for the success of these projects.

Game changers in Boston

"We have proven that diversifying the labor force is not only the right thing to do because it creates more fair access to opportunity. It is also an important part of the answer to some of the most pressing social and economic questions facing cities and the country as a whole."

-Martin Walsh, Mayor, City of Boston

For UMass Boston, the story begins back in the late 1970s, when former Boston city councilor and longtime community leader Chuck Turner led a fight to win jobs on city-funded projects for women and people of color. Turner said that when his office heard from white city residents that they also had trouble getting construction work, given control of the unions by suburbanites, they linked the demand for affirmative action with a Boston residency requirement.¹¹ In 1983, the City of Boston passed the Boston Residents Jobs Policy (BRJP),¹² which requires all projects with city funding to have 50 percent of workforce hours completed by city residents, 25 percent of hours by minorities, and 10 percent of hours by women.

While the BRJP is an important ordinance, enforcement has been spotty. Some interviewees pointed to a court challenge to a similar ordinance in Worcester as the reason for the lack of city enforcement.¹³ So while BRJP was used as the basis for the UMass Boston workforce goals, there was not a straight line between the bill's passage and meeting the goals. Rather, the stakeholders we interviewed gave examples of more recent developments that led to the successful outcome, including a commitment to diversity from several key building trades leaders, including Martin Walsh, now the mayor of Boston.

Before being elected mayor, Walsh was a state representative and longtime president of Laborers' International Union of North America (LIUNA) Local 223. Throughout his term as head of the union and through his 2011 election as secretary-treasurer and general agent of the Boston Metropolitan District Building Trades Council, Walsh prioritized expanding opportunities for more women and minorities in the trades, along with deepening community ties. During the Great Recession, Walsh and several of the more progressive leaders in the trades encouraged the Boston Housing Authority (BHA) to utilize federal funding for energy retrofitting of public housing projects. The trades leaders thought the project would not only put more union members back to work but could open opportunities for public housing project residents to work on the projects and move into careers in the trades. Once BHA won the funding and began construction, Walsh re-started the Building Pathways apprenticeship readiness program in order to bring racially and ethnically diverse men and women who lived in the housing projects into the trades. Mayor Walsh reflected on this time:

"When I headed the Building Trades in Greater Boston, one of my top priorities was to bring more diversity to the labor force. Not only did the Trades need more diversity, they were well positioned to provide opportunity to those, like my own immigrant family, who lacked resources and social capital. When I started working on the issue, I saw a preparation gap between well-intentioned diversity goals and the pipeline of workers ready to fill them. I realized that setting goals wasn't enough. Since taking office, we have built upon the models for workforce development we know are effective, like Building Pathways, and we have gone further. We created a program called Professional Pathways, to get disconnected young people of color into internships and careers with City agencies and partners. And we created Operation Exit, a program modeled on Building Pathways serving young adults who were court-involved. We know there is more work to do, but we have proven that diversifying the labor force is not only the right thing to do because it creates more fair access to opportunity. It is also an important part of the answer to some of the most pressing social and economic questions facing cities and the country as a whole."⁴

Brian Doherty, who was elected general agent/secretary-treasurer of the Boston Building Trades Council once Walsh was elected mayor, underscored the value of Building Pathways:¹⁵

"Building Pathways was created to bring historically underrepresented groups into the building trades--to create more pathways for women and people of color. Building Pathways allowed for two important things to happen. First, it created opportunities for rewarding careers in union construction that provide fair wages, strong benefits and access to the best training programs in the industry. Secondly, it allowed the building trades to engage in community partnership development, to focus on the bigger societal questions of social and economic justice." In addition to more focused community engagement by these groups, the multi-stakeholder Policy Group on Tradeswomen's Issues (PGTI) had long sought to expand participation of women in the trades in Massachusetts.¹⁶ The committee, coordinated by the UMass Boston Labor Resource Center and comprised of unions, contractors, government officials, community members, and community-based organizations, met for many years without seeing much progress. Yet according to interviewees, the group finally had a champion in then-governor of Massachusetts Deval Patrick and his staff in the Division of Capital Asset Management and Maintenance (DCAMM), the state agency that oversees state-funded building projects. DCAMM was a more effective partner for diversity in the project than the state university building authority would have been, said Susan Moir, director of research for the Labor Resource Center and a co-founder of PGTI: "The difference is DCAMM is under the direct authority of the governor and had bureaucratic capacity. That made getting in here on the ground floor in terms of best practices much different than if we had started with a government construction owner that had only two staff and no experience with community partnerships. I think everyone agrees that the university building authority building authority performance with community partnerships. I think approace that the university building authority building authority performance with community performance best process and we are working very closely with them now, not only the upcoming UMass Boston projects, but also at UMass Amherst."¹⁷

While this report will detail the many specific factors that contributed to UMass Boston's effectiveness in meeting workforce goals, the establishment of the initial city ordinance, leadership by trades union leaders, a supportive governor, and activism by a wide range of stakeholders all contributed to a climate that enabled the project to succeed in creating career opportunities for more women and people of color.

Community calls for equity in Minneapolis lead to bold goals

"The biggest breakthrough has been the city and county saying, 'This is our population, and we want your workforce to reflect our population."

-Chris Kohn, business representative, IBEW Local 292

During the Great Recession and subsequent election of President Obama, community activists in Minneapolis saw a renewed federal and state focus on rebuilding infrastructure as an opportunity for communities of color to benefit from public investment in jobs. HIRE Minnesota, a coalition of community-based organizations, began pressuring elected officials at the state and city level to push for more equity in publicly funded projects.¹⁸ In 2011, Kevin Lindsey was appointed state human rights commissioner, and raised the minority workforce goals on state-funded projects in Hennepin County (where Minneapolis is located) from 11 percent to 32 percent, based on the county's actual minority population. Alex Tittle is the former equity director of the stadium project and is now consulting with the Minnesota Sports Facilities Authority (MSFA) and Minnesota Vikings football team on equity issues at the stadium. He recalled that after the goals were changed, "there was a lot of consternation around the new workforce goals. 'There's no way we can hit that.' Kevin told folks, 'We've been very inconsistent with getting to 11 percent as well. If I give you what I think the industry can yield within the next 10 to 20 years, I think we'll do better than 11 percent.' And it lit a fire under the industry to say, 'We can do better than we're doing.''

At the same time that Commissioner Lindsey increased the minority goals, the Minnesota Vikings football team requested that the state fund their new stadium in Minneapolis. Public hearings over the legislation opened an opportunity for HIRE Minnesota and others to voice their demands, according to Mel Reeves, who works with the group:

"There was no push for equity in the building...A lot of people were protesting the stadium. A lot of people didn't want it to happen. We talked about the need for the project to be equitable."⁹

In 2012, the state passed legislation to build the stadium, and the Hennepin County workforce goals were adopted for the project. Also through community pressure and demands at public meetings, the Minnesota Sports Facility Authority, which oversees the project, hired an equity director to oversee compliance and created an employment assistance firm (EAF) that would receive money for every woman and person of color recruited to work on the project. The EAF identifies "qualified workers and potential candidates, provide[s] training and placement and offer[s] quality assurance to ensure the project employs a highly skilled diverse workforce."²⁰

Later in this report, we will examine the various recruitment and compliance mechanisms established by the MSFA. But what is clear is that the state's decision to increase the workforce goal, tie it to a major publicly funded project, and set up an effective compliance structure all contributed to the project's ability to meet and exceed the goals.

Michael Johnson, compliance supervisor for the Minnesota Department of Human Rights, recalled the game-changing moment when the goals were established:

"There was an uproar. Contractors said, 'This is never going to work. It's completely unreasonable. The stadium project will draw all the women and minorities and all other [project numbers] will go down.' A few years later, we're exceeding goal on the project and we're at 29 percent [minority participation] statewide. For women it's 8 percent. It's an improvement over years past, [but that's] not to say there's not more work to be done."²¹

Minneapolis Building and Construction Trades Council president David Ybarra noted that while not every union was ready to change their way of doing things and open the door to diversity, "It didn't hurt us at all to have the goals put upon us."²² To Vicki Sandberg, who coordinates the apprenticeship readiness program Building Minnesota, "The severe increase in goals was the push we needed."²³

Improved climate for diversity expands beyond studied projects

"I believe that if there's ever a climate to press for this issue, now is that time." —Kimberly Brinkman, founder, Minnesota Tradeswomen, and journey member of Sprinkler Fitters UA Local 417

Interviewees in both Boston and Minneapolis asserted that many of the factors that contributed to the success of their respective projects have had a spillover effect on efforts to diversify construction workforces more broadly.

Chris Kohn, business representative at International Brotherhood of Electrical Workers (IBEW) Local 292, who has been a longtime champion for greater diversity within his union and the trades at large, has seen a greater commitment among public agencies in Minneapolis:

"The biggest breakthrough has been the city and county saying, 'This is our population, and we want your workforce to reflect our population.' They've done it with the fire department, with the police department, with all their hiring."

Kimberly Brinkman, a member of Sprinkler Fitters UA Local 417 and founder and co-chair of Minnesota Tradeswomen, similarly noted that "there are a lot of bended ears, now more so than in the past."²⁴

Interviewees in Boston also noted greater efforts to expand diversity beyond the UMass Boston project. In 2014, Mayor Marty Walsh convened representatives from building trades unions and hundreds of construction firms to address equity. Brian Doherty noted that there was a "tough and honest conversation about what equity looks like and what we're doing collaboratively to make sure we're extending these opportunities to everyone."²⁵ According to former city councilmember Chuck Turner, he and other activists from the Boston Jobs Coalition have been in productive talks with the city about stepping up enforcement of workforce goals in the construction sector.

The evidence of a better climate for diversity is clear, said Phil Mauch, Jr., UMass Boston site supervisor for construction firm Bond Brothers, Inc. Their ability to meet workforce goals "gives us a leg up... [Project] owners will give Bond a closer look. It gives us a bidding advantage. They put you under a microscope. We're looked at as credible. Compliance is much more valuable than in years past."²⁶



MEETING AND EXCEEDING GOALS THROUGH EFFECTIVE COMPLIANCE



Targeted workforce goals abound, but how do stakeholders translate an agreement on paper to actual hiring of underrepresented groups on project sites? This section explores effective enforcement mechanisms built into the two projects that contributed to an ability to meet and exceed goals.

Establishing commitment of all parties through pre-construction agreements

"Work it out until you get a shared agreement on what you can accomplish. Then you can accomplish it." —Susan Moir, director of research for the UMass Boston Labor Resource Center

Both the Boston and Minneapolis projects developed pre-construction written agreements with explicit language on the workforce goals, and signatories who committed to meeting those goals. For UMass Boston, that commitment came via a project labor agreement or PLA. Each of the four major UMass Boston projects included a separate PLA with the general contractor and the Boston Metropolitan District Building Trades Council.²⁷ The PLAs included language that affirmed the signatories' commitment to the Boston Resident Jobs Policy workforce goals (50 percent residents, 25 percent minorities, and 10 percent women). Additionally, the PLAs established access and opportunity committees (AOCs), where representatives from contracting companies, unions, the university, government agencies, and community groups met on a monthly basis to track progress on the workforce goals and problem-solve if targeted hiring fell behind.

According to Liz Skidmore, business representative and organizer for the New England Regional Council of Carpenters (NERCC) and co-founder of PGTI:

"The more you can get things into writing, the better, whether it's in a PLA or language between the general contractor and subcontractors. Then you have contractual consequences for people...More and more contractors are talking about putting language not only in the bid document but also consequence language so they have contractual remedies."²⁸

In Minnesota, the MSFA managed a process with stakeholders to develop a written equity plan,²⁹ which laid out the workforce goals, and established an oversight committee and public meetings to keep compliance on track. Writing the plan took nearly a year, and wrapped up in 2013. The PLA that was then negotiated between the unions and the M.A. Mortenson Company, the general contractor for the stadium project, referred to the equity plan and committed all the signatories to its goals.³⁰ Ted Mondale, CEO and executive director of the MSFA, states that while the plan was not perfect, it is worth replicating for future projects:

"There should be a standard equity plan that can be followed on all public construction projects. It took us about a year to develop the equity plan. So if you say you're accepting state money, city money, public money—here's the plan."³¹

David Ybarra recognized the value of Minneapolis unions being part of initial conversations on equity through the development of the plan: "In the past, the conversation [about meeting goals] was between the contractor and subs. They blamed the union because we weren't at the table. Forging a partnership with the contractor to meet goals eliminates that loophole."

The development of pre-construction agreements is a practice affirmed by Lauren Sugerman, co-founder of Chicago Women in Trades. In her decades of experience advocating for diversity, she asserts that it's "important to get there before shovels are in the ground. Ideally, you're talking to the owner or developer, so plans are passed down to subs that included equity language."³²

The watchdogs

While there were many "watchdogs" holding the projects accountable to the workforce goals, interviewees repeatedly mentioned the hiring of Alex Tittle on the Vikings stadium project and Mukiya Baker-Gomez on the UMass Boston Integrated Sciences Complex (ISC) building project as factors that significantly contributed to the projects' ability to meet goals. Baker-Gomez explained her role as a compliance manager on the project:

"I'm walking the site every day, so they knew I was looking and watching. And I wasn't shy. There isn't a problem with me speaking to a foreman or steward about what I observed and getting them to fix it."³⁴

After problems were identified with the Edward M. Kennedy Institute building, the Division of Capital Asset Management and Maintenance (DCAMM) brought on Baker-Gomez to ensure the ISC building met the workforce goals. Liz Skidmore

Projects Covered by Project Labor Agreements Fare Better in Meeting Diversity Goals

The chart below reviews workforce numbers for 18 state-funded projects in Hennepin County, Minnesota. Projects covered by project labor agreements (PLAs) fall short of minority goals considerably less than non-PLA projects and exceed goals for women at a higher rate.^{xxxiii}

	Projects Covered by a PLA	Projects Without a PLA
Average percentage minority workforce participation falls short of state goal (32%)	5.92%	17.52%
Average percentage female workforce participation exceeds state goal (6%)	1.21%	0.42%

and Susan Moir sung her praises, noting that her experience working with the community and with contractors, her "toughness," and the institutional backing of DCAMM all contributed to her effectiveness as a compliance officer. Moir summed it up: "No one was going to mess with her. We had 10 percent women on this job every week."³⁵

Baker-Gomez, who is now retired as a compliance manager at DCAMM, recognized the importance of having the support of leadership at the top, including the commissioner of DCAMM and the chancellor of UMass Boston:

*"I was given the charge, resources, and support I needed to get it done. The general contractor firm I had to interface with received the message. And so it made it a lot easier for me to get people hired."*³⁶

Baker-Gomez worked on-site and held constant meetings with subcontractors. When subcontractors claimed to have trouble locating women or minority workers, she would refer them to the "walk-on" list of individuals who came directly to the job site to find work. If she sent someone from the list to a subcontractor who failed to contact them, then claimed they could not find women or minority workers, Baker-Gomez would bring out her hammer:

"I'd say, 'I don't want to have to report back to the commissioner who doles out contracts to the Commonwealth [of Massachusetts] that you have been non-responsive to our request.' DCAMM is the major awarding authority of nearly all public construction projects in the Commonwealth. Did they respond? No question."

In Minneapolis, MSFA CEO Ted Mondale ensured that, when Alex Tittle became equity director, "he had access to me. It's not like some of these departments where nobody talks to the equity director."³⁷ Tittle felt that he was effective in his position by being a "busybody" who was regularly on-site, interacting with contractors, foremen, superintendents, and tradespeople:

"I'm not an attorney. I'm a 10-year [U.S. Army] veteran, and because of my veteran experience, I know the importance of rolling my sleeves up and getting in the box with the workers. They'll trust you for it."

From the beginning of his tenure as equity director, Tittle prioritized building relationships with the unions and subcontractors. As a former executive with Summit Academy OIC, an apprenticeship readiness program active on the stadium project, and a North Minneapolis resident, he already had relationships with community activists. It was through those relationships that he favored a more problem-solving, less bureaucratic approach to compliance. He also began connecting with subcontractors from the beginning by sitting in interviews with them and Mortenson (the general contractor), asking them how they planned to meet the 32 percent goal. Some of the contractors he worked with came in with a poor record of compliance and ended up "kicking butt" on the project.

Minnesota's Department of Human Rights is charged with overseeing compliance for the state's workforce goals on all state-funded projects, including the stadium. Michael Johnson, compliance supervisor, oversees eight officers with the commission. They visit the stadium once or twice a week and wear orange vests with "compliance" written on the back so that everyone is aware of their presence. In addition to meeting with contractors and supervisors on the site, Johnson and his team talk to employees to learn how they got their current jobs and if they've experienced discrimination. For Johnson, the visibility of officers on-site and talking to construction staff is key, "for making contractors know we're serious about the goals. They see us out there for that specific purpose. If we see something that's not right, we're on the phone the next day with the contractor."³⁸

Elizabeth Campbell, the director of emerging business inclusion for Ryan Companies, the general contractor on the ramp and parking garage for the stadium, explains how owner-driven compliance has been effective on the project:

"The MSFA made it very clear that goal was going to be met. As a feature of this success, you have an owner that has committed resources to the goal and Alex bird-dogging the goal. Communication is crystal clear...Failing to meet the goal would jeopardize our ability to win future work. It's motivating."³⁹

Michael Johnson detailed an intervention his office made with a subcontractor that reveals the power of a strong commitment by the project owner to compliance. To contract with the state, firms are required to maintain a certificate that they are complying with workforce participation goals.⁴⁰ Recently, Johnson's office decided to begin the auditing process with a contractor, given evidence of poor compliance (See Appendix A.1 for a list of audit questions asked during compliance). Because of an effort to increase interagency communication about compliance, they realized that this same contractor had recently won a bid on another state project. They quickly requested a meeting with the CEO of the company, and copied the governor's office and the commissioner of the agency that awarded the bid. If the company had lost its certification, they could not have proceeded with the other project. Johnson noted that the letter "raised the profile of what we were doing very quickly."⁴¹ The commission was able to get a consent decree with the contractor to address compliance problems.

In both case studies, it's clear that the support of the state matters. According to Johnson and other interviewees, Governor Mark Dayton's administration continues to demonstrate a commitment to equity. Human Rights Commissioner Kevin Lindsey has announced that he intends to increase the workforce participation goal for women this fall, and the commission has recently added more compliance officers. In contrast, after Baker-Gomez retired from the UMass Boston project, DCAMM did not designate an officer to oversee current projects, such as the General Academic Building and utility work.

General contractors pressure subcontractors to comply

All of the general contractors involved in the UMass Boston and Vikings stadium projects had staff that were specifically tasked with helping the companies and their subcontractors meet the workforce goals. While it's not unusual for large contractors who work on public projects to maintain compliance staff, the respective case studies point to several effective practices that general contractors should undertake.

1. Compliance staff are integrated into the management structure of the firm

Elizabeth Campbell of Ryan Companies noted that while she had worked for the company 12 years, it was only in recent years that the equity work became a "fully integrated team responsibility rather than a stand-alone and struggle-alone to get done."⁴² Susan Moir of UMass Boston affirmed the importance of integrating the role of the compliance officer into the management of the firm:

"It's a big thing that Sam Bond [HR specialist for Bond Brothers] is a Bond. Somebody has to listen to her. If they don't listen to her on the job they're going to listen to her at the dinner table."

2. Planning for compliance is part of the bidding process

In both case studies, interviewees noted the importance of general contractors working with subcontractors to ensure they will meet the workforce goals before they start on the job. Some of this comes about by including workforce compliance goals in the subcontractor bidding process, as well as evaluating subcontractors based in part on their prior performance on inclusion. Bond Brothers has created a form for the bidding process on which subcontractors must report how well they met compliance goals over the last seven years—a practice that is inspiring other general contractors to follow suit.⁴⁴ In its bidding process, Ryan Companies scores subcontractors based on their expected performance on inclusion. Once subcontractors are chosen, Campbell then works with them to complete a workforce utilization plan, a strategy they developed on the stadium project that she believes explains much of their ability to exceed the goals.⁴⁵

On the plans Ryan Companies develops with subcontractors, it uses a workforce management projection tool created by Summit Academy OIC for HIRE Minnesota to promote among contractors. Summit CEO Louis King described the tool and its connection to recruiting women and people of color:

"We developed Excel spreadsheets that break down every component of the job so we can have projections...When we go into a job, we have people in the room who know exactly how many carpenter hours, painter hours, how long it will take to haul stuff. You can project the number of minority and female hours you need, and we come up with the body counts. Then we say to the contractors, 'Tell us what you have in your workforce, and whatever you need, we can advertise and train to build."⁴⁶

Samantha Bond, HR specialist for Bond Brothers, noted that while the company initially struggled to meet the goals, PGTI's advice to work with subcontractors earlier in the process made a difference:

"At the beginning of the [utilities] project we weren't doing so well with the numbers. With some help of [PGTI] we were able to. People have been coming onto the site with a plan for how they will meet the goal. It gets them ahead of the game."⁴⁷

While general contractors play a key role in workforce compliance planning, it's worth noting that unions also have an important role. Jenny Winkelaar, director of marketing and public relations for the Minneapolis Building and Construction Trades Council, met with subcontractors early on in the Vikings stadium project to walk through specific workforce projections and identify the core crew. The unions then knew who was already trained. Winkelaar said that creating accurate workforce projections was not only critical for compliance, but gave a clearer understanding of how many new hires the project needed, valuable information because the union "didn't want to overpromise on jobs and create a lot of false hope."⁴⁸

3. Frequent and ongoing monitoring of workforce numbers

Another best practice noted by interviewees is monitoring of workforce numbers on a weekly—or even daily—basis by general contractors. The HIRE Minnesota tool, which is now being used by contractors in other parts of the state, is used for both forecasting and ongoing evaluation. On the stadium ramp and parking project, Ryan Companies entered weekly payroll data into the workforce management projection tool to see how they are doing and where they need to make adjustments. Ryan also required their subcontractors to submit a daily workforce log, which is aggregated into a weekly log. On a previous project, when Ryan relied on monthly data alone, the company failed to meet the goal, according to Elizabeth Campbell: "You might have a short-term contractor who promised you 32 percent, and they're gone in six weeks, and you have no opportunity to recover those numbers."⁴⁹ With frequent monitoring, she can quickly see when a subcontractor isn't meeting goals, and then gets the subcontractor on the phone with the project manager to problem-solve. Lauren Sugerman agrees: "The biggest difference with projects [that meet goals] is they are looking at those numbers on a regular basis."⁵⁰

4. "One-on-one-on-one" meetings

When subcontractors are not meeting goals, several compliance and union interviewees recommended what PGTI terms "one-onone-on-one" meetings, in which representatives from the general contractor, the subcontractor, and the union that represents the subcontractors' workforce all confer in one meeting. Danielle Skilling, community affairs specialist with Gilbane Building Company, brings the subcontractor and the union together to avoid what she calls the "he said/she said" dynamic.⁵¹ Samantha Bond affirmed that project management staff meets with subcontractors on a weekly basis to review their numbers, and if numbers dip, she brings in the union.⁵² Dan McConnell, business manager for the Minneapolis Building and Construction Trades Council, felt that when the union was not part of compliance meetings with subcontractors, "we were getting thrown under the bus. They said we didn't have anyone."⁵³

Stakeholder meetings to track progress and ensure accountability

"That which gets counted gets done." —Liz Skidmore, business representative and organizer for the New England Regional Council of Carpenters

As noted earlier, the pre-construction agreements (PLAs and equity plans) for both projects established regular meetings with stakeholders to track progress on the workforce goals and hold the agreement signatories accountable to them. In Boston, the Access and Opportunity Committee (AOC) was the structure for this accountability system. According to Liz Skidmore, former governor Deval Patrick promoted the concept of AOCs and ensured their inclusion in the PLAs.⁵⁴ She felt this was a "game changer" that they have since replicated in on other state-funded projects. Liz Skidmore of the Carpenters and Susan Moir of UMass Boston recalled the initial challenges of AOC meetings:

Skidmore: "The first year was fighting, then we got through that...and built a strong, collegial environment."

Moir: "You get all the stakeholders in the room. You work it out until you get a shared agreement on what you can accomplish. Then you can accomplish it...Nobody ever said we should not do this. People sat in the room and said it can't be done. And then ... we did it at the ISC."

PGTI has a saying, "Lead from where you are," that grew out of their members' experiences with the AOC. The saying is also one of five "tips" promoted after a successful diversification effort in Canterbury, New Zealand, got women up to 17.8 percent of the construction industry in the city.⁵⁵ After slogging through many years of meetings where stakeholders felt defensive and blamed each other about the lack of progress, or what Skidmore termed the "you suck, no, you suck" meetings, PGTI leaders adopted this forward-looking frame. In order to lead from where they were, however, they needed to understand the baseline data on female participation in construction projects in the city. Public, regularly updated data was critical, thus PGTI leaders successfully pressured the City of Boston to put workforce data online.

PGTI members developed regular reports for the AOC meetings so all stakeholders could see trends and other data. Graphs made it clearly visible to all how workforce numbers were trending each month. By examining data by subcontractor, the PGTI members developed the high impact poor performance (HIPP) system to identify and target those subcontractors with the largest number of hours and worst compliance data. Skidmore would quote the late advocate Sandra Pressley as she pressed the City of Boston to publish data online: "That which gets counted gets done."

Jackie Cooke, Regional Administrator at the U.S. Department of Labor Women's Bureau, is familiar with the role PGTI has played in compliance, and sees their influence spreading to other projects:

"It's really helpful to have Susan [Moir] and Liz [Skidmore] and people who are really committed—holding everyone's feet to the fire. You need someone to be looking out for all of it—the whole changing the system, institutions, and mindset. Massachusetts has a new law authorizing gaming. There's a new casino being built in Everett, Massachusetts, by a large developer and operator of hotels and casinos. They have a female manager who's really trying to get women and minorities in the construction of this project."⁵⁶

The equity plan for the Vikings stadium project established bi-monthly meetings, open to the public, of the Equity Oversight Committee, to track progress on workforce goals. As with the AOC meetings, all key stakeholders attended: project owners, general contractors, subcontractors, union representatives, and training and outreach coordinators. Workforce data was also made public on a monthly basis, through the Department of Human Rights website.⁵⁷

Elizabeth Campbell of Ryan Companies described the pressure she felt from these meetings:

"You better show up having met the goals or you're going to have to explain in a public forum why you didn't. We fell down on the beginning part of the project—we didn't have the monitoring fully in place. Sixty days in, a subcontractor came and went [after they] didn't perform. We went from 32 [percent minority participation] one month and 22 the next. We got negative media and I had to go to the oversight meeting at the same time. I'm a Minnesota resident, so while I didn't enjoy the experience, I appreciated the oversight."⁵⁸

While regular meetings of the AOC contributed to the success of the ISC building project, those meetings have dropped off for two current UMass Boston projects, the construction of the General Academic Building (GAB) and the project to improve campus utilities. Susan Moir of UMass Boston sees a "raging failure" to meet goals by the general contractor for the GAB building project. While she attributes this in part to the company's compliance person not being on-site enough, she also noted that she and other stakeholders have not devoted the same amount of time and energy to the current projects that they gave to construction of the ISC.⁵⁹

Community groups demand jobs

Project owners, general contractors, subcontractors, and unions have an important role to play in compliance. Yet, the UMass and Vikings stadium projects might not have succeeded without pressure from community-based organizations. According to Mel Reeves of HIRE Minnesota, the public has a role to play in demanding that taxpayer dollars are funding projects that create jobs for their communities:

*"Contractors respond to pressure. No one wants to have their reputation smeared or their project held up. HIRE has protested work sites so when HIRE comes to the table, they know we mean business."*⁶⁰

Similarly, Lauren Sugerman of Chicago Women in Trades has witnessed the effectiveness of public pressure on contractors:

"When 17 tradeswomen came to us with complaints as to how they were treated and discriminated against on a highway construction project, we built a legal case and were able to get a temporary injunction order to shut the project down. It only lasted a day, but it was long enough to be significant ... Although it was short-lived, we won the PR battle, which led to a series of opportunities to work contractually on other major projects to implement site-based gender equity initiatives.⁶¹ Our work on these initiatives led to the highest numbers of jobs for tradeswomen and more equitable treatment on job sites across the city over many years."⁶²

HIRE Minnesota works to ensure that public and private investments create jobs that lift people out of poverty and reduce racial disparities. The group was formed by Louis King, president and CEO of Summit Academy OIC, a trade school that includes an apprenticeship readiness program in the construction trades. He explained the role of HIRE in holding contractors accountable for their hiring practices:

"My job is to go out and hold people accountable—to put transparency out there. No, we're not going to do this in a closed room. I'm coming to shut the job site down. It's going to be on the Internet. So when you try to apply for a job in Denver, they're going to research you and they'll see me. How about that? Nobody wants that. My boys are going to jail because you won't give them a job. I might as well go to jail because you won't give them a job. And I'm willing to do it, bow tie and all."⁶³

Nick Kor, who works as an organizer for HIRE Minnesota, believes the organization is effective in diversifying the trades because they can mobilize the community through direct action and provide contractors with the tools to become compliant. He shared, "We have relationships on the inside and on the outside. Now, whenever we call or send an email, we get a reply back right away."⁶⁴

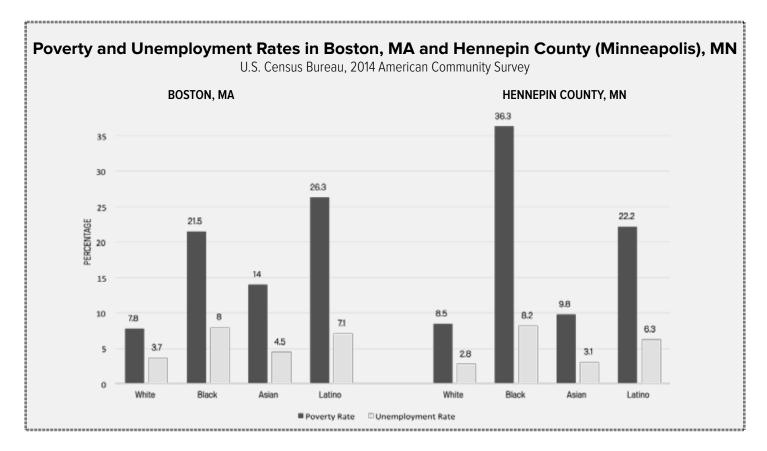
In Boston, the Dorchester/Roxbury Labor Committee (DRLC), a long-standing and racially diverse neighborhood group, is one of the organizations demanding good jobs for community members. Similar to their involvement in many other projects, DRLC has actively participated in the UMass Boston Access and Opportunity Committee and in regular on-site meetings to address diversity workforce issues.⁶⁵ DRLC members have worked closely with both awarding authorities and fellow AOC members to improve processes for recruitment and retention of women and people of color. When other city construction projects have failed to meet Boston's workforce requirements, DRLC has not look the other way. At the oversight table, the group's members have pressed hard for compliance and have also held direct actions to protest failures.



CREATING THE PIPELINE FOR INCREASED DEMAND



With project owners in both cities setting workforce goals, stakeholders were tasked with recruiting women and people of color to meet the increased demand. This section outlines the strategies for recruitment and changes to internal systems that brought more women and people of color onto the projects and into career paths.



Unions step up community outreach

"If we had only started working on outreach when the stadium legislation came about, we'd be way behind." —Jenny Winkelaar, director of marketing and public relations for the Minneapolis Building and Construction Trades Council

The chart above illustrates the stark inequality based on race and ethnicity in Boston and Hennepin County, with Black, Latino, and Asian populations struggling with high rates of unemployment and poverty. Given the grim economic reality for a significant percentage

of communities of color in both Boston and Minneapolis, it's no surprise that they are demanding access to good construction jobs. At the same time that these communities are eager for recruitment on major construction projects, former Vikings stadium equity director Alex Tittle has seen a decline in the number of white people entering the trades:

"They aren't bringing their kids in, so we have to use a different methodology to advertise and ID workers. Pairing with communities of color to gain a new workforce is necessary... For young Black people under 25, unemployment is over 50 percent. So guess what your new workforce should look like? We have an opportunity to do something as significant for them. We know where they are. Let's go there, let's get them!"

Many trades unions in Minneapolis came to a similar conclusion while working with public agencies on previous projects with workforce goals. Jenny Winkelaar of the Minneapolis Building and Construction Trades Council recounts how unions initially got involved in diversity efforts:

"Prior to the stadium legislation, the unions were taking the bull by the horns and [were] engaged in the conversation. There wasn't a lack of willingness as much as a lack of knowledge in doing a targeted approach for apprentices. They had a few partnerships with the Urban League. But once we brought compliance agencies to our [Joint Apprenticeship Training Center] and opened that conversation, that's when things really started to move forward... If we had only started working on it when the stadium legislation went about, we'd be way behind."⁶⁶

Dan McConnell, business manager of the Minneapolis Building and Construction Trades Council, argues that the trades would be "irrelevant," given the changing demographics in Minneapolis, if they did not bring on more people of color. Winkelaar notes as well the positive effect of their outreach on the way how people view unions. Tittle's account of union outreach affirms this:

"Unions are doing out-of-the-box things. Unions are going to the Black churches and talking to congregations, [saying] 'Come to the union hall, we have an open house.' It's a beautiful situation."

Well before the UMass projects broke ground, building trades unions in Boston saw the importance of building closer ties with lower-income communities of color. Brian Doherty described the union's increased outreach in Boston:

Apprentice Readiness Programs

Apprenticeship readiness programs open up more opportunities for women, people of color, and returning citizens to enter careers in the trades. The following are some of the programs in Boston and Minneapolis that served as pipelines for the Vikings stadium and UMass Boston projects.

Building Pathways is a six-week program designed to prepare qualified applicants for an apprenticeship in the building trades. This pre-apprenticeship program gives students a pathway to a fulfilling career in the construction industry, and provides low- to moderate-income people with classroom instruction, site visits to training facilities and construction projects, and shop classes. Building Pathways is sponsored by Building Pathways, Inc., in partnership with the Boston Metropolitan District Building Trades Council, Action for Boston Community Development, the Boston Housing Authority, and the Building Trades Training Directors Association of Massachusetts.

Summit Academy OIC is an accredited vocational school located in North Minneapolis and affiliated with Opportunity Industrialization Centers (OICs), a national network that prepares low-income people of color for the workforce. Summit Academy OIC offers free 20-week certifications in a range of construction, healthcare, and training programs. Summit has a staff of 30 teachers and counselors who train 450 students each year, including high school dropouts and returning citizens.

Building Minnesota was founded in 2004 as a multi-trade training program that exposes participants to a range of work experiences. The program is focused on attracting women, veterans, and members of minority and immigrant groups who historically have been underrepresented in the construction trades. The goal is for each participant to gain work experience, then be accepted or sponsored into a regular individual craft apprenticeship program. Building Minnesota is a partnership with the Construction Careers Foundation, representing employers' associations, and the Minneapolis and St. Paul Building and Construction Trades Councils.

"There has definitely been a shift. This is probably the best thing that's happened to the building trades in this region, in the sense that more people are learning what it means to have a career in construction, more people are understanding the social and public benefits to careers in union construction—whether it's equity or fair pay." Nationally, North America's Building Trades Unions recognized the need for more outreach, exemplified by its 2015 convention resolution:

"THEREFORE, BE IT RESOLVED, in order to address the community concerns and the owner/contractor requirements, North America's Building Trades Unions will pledge to enhance and deepen our vibrant workforce development systems in our communities by forming strategic alliances with local affiliates and national organizations (such as the National Urban League and YouthBuild USA) in order to implement policies requiring the use of Community Workforce Agreements and forge partnerships with high quality workforce development programs that provide local residents, many from underserved populations, communities of color, women and veterans..."⁶⁷

Art Lujan, special assistant to the president of NABTU, partners with the Urban League at a national and local level, facilitating connections between local Urban League affiliates and their local trades councils. The local Urban League affiliate then connects targeted residents with apprenticeship and apprenticeship readiness programs as an entry point into construction careers.

Apprenticeship readiness programs expand entry points into the trades

Typical registered apprenticeship programs require math and other skills that can pose a barrier for many prospective tradespeople, particularly those who did not receive a high school degree. Apprenticeship readiness or pre-apprenticeship programs are therefore an important tool for expanding the supply of women and people of color, and Boston and Minneapolis have such programs in place. Apprenticeship readiness programs train people in the skills necessary to succeed and then help participants find apprenticeships.

The box to the right details three of the apprenticeship readiness programs that recruited and trained people for the UMass and Vikings stadium projects, as well as other projects in those cities. Louis King of Summit Academy OIC recalls how their construction training program was created:

"What we did was understand what the requirements and skills are, so we break away all the excuses about skills. 'They can't read a tape measurer, they don't arrive on time.' We created a place where you spend 20 weeks learning the skills in a network here so you have the temperament to proceed. The apprenticeship program takes on the rest of the training once you're in."^{txviii}

Operation Exit

Operation Exit is an intensive, three-week pre-apprenticeship program designed for men and women who are returning citizens or considered "at risk" of incarceration. The program prepares participants for an apprenticeship in the building trades through career readiness and occupational skills training, classroom instruction, peer-to-peer mentorship, and hands-on learning experiences. Operation Exit is a partnership that includes the Mayor's Office, Youth Options Unlimited, the Boston Metropolitan District Building Trades Council, and the Boston Police Department.

While many apprenticeship readiness classes focus on women and people of color, Operation Exit specifically targets formerly incarcerated persons or those at risk of incarceration. The construction sector has traditionally been a source of jobs for those exiting prison. In 2014, Boston Mayor Marty Walsh created Operation Exit, which partners with programs in the construction, IT, and hospitality sectors for training and job placement. Building Pathways serves as a training partner for the construction segment of the program, and has gone through two cycles or classes of students to date. One graduate, Nathaniel Awan, is now an apprentice pipefitter. Awan discussed how he sees a future for his son and future generations of family members in this work. "When Naki [his son] is 18 and I'm a foreman, I can bring my son in, and then he can bring his son in...] have no margin for error, because it's bigger than me now."⁷²

Brian Doherty of the Boston Building Trades Council sees the value of Operation Exit in increasing diversity in the trades, reducing recidivism, and placing students on a career track. He noted that of the 30 Operation Exit graduates in the past two years, there has been only one case in which a graduate may have violated parole.⁷³ Harry Brett, business manager and secretary-treasurer of Plumbers and Gasfitters UA Local 12, spoke highly of the Operation Exit graduates in its apprenticeship program:

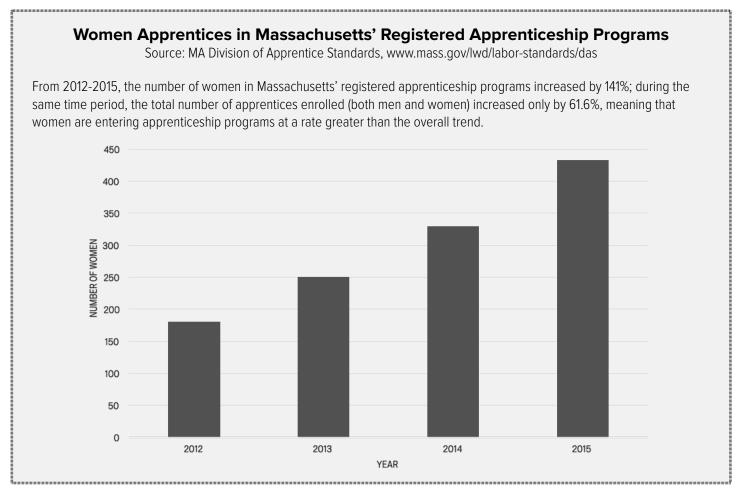
"The guy I got from Operation Exit is fantastic. I've seen him in here and he said to me, 'Harry, I won't let you down.' They love him over there."⁷⁴

Peter Gibbons is business manager of Sprinkler Fitters UA Local 550, a local union that accepts many Building Pathways graduates. Previous apprenticeship readiness programs had sent them graduates who were "destined for failure." He states that a critical element of Building Pathways is that it "forces everyone to get ready for work. You have to be in the classroom at 7 a.m. and the instructor is on you about being late. If you're late on a construction job, you're gone."⁶⁹

While Building Pathways incorporates construction math and "employability" skills, it also provides students with hands-on exposure to a wide range of trades in order to help them decide which direction to take upon graduation. According to executive director Mary Vogel, many students decide to pursue mechanical trades, as electricians, pipefitters, or sheet metal workers, the same trades that have struggled most with diversity. In their first eight "cycles" or classes, 84 percent of graduates were placed into registered apprenticeship programs, and of those, 64 percent went into the mechanical trades.⁷⁰

Of course, for these programs to succeed, it's critical that there are jobs for graduates to move into. Vogel says that, with billions of dollars invested in Boston-area construction projects in the coming years, she anticipates success in placing graduates. On the other hand, in Worcester, Massachusetts, Building Pathways only takes in 10 people per year in one cycle or class, given the slower construction market. As she noted, "You still want to have the pathway to build that diversity, but if they've got apprentices sitting on the bench, it doesn't make sense to create more unemployment."⁷¹

Adapting apprenticeship programs to increase diversity



To expand career opportunities for more women and people of color, it's not enough to simply create an apprenticeship readiness program. A number of unions in Boston have recognized that their apprenticeship programs also need to adapt. The New England Regional Council of Carpenters runs several initiatives to recruit more women into its apprenticeship program, largely through the persistence of business representative and organizer Liz Skidmore in pursuing reforms. When the union determined that they had women ready to start the program but in need of a job placement first, NERCC sent out letters notifying contractors of this available

labor pool. The union's Joint Apprenticeship Training Committee trustees recently voted to expedite interviews for women. Following the model that had already been adopted for veterans' expedited interviews, the trustees' decision means that both women and veterans can be interviewed as soon as the JATC receives their completed application, as opposed to waiting for the twice-a-year mass interviews, where they interview 500-600 applicants over three days.

Skidmore also helped establish a mentoring program for new members who are women and people of color: "We encourage the locals to have women and people of color on mentor committees. For every local that has recruited mentors, the [new member] is assigned a mentor when they start...If no one has told them what to do when you get laid off, we tell them what to do."

Several Boston unions are taking steps to ensure more diversity in their entering apprenticeship classes. According to William McLaughlin, president and business representative of the International Union of Operating Engineers Local 4, they accept a class of 20 apprentices every year, with a goal of taking approximately four women, four people of color, and four from the veterans' Helmets to Hardhats program. Several of its apprentices have come through Building Pathways.⁷⁵ Harry Brett, of the Plumbers Local 12, noted that their apprenticeship program sets aside direct entry slots for Building Pathways graduates. And other programs allow Building Pathways graduates to enter whenever they graduate, even if it is not the usual time of year for apprentices to enroll.⁷⁶ Stakeholders in the Vikings stadium equity plan created an employee assistance firm model to recruit women and people of color, and address the concerns of contractors and unions worried about meeting workforce goals. The stakeholders selected Summit Academy OIC as the EAF, and the firm's fees were based the number of people it recruited. Summit ended up recruiting only a small percentage of the overall women and minority workforce for the stadium; the rest came from local unions.⁷⁷

Nick Kor of HIRE Minnesota offered his assessment of what contributed to the unexpected source of recruitment:

"I think it did not pan out in the way we expected, but it helped in a way we didn't expect. The unions were saying they didn't have the workers to meet the 32 percent goal, so we said, 'We'll create this agency for us to provide those workers and bring them into the pipeline.' And it turned out that they had the workers and didn't need to use the EAF. But the EAF put pressure on the unions to find the workers, because [the Minnesota Sports Facility Authority] had to pay the EAF to use those workers."⁷⁸

As noted previously, the Minneapolis Building and Construction Trades Council had diversified its ranks well before the stadium was built. Some of this work involved a concerted effort by unions to broaden recruitment for their registered apprenticeship programs. According to IBEW Local 292 business representative Chris Kohn, one-quarter of the union's apprentices are women and/or people of color, a significant increase from five years ago.⁷⁹ Of course, this outreach can take many forms. What follows is a set of outreach strategies successfully used by apprenticeship programs and other stakeholders to recruit more women and people of color for the UMass Boston and Vikings stadium projects.

1. Targeting recruitment from low-income communities

One way the building trades have recruited more women and people of color is through government agencies and nonprofits that provide services for low-income and homeless individuals. Building Pathways has partnerships with the Boston Housing Authority, which supports its residents moving into sustainable careers. Tyrell Ellis, a Building Pathways graduate, heard about the apprenticeship program from a flyer hanging in the public housing project where he lived. Ellis was unemployed at the time, but is now able to support his three children through his apprenticeship with Sheet Metal Workers Local 17. Kelvyn Carrasquillo was living in a homeless shelter with his wife and baby when he heard about the LIUNA Local 223 apprenticeship program. He's now an apprentice and is working on the UMass utilities project with Bond Brothers:

*"It's been life-changing. Coming from Dorchester, I've been seeing my buddies go into selling drugs. But I like this work. I feel productive. I like to wake up and feel like I'm part of building the city."*⁸⁰

Jenaya Nelson also called her entrance into the trades a "life changer." She was 21 and a single mom when she heard about a program for women in the trades at a Boston welfare office. Now that she's a journeyperson with LIUNA Local 223, "I'm feeling very secure. Thanks to the union, I was able to get my own house after six months."⁸¹

2. Starting early with outreach to schools

Many interviewees found value in building relationships with a range of schools to diversify the trades—and not just vocational schools that explicitly train students for a career in the trades. Said Harry Brett of Plumbers Local 12:

"We're making an effort to get to the high schools to expose people to the trades. If my daughter went to college, it would cost \$100,000. If she was in Local 12, in five years, she'd make \$100,000 per year. People don't know about it."⁸²

To deepen connections with local schools, the Minneapolis Building and Construction Trades Council developed a program called Construct Tomorrow, a job fair that offers students hands-on time with a variety of trades.⁸³ It started as a high school program, and has since been adapted for middle school students. The Council has also developed a nine-week summer jobs program with two days at each union's training center intended to catch seniors "before they flounder."⁸⁴ Council President David Ybarra noted that after years of deliberate outreach, "representatives from the schools used to ask why we were participating in their job fairs. Now they ask, why aren't you here?"⁸⁵

NABTU encourages its member unions to engage in outreach to schools to recruit more women and people of color. Some schools in Los Angeles are now teaching an apprenticeship readiness curriculum they developed. Art Lujan also sees school outreach as a means of expanding job opportunities for apprentices, given the major capital improvements that school districts undertake. Lujan notes that more school districts and community colleges that offer apprenticeship readiness programs are also ensuring, through PLAs and other agreements, that their students have access to jobs on their construction projects. For instance, the Los Angeles Unified School District (LAUSD) established a pre-apprenticeship program called "We Build." As a result of the program, of the 96,052 people who worked LAUSD PLA projects almost 32 percent were apprentices, and 41.5 percent of the apprentices were first-year apprentices.⁸⁶

3. Advertising

While many stakeholders likely lack the resources to run television commercials, Summit Academy OIC has run ads about its construction readiness program. Several of our interviewees said that seeing the ad was a motivating factor in their decision to pursue a career in the trades. Darrien Scarver, an IBEW Local 292 apprentice, described seeing the commercial "over and over." He ended up enrolling in a Summit Academy electrical course. He calls his new line of work "a total upgrade. I would have done this 10 years ago had I known about it."⁸⁷ Levi Thao, a college graduate with a finance degree, saw the same Summit Academy commercial and signed up for the class. Thao began working on the stadium and apprenticing with Local 292 the week following graduation.⁸⁸

Amy Ware, an apprentice with LIUNA Local 563, has been married to a laborer with over 20 years of experience. Ironically, it wasn't until she saw a woman in a Summit Academy OIC commercial that she decided to sign up for the program. Before seeing the ad, it "hadn't occurred" to her that her husband's career was a potential career for herself.⁸⁹ Liz Skidmore of the New England Regional Council of Carpenters sees the value of signage on construction sites that states explicitly that the project is "actively seeking" women and people of color. Through PGTI's advocacy, the UMass Building Authority posted another 10 banners around its campuses with such language.

4. Utilizing more diverse social networks

One of the reasons that the construction trades has remained largely white is that recruitment has often come through social networks.⁹⁰ However, unions and contractors can tap into the social networks of existing tradespeople who are women, Black, Latino, Asian, and Native American, enabling unions and contractors to recruit from a more diverse pool. Many tradespeople we interviewed cited their friends and family as a means of recruitment:

- Jenaya Nelson helped her son's stepmother get into the trades. She went through Building Pathways and is now a fourthyear apprentice.
- Kelvyn Carrasquillo encouraged his friends to follow his lead, and two of them are in the process of joining his apprenticeship program.
- Janet Roche, a member of Elevator Operators Local 103, heard about a job at Otis Elevator through Nancy Perelle, another Local 103 operator, when she met Nancy in her previous job as a receptionist.

- Levi Thao encouraged Pheng Lor, a fellow member of the Hmong community, to join him at Summit Academy OIC and later at IBEW Local 292.
- In Boston, unions are creating materials in different languages and recruiting leaders of various immigrant communities to expand Asian membership.

5. Tracking walk-ons

The term "walk-ons" refers to people who come directly to the job site looking for work. For the Vikings stadium project, the general contractor, Mortenson, tracked women and people of color specifically recruited for the project, and found that nearly one-quarter of those 74 individuals were hired through the walk-on process.⁹¹ Establishing a strong process to identify, track, and communicate with walk-ons is an important component of recruitment.

Partnership for Working Families (PWF) recommends the designation of a jobs coordinator role, someone whose job it is to coordinate all the elements of a project's construction hiring and recruitment. According to Ben Beach, PWF's legal director, a jobs coordinator ideally is not the same person who manages compliance, as the coordinator role requires a different set of skills. "Having the jobs coordinator not perform enforcement is about skills," Beach said, "but it's also about the coordinator having a positive, supportive relationship with the contractors and the coordinator being someone they're eager to call; that's tough if the coordinator is also the enforcer."⁹²

Mukiya Baker-Gomez described the role that a staffer from the Walsh Brothers construction company played as jobs coordinator for the UMass Boston ISC building project:

"The construction management team put a specialist on the project. She was awesome. She had the customer service component that gave people the feeling that this was not crap. The follow-up she did on behalf of the project was phenomenal. We had a walk-on list that was exceptional. After a full-week period, we would follow up with everyone on the list, calling everyone. Did you get employed? Did you get a call? If not, why not? People just couldn't believe it. They felt really wanted."³³

Baker-Gomez feels that walk-on lists should be essentially citywide. She envisions a city-maintained database that people who are interested in trades can sign up for. The city can then vet the skill levels of those on the list. When projects arise where the unions cannot locate members to fulfill workforce goals, the union and contractor can tap into the database of skilled individuals who could join the project and move into the union.



CREATING CAREERS, NOT JUST JOBS



Programs to ensure that new people who came onto the UMass Boston and Vikings stadium projects remain in the trades are not yet deeply developed. This section outlines the need for more stakeholders to focus on retention as another component of creating careers in the trades for more women and people of color.

"If you don't have a retention piece in there, or if you don't have a piece about the workplace, you aren't developing careers."

-Joanne Hager, Minnesota Tradeswomen and journey member, LIUNA Local 563

The interviewees for this report agree that the purpose of the workforce goals for the UMass Boston and Vikings stadium projects is not to just create immediate jobs for women and people of color, but for those jobs to become lasting careers in the trades. Structurally, this occurs simply through the entrance of these populations into apprenticeship programs through their hiring onto the project. Once in an apprenticeship program, you can "earn while you learn," and acquire the skills needed to become a journeyperson with family-sustaining wages and benefits. However, not everyone who comes to a project through a workforce goal ends up staying on for the duration of a three- to five-year apprenticeship program. At the same time, women or minority journeypersons who get onto a project through a workforce goal may not find continuous work once the project is over. David Ybarra, president of the Minneapolis Building and Construction Trades Council, describes this problem:

"On the Target Field project [completed in 2009], we met workforce goals, but largely on the backs of the carpenters and laborers. We need to spread it around to all the crafts. This is why future retention is key. A lot of folks who were on the job to meet goals are nowhere to be found. If we don't create sustainable careers, we failed."⁹⁴

Ybarra's sentiment was echoed by most of the interviewees of the report—that retention was an important component of the work to open opportunities in the trades. What follows are six strategies for improving retention.

1. Addressing a hostile work climate

"I shouldn't have to put on a whole different face. I should be able to be myself."

—Gerald Jones, journey member, IBEW Local 292

The stories of hostile work environments and blatant sexism and racism by the tradespeople we interviewed were in some cases shocking. A Black man we interviewed (who wished to remain anonymous) encountered a noose at one job site and racist slurs in the bathroom of another facility.⁹⁵ This man's account of the daily feelings he encountered of not belonging was common among interviewees:

"I feel like I can't be myself. I can't embrace my culture. I can't listen to music I want to listen to on the site...I feel I can't be my free self. Like I can't give a hi-five instead of a handshake so nobody feels funny. I can't be my natural self. I have to live up to others' standards." This man's feelings were echoed by Gerald Jones, a journey electrician and member of IBEW Local 292 since 1999:

"I have to get up every morning and put on a whole other face on to get accepted. We're playing two people—one person at work, and one in our real lives...I shouldn't have to put on a whole different face. I should be able to be myself. I shouldn't have to be a code-switcher. Although, this is something people of color leaders deal with on a daily basis no matter what industry you're in."⁹⁶

While Jones agreed with having targeted workforce goals, he also feels they can exacerbate the hostile climate at work for beneficiaries of the programs. Jenaya Nelson, a journeyperson with LIUNA Local 223, echoes the sentiment that as a Black woman, she has to "work twice as hard" to demonstrate that she is capable of performing the work.⁹⁷ At the same time, she feels that over the past 10 years, the climate at job sites has improved, given that there are more women in general, and more Black women specifically.

The construction sector has long struggled with racism and sexism, as prior research has documented.⁹⁸ An Institute for Women's Policy Research (IWPR) tradeswoman survey reported that three in ten respondents report high levels of harassment, and more than one in ten experienced severe enough employment discrimination to make a formal charge to the Equal Employment Opportunity Commission."⁹⁹ Louis King, CEO of Summit Academy OIC, spells out why this discrimination should be cause for concern among contractors:

"If you've got your money at stake, and labor is a shortage, and we're competing against kids doing apps and software and web pages, then who wants to come be a grimy construction worker in a hairy-knuckle business that doesn't welcome you? That doesn't work all year? And you think you're all that?"

One of the ways that the climate of construction sites can be improved for women and people of color is simply to increase their numbers. According to the IWPR report, almost a quarter of all tradeswomen reported that there is never another woman with them on the job.¹⁰¹ Susan Moir of UMass Boston theorizes that a concerted effort to diversify the construction sector will markedly improve the climate.¹⁰² The tradespeople we interviewed who have worked on diverse sites, including at UMass and the Vikings stadium projects, bolstered Moir's argument. LeWanda Harper, a member of LIUNA Local 563, describes the feeling of working at the stadium:

"It's awesome. I've been on a lot of job sites. A lot of times I was the only African-American, and sometimes the only female... There's so many Black people [at the stadium]. I want to take a big picture. And everybody is making money.... It makes a difference with the work atmosphere. It makes the atmosphere a joyful place to be. You get more work done. Everybody is making money; we help each other out—even if it's not our trade. Working happy makes a difference. You can get a lot done."¹⁰³

Similarly, Tyrell Ellis, an African-American member of Sheet Metal Workers Local 17, noted that when he worked on more diverse job sites, "There is a different kind of feel to the job site. You start hearing different kinds of music. It makes me happy to see more people like me on the job site."¹⁰⁴

While recruiting more diverse tradespeople has, according to some of our interviewees, improved the climate, there are other steps that leaders can take to address the climate of the job site. Joanne Hager, a journey member of LIUNA Local 563, feels that while leaders in Minneapolis have developed strong "pipeline" programs to bring in new people, they've neglected to "address how to make our work sites more welcoming and inclusive to all."¹⁰⁵ She recommends communicating the equity goals to everyone working on a project, through a new hire orientation or training. She worked on the Vikings stadium project and only heard about the equity plan and intentions around diversity through her public participation in the stadium's Equity Oversight Committee meetings. While diversity trainings and other communications are a key element in improving the climate, which we will address in the next section, the stakeholders from Boston and Minneapolis that we interviewed have not yet implemented such programs.

One seemingly minor but significant accommodation that both UMass Boston and Vikings stadium projects made to enhance the job climate for women is to create safe and secure restrooms. Lesley Singer, a foreperson at Mortenson and member of LIUNA Local 563, spoke of the importance of accessible and clean satellites for women. While a women-only satellite was installed at the stadium, "you get on a smaller job, and you may have only one or two satellites—and it's not necessarily geared for women. So sometimes it's tough out there."¹⁰⁶ This is clearly an area worthy of attention in order to expand the number of women in the trades.

2. Developing support structures within and across unions

There is a distinctly important role that current members who are women and people of color can play in providing support. Nancy McMann, a 15-year member of the International Union of Elevator Constructors Local 4, is working on the General Academic Building project at UMass Boston. She described how she pushed her fellow women union members:

"When I came in, there were a lot of women who were just apprentices....When it was time to take my mechanics exam, there were three or four women who were eligible to take the exam but chose not to, who had already been there eight years more. And I said, 'Why?' They said they were just 'happy being helpers.' And I said, 'Don't you want to develop yourself and grow and become a mechanic?' Now they're all mechanics and they're all doing great because I prompted them to take it, and I gave them too much shit. If you're going to get in the field, get in the field."¹⁰⁷

For several unions we interviewed, there were formal committees for women, and in the case of IBEW Local 292, a chapter of the international union's Electrical Workers Minority Caucus. Liz Skidmore of the New England Regional Council of Carpenters is active in the women's committee at the Carpenters, Sisters in the Brotherhood, which has met monthly since 1998. They are involved in political action and community service, and have supported each other in developing leadership skills. As she



Lesley Singer, a foreperson and Laborers Local 563 member, in front of the Vikings stadium where she works

noted, "If we're only 2 percent, women are so isolated on the job, there's got to be a place for women to get together. A women's committee becomes the infrastructure for support, recruitment, retention, and leadership development."¹⁰⁸

We also participated in a meeting of Sisters in Solidarity (SIS), IBEW Local 292's women's committee. The racially and ethnically diverse group of apprentices and journey electricians volunteers together and encourages each other to attend local union membership meetings. As was clear from the meeting, talking about the challenges members face on job sites is an important function of the committee. One woman spoke about a challenge she had with a male apprentice she had to supervise as a new journeyperson, and the other meeting attendees helped her decide how to address the situation. The women also had an opportunity to talk about struggles with childcare and the isolation that comes from being one of the only women, or particularly women of color, on the job. Jennifer Gaspersich, IBEW Local 292 business representative, noted how the meetings have been an opportunity for her to connect with younger women members: "I went years without seeing another woman on the job site. It's refreshing to meet the next generation."¹⁰⁹

Gerald Jones is a leader of Local 292's Electrical Workers Minority Caucus (EWMC), as well as a delegate for the international union's 2016 convention. He spoke about the formation of the EWMC as a space providing women and people of color with greater representation and leadership roles within the union. Chapters from locals across the country convene once a year around Martin Luther King, Jr. Day. He described the role of their local chapter:

"We promote diversity and create leaders within the IBEW. We afford them with skill sets and teach them to be more involved with the union. We do a lot of volunteer work and there are also mentoring programs...The minority caucus is not just for minorities. We try to break barriers down—anyone who supports equality is welcome."¹⁰

In addition to participating in union affinity groups, tradeswomen in particular are finding means to connect across unions. Women Build Nations is an international gathering of union tradeswomen that began as a small gathering in California and grew to this year's largest-ever conference, where 1,500 attendees met for two days in Chicago.

We participated in the conference and as researchers, found it difficult to simply observe and inquire and not be touched by the energized and ebullient crowd of tradeswomen, most of whom work in isolation. In addition to networking and boosting their morale, attendees were offered opportunities to develop their skills and education in a wide range of subjects, including leadership development, community activism, and addressing racism on the job site.¹¹¹ The members of Local 292's SIS committee took advantage of the conference—sending 13 members together.

Several of our interviewees in Minneapolis and Boston referenced the Women Build Nations conferences as inspiration for their local work to connect tradeswomen. Kimberly Brinkman and Joanne Hager met at the conference in 2015, and reconnected later that year to form Minnesota Tradeswomen, in order to bring the voices of tradeswomen to stakeholder meetings. Through these gatherings, which created a platform for women in the construction industry to discuss industry-specific issues, the women continued to hone their activist skills. Brinkman and Hager expressed frustration with a lack of input during the development and implementation of the stadium's equity plan, and view it as one of the roles of Minnesota Tradeswomen to "bring that voice forward," as Brinkman described.¹¹²

LeWanda Harper, a journeyperson from LIUNA Local 563 who is working on the Vikings stadium, noted that her attendance at the 2015 Women Build Nations was a seminal experience for her:

"At the [WBN] conference, one of the things they teach us is solidarity. I wear my [union] button around, and I brought back stuff for all the women, telling them what I learned... All the women I met there, I never saw them before. But today, after that experience, we keep in touch... Ever since that conference, it made me a different kind of person. It was amazing. Just the solidarity. That's why I try to be involved in my union, because of what they did [sending her]."¹¹³

Harper plays a mentoring role at the stadium, taking aside younger people coming on to the project to give them guidance about succeeding: "We talk about credit. We talk about hanging out at nighttime. The company you keep. There are a lot of things that can bring you down."

The tradespeople we interviewed for this report are all union members, which gives us a limited idea of the experience of non-union tradeswomen and men. But it is worth noting that the structure of a union enables much of this support system, by connecting people across job sites, and having the resources to send people to conferences and sponsor activities of the groups.

Brian Doherty of the Boston Trades Council elaborates on the value of unions in this regard:

"Through the collective nature of unions, we are able to create mechanisms and structures to provide support for workers on and off the site. Workers have the ability to create relationships among other sisters and brothers facing the same challenges. We have created support groups, mentoring programs, women's committees, and other vehicles to support members facing job site isolation. Through unions we have the ability to collectively take on any situation, whether it's through energy, resources or combination of the two. Unions provide the extra support mechanisms workers need to maintain successful careers."¹¹⁴

3. Combating "checkerboarding"

To succeed in an apprenticeship program and move into a career as a journeyperson, it is critical to obtain on-the-job training and experience. When apprentices are bounced among many jobs or laid off for long periods, it is hard for them to advance their skills and careers. Unfortunately, contractors seeking to fulfill a targeted hiring goal will sometimes send women and people of color to jobs long enough to meet a goal, then send them on to the next site, providing little to no one-on-one training and support. This practice, according to Susan Moir of UMass Boston, was dubbed "checkerboarding" by Boston-area tradeswomen. She noted, "You need to develop a relationship with your foreman. Apprenticeship is 90 percent learning on the job. If you have a new partner every day, you won't learn."¹¹⁵

PGTI has worked to expose the problem of checkerboarding among contractors and unions in order to mitigate it. One idea raised in a recent meeting of stakeholders is to ensure that where there are targeted workforce goals, there is also an assurance that at least half of those women and/or people of color are journeypersons. In reflecting on this, Brian Doherty of the Boston Trades Council felt that a goal specifically for journey labor could eliminate the incentive for contractors "to just use up that workforce for how they need them versus allowing them to be successful career workers."¹¹⁶

There is also a role for unions to ensure that women and people of color are getting the focused training they need to advance and ultimately join a contractor's core crew. Doherty works with unions to push back against pressure from contractors to bounce people among jobs just to fulfill workforce goals.

4. Ensuring opportunities for career advancement

PGTI stakeholders identified another strategy for expanding the number of women in the trades: diversifying the core crews. These smaller groups of forepersons and journeypersons work for the same contractor and tend to follow that contractor from job to job. Susan Moir of UMass Boston described how she and other tradeswomen advocates made it clear that they did not want to meet workforce goals by laying off white men. Instead, PGTI decided as a group to focus on diversifying the core crews, which according to Moir, benefit women by offering more consistent employment, enabling them to gain more skills to advance their careers.¹¹⁷

Samantha Bond of Bond Brothers has pushed the firm's subcontractors to diversify their core crews, especially when the work slows down:

"For the last few months we've been hitting 9 to 10 percent for females. The number is slowly going up. Minority we're at 24 percent and it's been at 25 percent for the last few months. It's about being on top of subs and keeping their core crews diverse. At this time the work slows down and they start to eliminate crew members."¹¹⁸

Several women and people of color who have achieved the status of foreperson shared their experiences successfully adjusting to supervisory roles. Lesley Singer, a member of LIUNA Local 563, has been with Mortenson for eight years and was promoted to foreperson while working on the Vikings stadium project.

"I had to take over the position unexpectedly. There's been a lot of stuff to learn. When you work in the group I work, we're in charge of keeping the whole stadium clean...Sometimes people look at me [as a woman foreperson] like 'wait a minute.' But I get along with people pretty good. If there's an issue, I sit down and talk to them and figure it out."¹¹⁹

Nancy McCann of Elevator Constructors Local 4 offered her strategy when encountering men reluctant to take orders from a woman:

"Sometimes you get guys that don't want to work for a girl. But I say, 'This is our job. You and I are doing it together. I have seniority or a title, but you're as responsible as I am.' So what I'll do is I'll train them and they'll do three elevators and I'll do one. They do one and I say, 'Now I'll give you more responsibility.' And by the third one, I say 'You're in charge now.'"¹²⁰

Marisa Hourihan is a member of LIUNA Local 223 and foreperson at J. Derenzo Company, a subcontractor on the UMass Boston utilities project. After graduating from college, she sought a position with a construction company because she "couldn't do the cubicle thing." She spent eight years with a family-run construction company, then joined J. Derenzo on the UMass project. Within a year, she was able to move right into a journey position:

*"I enjoy it and enjoy learning something new every day...I came right at journey level. I took off and in six months, they made me foreman. I had my own crew."*¹²¹

When given an opportunity to advance his position working for the University of Minnesota, Gerald Jones also seized his moment:

"Throughout an eight-year time frame, I worked my butt off. I went from foreman to general foreman in two months. I can't say if it was to meet a goal. But once I got the opportunity, I took off and ran with it."¹²²

5. Strategies for addressing discrimination in job access

The union construction sector is one of the few industries where men and women are guaranteed to earn the same rate of pay based on their trade and experience level. Wendi Nelson, an electrician and member of IBEW Local 292, touted this benefit:

"I've heard about other fields where women aren't able to progress and move up the ladder and receive similar wages as men. But with the union, it's pretty fair across the board. Everybody who is a third-year student in the program, we all make the same income and benefits package."¹²³

While wage rates are the same regardless of gender, race, and ethnicity, tradespeople can still experience discrimination in the hiring and layoff processes. Through this discrimination, women and people of color may not accrue as many work hours as their white male counterparts, which has consequences for their total pay as well as their eligibility for health and retirement benefits. Not all of the tradespeople we interviewed claimed to have experienced outright discrimination on the basis of gender, race, or ethnicity. Discrimination in hiring and layoff can be difficult to identify and prove in a cyclical industry where seasonal layoffs are the norm. Despite being only the fourth journeywoman sprinkler fitter in Minnesota, Kimberly Brinkman of Minnesota Tradeswomen feels that she has been the victim of discrimination over the course of her career. She has been denied access to work over many years, leading to the eventual loss of her house. Since she began airing her complaints with her union, Sprinkler Fitters UA Local 417, she has noticed a recent increase in women at the local.¹²⁴

Given equal pay rates for union members, the best way to measure discrimination in job access is to look at total annual pay. Michael Johnson of the Minnesota Department of Human Rights is currently auditing contractors on state projects to screen for discrimination. In 2015, the department initiated more than 350 audits of state contractors, and it hopes to double that number in 2016. The department requires contractors with state contracts worth more than \$500,000 to maintain a certificate for equal pay for women, and the CEO must sign an affidavit that the company is in compliance with this requirement. Johnson describes the auditing process:

"We look at totals, analyze job groups, and make comparisons. If we find similarly situated men and women and there's a pay gap and we can't find explanation for it in documents, we ask for additional information like job descriptions for those individuals...So far with the equal pay audits, we've been able to come to agreements with contractors. We get them to agree to corrective action to avoid having their certificate revoked. If we revoke their certificate, they won't get paid from the state, they're not allowed to bid on state projects. Particularly with large contractors on multiple projects, it's in everyone's best interest to get them to come into compliance. We're not just looking for reasons to pull their certificate, then everyone's out of a job if the company shuts down."¹²⁵

Johnson's team of compliance officers also processes complaints of discrimination from individuals working on state-funded projects. Some complaints filed by workers on the Vikings stadium site led to audits. Yet as in other sectors, discrimination complaints in the construction sector can be met with lengthy delays or, as some interviewees noted, blacklisting among contractors. Brinkman of Minnesota Tradeswomen decided not to file a discrimination complaint after experiencing an incident on the job because of such delays. She and fellow advocate Joanne Hager organized private meetings of people working at the stadium who were concerned about incidents they felt were discriminatory.

6. Personal outreach by company leaders

Louis King, CEO of Summit Academy OIC, said that construction firm leaders should engage in direct outreach to women and people of color, to help them feel welcomed into the industry:

"You have people who come in with high skills and they aren't accepted into the organization. You have to find ways to integrate them into the social fiber of the organization. 'I'm the CEO of X construction firm...I make sure people see me with you. I make sure you're invited to the social events. Because you have to build trust with me because you know about the old system and assume that's how you'll be treated'...You have to demonstrate personal interest."¹²⁶

Johnson attests to the value of outreach by contractors, noting that someone he met at the stadium was there largely because of the personal call he received from a subcontractor, encouraging him to come work on the project. Kelvyn Carrasquillo, an apprentice with LIUNA Local 223 working on the UMass site, has appreciated the ongoing mentorship and support provided by his foreman and site superintendent: "So many people teach you—guys are always giving you advice."¹²⁷ His supervisors have been supportive and understanding when his wife, who has a chronic illness, needed him to leave work early to care for their child.

7. Amending union hiring hall practices

Sometimes a major barrier to finding work and staying in the trades for women and people of color is a lack of seniority. Historically, trades unions recruit for jobs based on order of seniority. In one response to the problem, IBEW Local 292 has a procedure for contractors to put out a job call specifically for a woman or minority electrician, without regard to seniority. Many of the tradeswomen we interviewed from the local took advantage of these calls.

Similarly, the four Boston locals of the New England Regional Council of Carpenters worked out an agreement with contractors to provide greater access to jobs for women, minorities, and Boston residents. There has long been a requirement that a contractor working on a project in a given region must hire 50 percent of its workforce from the local's hiring hall. The only exception had been if the local's business agent waived that requirement for workers with what is called "mobility" status, or three weeks working with the contractor over the previous five months. Without this status it was more difficult for workers to find jobs in another local's area. Yet since the new access agreement was established, a business agent for one of the four Boston Carpenters locals now can waive the mobility requirements for any currently employed woman, person of color, or Boston resident to access jobs with one of the four Boston Carpenters locals, as long as they are not displacing existing members of those locals who are women, people of color or residents. According to Liz Skidmore, this reform has increased job access for women and minority carpenters.

Another reform is unions creating a more open system for people to join. For example, Plumbers Local 12 holds weekly open interviews for non-union plumbers at their office in Dorchester, one of the more racially diverse neighborhoods of Boston. According to Harry Brett, they've interviewed over 400 plumbers through this process over the past two and half years, and have accepted about 150 of them.¹²⁹



THE WORK AHEAD



While interviewees were largely satisfied with the way the two projects were meeting or exceeding workforce goals, they also uniformly acknowledge that there is more work to be done to expand construction careers for women and people of color. We conclude this report with a review of recommendations interviewees shared for reaching success in the long run.

Creating the demand for jobs for targeted populations

The construction industry apprenticeship model only works well when there are jobs for apprentices to work on. Stakeholders in both Boston and Minneapolis agreed that without a strong demand for construction workers, it would have been hard to retain newly entering women and people of color. Of course, along with demand there must be union leaders and contractors committed to specific hiring goals. PLAs are essential to transforming construction jobs, slots, goals, and hires into actual opportunities for women and people of color to enter lifelong, family-sustaining careers.

Brian Doherty of the Boston Metropolitan District Building Trades Council underscored why PLAs are critical to diversifying the trades:

"Project Labor Agreements allow us to outline the larger societal benefits of a development project and how we can achieve those benefits, such as shared economic prosperity for the local community; fair wages, benefits and training for the workforce; and a collaborative space where all stakeholders can come to the same table to have a say on how we develop and redevelop our communities."¹³⁰

PLAs are only effective when union leadership is serious about opening opportunities for women and people of color. National building trades leaders like Brent Booker, secretary-treasurer of NABTU, described an increased commitment to diversity by union leaders:

"We're in a different culture and inclusion that hasn't been seen in the history of trades...For many years, we sat on opposite sides of the table. There was a building trades approach and a community approach. We have to fully partner with the community so we walk arm-in-arm with owners, developers, and elected officials."¹³¹

In rural Georgia, Southern Power Company and union leaders are committed to diversity in building the Plant Vogel nuclear power plan. The company tapped NABTU to create a pre-apprenticeship program to increase hiring of local residents. In partnership with the Augusta Building and Construction Trades Council and the Atlanta chapter of the Urban League, they are about one-third of the way to meeting their goal of training 150 students. The program, which has recruited 44 students thus far, is effectively recruiting women (41 percent) and people of color (82 percent)—with Black women comprising a significant percentage of the apprentices. With the success of the Plant Vogel program, NABTU and the Urban League are now partnering with project owners in Birmingham, Alabama, to build a pre-apprenticeship program.¹³² The effort will respond to increased demand for skilled tradespeople, and expand project owners' demand for a local and diverse workforce.

Liz Skidmore of the New England Regional Council of Carpenters sees how the efforts to diversify the trades are in the labor movement's own interest. When she helped build a pre-apprenticeship program in New Hampshire, NERCC had a team of five local

tradespeople traveling to unemployment offices, speaking to hundreds of newly unemployed people about the value of the union. She noted, "We've never had that kind of PR for unions in New Hampshire." Indeed, the diversity of the workforce can become labor's strategic advantage in encouraging owners to build under a PLA, in the same way that unions market the skills of their membership. Michael Johnson of the Minnesota Department of Human Rights thinks contractors with a diverse workforce are also at an advantage:

"[Diversity] can be a strategic advantage. As our population becomes more diverse, the top candidates are less likely to be white men. If you're limiting your workforce, you're limiting yourself to potential competitive advantage that your more diverse competition will be taking advantage of."¹³³

In addition to implementing project goals, owners can further motivate contractors to diversify their workforces by reforming the bidding process. Darlene Lombos, executive director of Community Labor United (CLU), an advocacy group that has sought to expand careers for communities of color in the Boston region, has engaged in reforming public bidding processes. Through a campaign with the International Union of Painters and Allied Trades, CLU was able to get the Boston school system to include in their request for proposals that contractors employ both journeypersons and apprentices, to ensure that there were more entry points for people of color. The change resulted in work for 50 youth of color.

Advocates could heed the advice of Mukiya Baker-Gomez, formerly of the Massachusetts Division of Capital Asset Management and Maintenance, who recommended that project owners use a grading system to evaluate contractors' performance on diversity: "If they don't meet a threshold they don't get considered anymore. People understand green."¹³⁴ As noted earlier, Bond Brothers and other general contractors are considering adding an evaluation of diversity in its bidding process, and advocates could push to make it part of public RFP processes.

Community-driven enforcement

The Minnesota Department of Human Rights is the rare office with several dedicated equity compliance officers for on-site enforcement. Few cities and states, let alone the federal government, have invested the staff time required to enforce workforce goals on publicly funded projects. With billions of dollars in construction happening in Boston, it's difficult for city staff to keep an eye on all projects to ensure they are meeting workforce goals. To address this limitation, advocates with the Boston Jobs Coalition are exploring a community-driven approach to enforcement. Melonie Griffiths of Massachusetts Jobs With Justice, a community-based organization that promotes workers' rights, said her organization is "putting together a proposal for members of the community to go on to jobs and do enforcement around monitoring and making sure standards are enforced...Just to have a role—'1'm a job site monitor for my city'—that's dope and powerful."¹³⁵ The Dorchester/Roxbury Labor Committee developed a flyer promoting community monitoring of construction projects (See Appendix A.2).

Chuck Turner, former Boston city councilmember and Boston Jobs Coalition member, agreed that deputizing community members to carry out enforcement of the Boston Residents Job Policy is a viable option. Through the group's conversations with Mayor Walsh's office, he has also raised the need for a citizens' review body that would monitor participation of residents, women, and people of color in apprenticeship programs. He explained that a trade-by-trade approach makes sense: "The Boston residency goal is 50 percent. If a union is consistently at 20 percent, our view is the commission would sit down with that union and work out a five-year plan for bringing workers of color into the union, and that plan would be reviewed and discussed publicly."

In Los Angeles, Lola Smallwood Cuevas, Executive Director of the Los Angeles Black Worker Center (BWC), has led the charge to create opportunities for Black workers in the construction industry. Without the advocacy efforts of the BWC, the workforce to build a light rail line between Los Angeles International Airport and Crenshaw might not have reflected the demographics of the neighborhood it was being built in -- a 71 percent Black neighborhood.¹³⁶ Instead, the project instead went from having almost no Black workers to having Black workers represent about 20% of the workforce on the project.¹³⁷ "Power mattered," Cuevas told recent a gathering in New York, underscoring the importance of organizing and mobilizing community support to achieve diversity goals.¹³⁸

Diversity training

Joanne Hager, as an active member of Minnesota Tradeswomen, was already familiar with the Vikings stadium equity plan by the time she began working on the project. However, she observed that her co-workers at the stadium likely knew very little about the plan and its goals:

"Why can I work at stadium for almost a year and go through three orientation processes and walk through the gate every day and not know that you have a diversity program? How about saying what this workplace is and what we will not tolerate?"¹³⁹

As noted in the previous section, those we interviewed concurred that while programs focused on retention are critical to diversifying the construction sector, there are few such programs in place. Yet many interviewees agreed mandatory diversity training for all levels of the workforce is essential for improving the climate on job sites. Such training would detail the expectations for people to treat each other with respect and refrain from behavior that is offensive. Mel Reeves of HIRE Minnesota describes the role training should play:

"It would make sense to have [diversity training] as part of orientation. The company sets the pace, and when they decide there are certain expectations, they tend to be fulfilled. People are not going to jeopardize their jobs. People will settle down and do what they need to do."⁴⁰

For such a training to be valuable, it "has to start at all levels and promoted from the top down," according to journey electrician Gerald Jones. He felt it should be "uncomfortable," and not simply a five-minute video.

Jenny Winkelaar of the Minneapolis Building and Construction Trades Council would like to see diversity training become as integrated into the workplace as safety training has become:

"I've had conversations with some large general contractors who are thinking of applying diversity as a topic like safety. Diversity is taking the same path. It was something no one cares about, and now it's an issue on the radar. I hope it transfers into the culture of the industry. I asked large general contractors on a pilot basis to implement a daily respect reminder. Reiterate it over and over. I didn't want to limit it to diversity. I'm approaching it about creating a respectful workplace for all. They are agreeable to that, and now we have to put that together as a toolbox."¹⁴¹

Elizabeth Campbell of Ryan Companies, the general contractor for the stadium ramp and parking project, says her firm will institute a training program to encourage retention of women and people of color. The training's focus will be on people such as foremen "who are up-and-coming, because they'll be managing that workforce." The pilot training will be an interactive, half-day training for 15 to 20 participants. This is similar to technical assistance models pioneered by Chicago Women in Trades, which incorporated a training into an existing project leader meeting about integrating women into the job site.

The Minnesota Department of Human Rights is also developing a diversity training program with a variety of stakeholders. According to compliance supervisor Michael Johnson, "I think [the training] has to be a collaboration for it to be most effective. Not everyone goes to the union trainings, not everyone goes to the industry groups, and not everyone is a state contractor who comes to our targeted trainings."¹⁴²

Training need not be limited to those working on a job site. Sugerman recommends training government compliance officers who are enforcing targeted workforce goals. "Training on inclusion and equal employment opportunity is also important for new workers entering the skilled trades," she said. NABTU's Tradeswomen Committee, working with models from Chicago Women in Trades, developed a module on gender diversity for the NABTU national pre-apprenticeship curriculum.¹⁴³

Mary Vogel of Building Pathways is also planning to integrate diversity into the group's apprenticeship readiness curriculum, and is exploring the best approach for their diverse group of students.

Leadership development

As noted in the previous section, many trades unions have affinity groups for women and people of color. This is an important component of retention—offering opportunities for mentoring and support among union members. Additionally, groups like SIS at IBEW Local 292 encourage their members to be active in the union. Yet these groups are not a replacement for leadership development programs, which encourage and train women and people of color to run for leadership positions within their unions.

Community Labor United is using its close ties with the Boston labor movement to support the leadership development of tradespeople of color. They have encouraged the growth and participation of tradespeople in the AFL-CIO constituency groups: the Asian Pacific American Labor Alliance (APALA), the A. Philip Randolph Institute (APRI), and the Labor Council for Latin American Advancement (LCLAA). Additionally,

they are working to support the leadership of people of color within all unions in the AFL-CIO, as well as to strengthen relationships with community organizations. CLU executive director Darlene Lombos described their work in this area:

"CLU is building out [APALA, LCLAA, and APRI] to diversify and support leadership within unions, and to build a more pro-union atmosphere within communities of color. And for the trades, which are a very small percent Asian, we're looking to use APALA to increase Asians in trades and to increase the leadership of Asians within in their own unions...We use campaigns to do leadership development and political education. We could not take on this work now were it not for the campaigns we ran before."¹⁴⁴

Melonie Griffiths, Massachusetts Jobs With Justice organizing director and a leader in the largely Black neighborhood of Roxbury, has seen family members in the trades experience racism. Yet she has also seen a renewed commitment to diversity by some of the trades' leadership in Boston, including Brian Doherty. She wants to facilitate more honest dialogue about race in the trades:

"No one is denying that things have gone wrong in the past, but let's stop bickering about it and move forward...I want to help us have the hard conversations we have to have around how things play out. I don't think that the conversation about lack of Black and brown leadership in the trades should only be a Black and brown conversation. I think it's more important for white folks from the trades, that don't agree, to be in the room rather than people that totally get it....There's something about the way things function in the brotherhood that requires change from the top."¹⁴⁵

Childcare that accommodates construction hours

"There should be a day care center for women in this business."

–Jenaya Nelson, journey member, LIUNA Local 223

Another component that's critical to expanding the number of women in the trades is addressing childcare. One study found that "lack of childcare is cited as a reason women have to turn down jobs, or show up late to work and has been used as a reason not to hire women."¹⁴⁶ For tradeswomen like Jenaya Nelson, member of LIUNA Local 223, juggling work and family has been a hurdle for her career in the trades:

"Having kids very young who are not in school is the biggest challenge. No childcare starts that early. I had home day care and I paid [the caregiver] an extra \$100 to watch them an hour early. Day care is the biggest challenge with women in the trades...Being active in the union is a big challenge, especially for single mothers...Women talk about it all the time, there should be a daycare center for women in this business. There are enough of us now."⁴⁷

The early hours are a roadblock for parents of young children. Additionally, unscheduled overtime can make the hours unpredictable. Brian Doherty of the Boston Trades Council and Liz Skidmore of the New England Regional Council of Carpenters are both exploring solutions to this problem, having conversations with Mayor Marty Walsh's office and with major contractors in the city. According to Doherty, much of the construction happening in the city is in a small area, so that a childcare center with early hours could fulfill the need for multiple project sites. PGTI, the Carpenters, Building Pathways, and area childcare providers are also looking at linking childcare with their members' training centers. After decades of pushing to address this issue, Skidmore finally sees more stakeholders ready to act: "This problem is not fully solvable on an individual level."¹⁴⁸

CLU is undertaking a pilot childcare program in connection with Building Pathways, PGTI, Brookview House, which works with homeless women in Boston, and BEST Corp., the training program for members of Unite Here Local 26, a union of hospitality employees.¹⁴⁹ The program is aimed at providing care for people with non-traditional hours. Part of the program would be through a childcare center model, and part of it would function as an informal, in-home model of childcare in Dorchester. Their program not only focuses on quality, accessible care for tradespeople, but ensures good job standards for childcare providers by working with their union, SEIU Local 509. There would also be a lower cost care option for apprentices, many of whom are single mothers.



CONCLUSION

There are demographic forces that will continue to impact the construction sector. An older white male population of tradespeople is expected to retire in droves, and the increasing population of people of color in the United States, along with women, will inevitably fill many of these slots. Yet demography is not destiny—the industry must be proactive to diversify. In tight labor markets, women and people of color may not give a second thought to considering a career in construction. It may prove to be a difficult transition into a career that is not only physically demanding but also has a history of being extremely unwelcoming and closed to women and people of color. Overcoming these impediments is possible if the sector opens its doors resulting in women and people of color entering an advanced training program and earning the satisfaction of a wage scale that provides a fair return on their work.

This report offers a wealth of ideas for those engaged in efforts to expand family-supporting careers in the trades for women and people of color. The UMass Boston and Vikings stadium projects illustrate the importance of having tradespeople, community activists, government staff, union leaders, and contractors in continuous communication and collaboration to achieve a shared vision. The work did not end after the establishment of workforce goals but continues as stakeholders refine workforce tracking systems, visit high school career fairs, and develop training programs to improve the work environment. And as the transformative stories of tradespeople like Jenaya Nelson, Darrien Scarver, LeWanda Harper, and countless others reveal, the investment needed to reach the vision is a worthwhile one.

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Several of our interviewees cited the *Construction Careers Handbook*, created by Partnership for Working Families, as an important source of information for their work.¹⁵⁰

For more information about this report, contact Jobs With Justice Education Fund

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APPENDICES

Appendix A.1 Questions asked during Contract Compliance Workforce Audits

- 1. Please provide a copy of the company's Document Retention Policy.
- 2. Please provide a copy of the company's employment application(s), including any online application(s) used.
- 3. Please provide a copy of the analysis, by the company or retained third party, concerning the effectiveness of the company's equal employment opportunities.
- 4. Please provide a copy of external job advertisements used over the last six (6) months.
- 5. If the company requests job applicants to submit to a criminal background check, please provide the following information:
 - a. Identify the job titles for which criminal background history is sought from job candidates.
 - b. Please provide all documents that discuss how the company determines which crimes for the above-identified job positions are an absolute bar to employment.
 - c. Please provide all documents that discuss how the company evaluates criminal background history of job applicants.
 - d. Please provide all documents that the company provides to job applicants concerning criminal background history.
 - e. Please provide all training material provided to employees on how to implement the company's Criminal Background Check Policy.
 - f. Identify the employees who participate in or who are responsible for implementing the company's Criminal Background Check Policy.
- 6. Please provide a copy of all training materials concerning the hiring process, which are provided to individuals who interview potential job candidates.
- 7. Please provide a copy of all internal documents concerning or related to the company's last three (3) age discrimination investigations.
- 8. Please provide a copy of all internal documents concerning or related to the company's last three (3) sex discrimination or sexual harassment investigations.
- 9. Please provide a copy of all internal documents concerning or related to the company's last three (3) sex race or ethnicity discrimination investigations.
- 10. Identify all individuals who have requested a reasonable accommodation within the past three (3) years.
- 11. Please provide a copy of all internal documents concerning or related to the denial of the company's last three (3) reasonable accommodation requests.
- 12. Please identify all individuals who have been hired within the last year and the job positions for which they were hired. Please provide a copy of the job description for each of the individuals identified.
- 13. Please provide a copy of all documentation concerning or related to the company's last three (3) hiring decisions. This information should include but does not need to be limited to interview questions, emails, notes, evaluation information, and resumes of candidates. This request does not seek information about candidates who were not considered for interview.
- 14. Please provide a copy of all correspondence that the company has sent to the Minnesota Department of Employment and Economic Development during the last 12-month period requesting referrals of qualified individuals with disabilities.

- 15. If the company uses a temporary staffing agency, please identify the staffing agency and provide a copy of the most recent agreement with the staffing agency.
- 16. Please identify and provide documentation concerning individuals and referral organizations that the company partners with to recruit employees such as training programs, community agencies, community leaders, secondary schools, and colleges.
- 17. Please identify and provide a copy of documentation concerning all apprentice or internship programs or opportunities that exist within the company.
- 18. Please provide a copy of all documents sent from the Chief Executive Officer, President, or senior management officials expressing support of commitment to create equal employment opportunities within the last 12 months.
- 19. Please provide a copy of all documents sent from managers, with responsibilities for hiring decisions, to the Human Resources Department documenting the efforts of the company to create equal employment opportunities within the last 12 months.
- 20. Please provide a copy of documents sent from the Human Resources Department to the company's senior management relating to or concerning the company's progress in implementing its Affirmative Action plan within the last year.

Appendix A.2

Time to get Involved! Community Monitoring of BRJP Hiring Standards: 4th Rev: 8/16

Who: Concerned residents affected by neighborhood construction that will result in gentrification or for other compelling reasons. When: Get involved in planning meetings as early as possible with as much information as possible about the project developer/City role. Try to attend zoning (variance) meetings where you have some leverage/also any Impact Advisory Group (IAG) or community meetings. Press your city councillor's office for early project notification, information – including about selection of GC/CM. Don't get shut out. What: Unless you have a lot of resources, chose a project for resident/diversity oversight carefully: is it important for the area where located/will it set an important precedent? How: Gain access to any compliance meetings by asking (demand if necessary) to attend or via your city councillor or other city official. If no such meetings are set up, press for them to be instituted on a regular basis with identified compliance officers for all major players. Insist on written reports so data can be reviewed and verified. If possible, form or outreach to existing neighborhood group(s). To build more pressure, use varied media/direct action. What: Plan for a bottom line of at least city BRJP minimums – resident: 50%, workers of color: 25%, female: 10% with preference for new goals. For a majority-minority city such as Boston – resident: 51%, workers of color: 51%, female: 20%. Look carefully at walk-on procedures/pipeline issues. Press for meetings with representatives of all players at the table to work out hiring issues including written minutes with outcome expected and timeline necessary. Also insist on corrective action and sanctions if non-compliant situation not immediately remedied.

Dorchester/Roxbury Labor Committee in conjunction with the Boston Jobs Coalition

For more information (DRLC has a longer set of "Best Practices") &/or to give feedback on present projects please email Janet Jones at jsjonesie@aol.com



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