

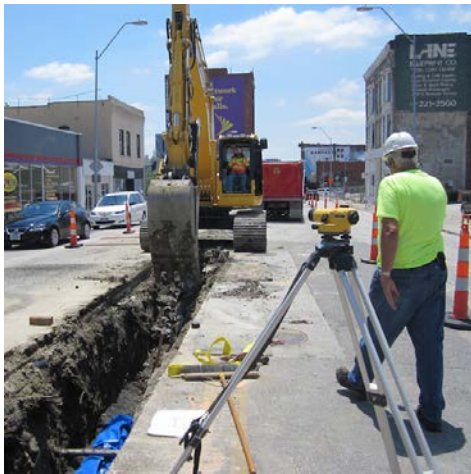


*Market research · Policy analysis  
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100 Fillmore Street, 5<sup>th</sup> Floor  
Denver CO 80206

[www.keenindependent.com](http://www.keenindependent.com)

## **2019 CITY OF KANSAS CITY CONSTRUCTION WORKFORCE DISPARITY STUDY**



**Prepared for:**

City of Kansas City, Missouri  
414 E. 12th Street, 4th Floor  
Kansas City MO 64106

**Prepared by:**

Keen Independent Research LLC  
100 Fillmore Street, 5th Floor  
Denver CO 80206

701 N. 1st Street  
Phoenix AZ 85004  
[dkeen@keenindependent.com](mailto:dkeen@keenindependent.com)

**Final Report  
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# **KANSAS CITY CONSTRUCTION WORKFORCE DISPARITY STUDY.**

## **Summary Report**

Many cities throughout the country promote local hiring of labor on major construction projects and encourage opportunities for workers who are people of color and women. For example, some cities have programs including goals for hours of work for local residents and minority and female workers on city contracts. Other cities go further to encourage such opportunities on any project that has city financial participation, including those that are indirectly tax-supported.

The City of Kansas City, Missouri (KCMO) seeks to encourage opportunities for local residents to work on city construction contracts, and to ensure that there is a level playing field for people of color and women to obtain construction jobs in Kansas City. These requirements go beyond contracts to perform construction for the City to include projects that receive tax abatement or re-imbusement that meet the workforce reporting requirement (“statutory agency projects”). The City currently operates a hiring goals program to meet these objectives. The City also partners with other groups to promote workforce preparedness and other efforts that support recruitment and training of residents, minorities and women on construction contracts.

It is opportune for the City to evaluate the tools it has available to achieve its goals, and their legal defensibility, especially when place of residence of workers and their race and gender are involved. Although the current City ordinance states that it does not require contractors to take race and gender into account when making hiring decisions, contractors face penalties if they do not make a good faith effort to meet race- and gender-based goals. Any program that gives preference to a person based on their race, gender or the jurisdiction of their residence may face legal challenges. In addition, the City’s current program might not be fully meeting its objectives.

Keen Independent Research led a team to prepare information for the City to choose how it might best meet its objectives for equity in hiring on future City construction contracts. The study team included Rosales Law Partners LLP in San Francisco and local team members Parson + Associates and LMG Professional Services. The team conducted the research in 2018 and presented results in early 2019.

### **Summary of Key Questions and Results**

The study team summarized results around the eight questions shown in Figure 1 on the following page. The balance of this Summary Report explains results in more detail. Also included are six appendices that provide supporting information, starting with Appendix A — Definition of Terms.

Figure 1.  
Summary of key questions and study results

Key question	Summary of results
1. Should City be concerned about participation of minority, female and city resident workers in its construction contracts?	Yes, the City is committed to inclusion: - Righting an injustice; - Improving economic conditions; - Contributing to a sound tax base.
2. What has City done to address any inequities?	Work hour goals for minorities (10%) and women (2%) for: - Prime and subcontractors (combined) on a City contract; - Hours for prime company-wide for Metro Area. Penalties for primes if goals not met. Easy to show good faith efforts, especially if union contractor. Goals for city residents not currently used.
3. If City wanted to do more to address any inequities, what are the constraints the City would face?	Legal constraints on programs that give preferences based on: - Race; - Gender; - Residence within a particular state. State law prohibits city project labor agreements.
4. What have other U.S. cities and counties done to address inequities in their communities?	Various approaches to work hour goals: - Minorities, women and local residents; - Targeted workers; - Residents of disadvantaged neighborhoods. Also encourage apprentice hours on projects.
5. What is current participation of minorities, women and city residents in City-related construction contracts? (May 2015-April 2018 work hours)	21.0% people of color; 3.5% women; 9.3% city residents. Higher for apprentice work hours. Lower for primes' company-wide hours.
6. Is participation equitable?	
People of color	Disparity for City projects. Disparities for Metro Area construction trades for African Americans, Asian Americans and Native Americans.
Women	No disparity for City projects. Disparities for Metro Area construction trades.
City residents	Disparity for City projects.
7. What are some of the reasons any inequities occur?	Evidence that race and gender discrimination affects opportunities in construction.
8. What might City consider for the future?	a. Goals for workers from disadvantaged neighborhoods instead of race-conscious goals. b. Company-wide goals to include large subcontractors. c. Project goals that include minimums for apprentice hours. d. More collaboration with unions, non-union groups and schools. e. Expanded program administration.

## Results

The study team presents results for each of the key questions addressed in this study.

### **1. Should the City of Kansas City, Missouri be concerned about the participation of minorities, women and city residents in City-related construction contracts? What are the benefits of addressing any inequities or underrepresentation of these groups?**

Yes, the City should be concerned about the participation of people of color and women in City-related construction contracts. And, local residents and businesses benefit when there is full opportunity for employment in the construction industry, including participation on City-related contracts.

**Need for concern.** The City of Kansas City is committed to inclusion as a founding principle. It also injects public funds into the local construction industry, which may either reinforce the effects of discrimination if present in the industry or help to remedy the effects of any past discrimination.

- The founding principles in the Preamble to its City Charter discuss respecting and including the contributions of all toward the City’s vitality. The Preamble also includes advancing economic prosperity for all.
- There are also financial reasons for the City to be concerned about equitable opportunities for all in the construction industry. The vision for the City outlined in the Preamble includes encouraging a sustainable tax base.
- Without action, it is possible that City tax dollars reinforce and help to perpetuate a discriminatory industry. Courts have held that a local government can act to ensure that it is not a passive participant in a discriminatory marketplace.<sup>1</sup>

**Benefits to eliminating inequities.** Benefits from addressing any inequities include addressing what some perceive as an injustice, improving economic conditions within the city and strengthening its tax base.

**Righting an injustice.** The City reports that staff are contacted by local taxpayers who observe people employed on City construction projects in their neighborhoods and ask, “Why are there no people who look like me working on this project?” Some local residents perceive a lack of fairness that the entire community pays taxes toward these construction contracts, yet the opportunities to earn a paycheck working on the projects do not seem to be equitably distributed.

**Improving economic conditions.** Reducing unemployment and increasing incomes benefit individuals, families, neighborhoods and the city as a whole. There is substantial evidence that city residents are underemployed and underpaid compared with other residents of the Kansas City metropolitan area. Figure 2 summarizes these results.

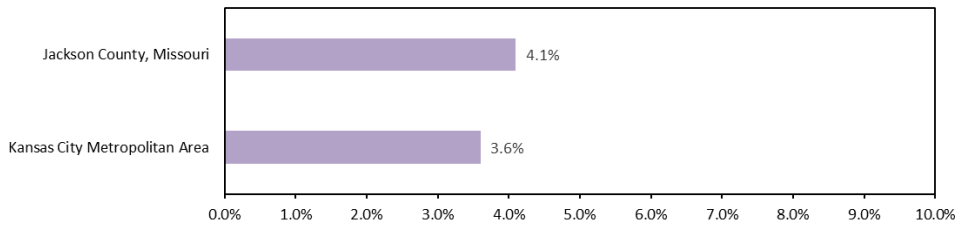
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<sup>1</sup> The U.S. Supreme Court, in *City of Richmond v. Croson*, stated that “It is beyond dispute that any public entity, state or federal, has a compelling interest in assuring that public dollars, drawn from the tax contributions of all citizens, do not serve to finance the evil of private prejudice.” *City of Richmond v. J.A. Croson Co.*, 488 U.S. 469 at 492 (1989).

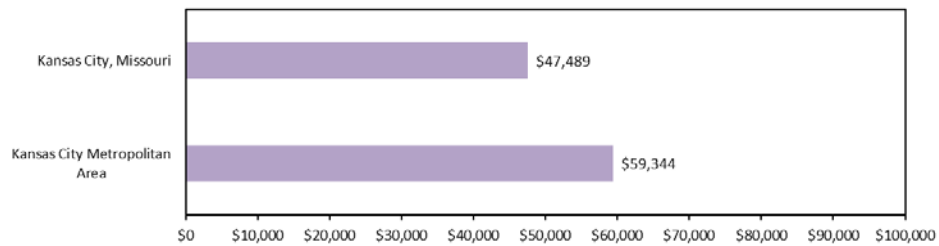
Figure 2.

Economic conditions in City of Kansas City, Missouri compared with Kansas City Metropolitan Area

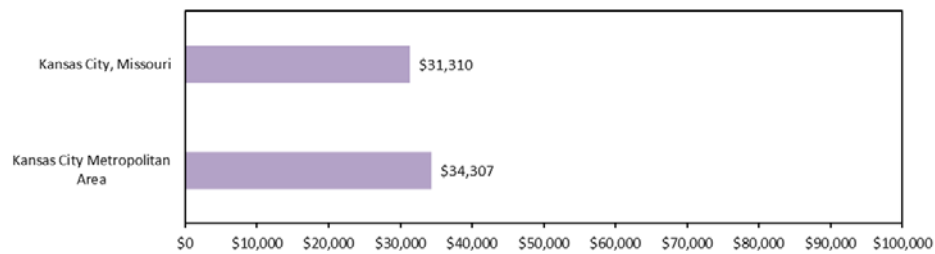
Unemployment rate, 2018 (Missouri Department of Economic Development)



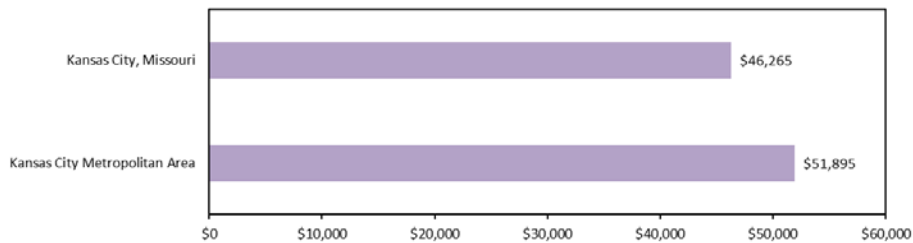
Median household income, 2012-2016 (Census Bureau, American Community Survey)



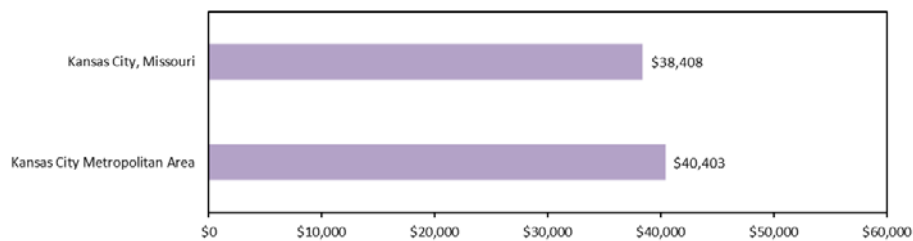
Median earnings, 2012-2016 (U.S. Census Bureau, American Community Survey)



Median earnings for male full-time workers, 2012-2016 (Census Bureau, American Community Survey)



Median earnings for female full-time workers, 2012-2016 (Census Bureau, American Community Survey)



There may be many factors behind the disparity in earnings and other economic indicators for Kansas City, Missouri, but one may be the relatively low employment of city residents in the construction industry. For 2012 through 2016, 4.9 percent of the employed civilian population in the city worked in the construction industry, considerably lower than the 6.1 percent found for the metropolitan area. If more jobs and work hours in well-paying trades were available to city residents, there might be lower unemployment, higher skill levels and greater earnings for people living within the city. This would strengthen local neighborhoods and community-focused businesses.

**Contributing to a sound tax base.** The potential improvements to economic conditions discussed above would also strengthen the City’s sources of tax revenue, as explained below.

The City has a budget of \$1.7 billion for the 2018-2019 tax year, including the Water and Sewer and Aviation business units. Excluding those functions, the City has an overall annual budget of about \$1.1 billion. Many different sources of revenue pay for municipal services; the five sources discussed below account for most municipal revenue.

- Earnings taxes on local residents, other people who work at businesses located in the city, and businesses within the city are expected to generate \$259 million in revenue for the 2018-2019 budget year. The tax rate on individual earnings was 1 percent for the 2018-2019 tax year. According to the City’s 2018-2019 budget, taxes on individuals accounts for 84 percent of total earnings taxes. About one-half comes from local residents.<sup>2</sup>
- City sales taxes paid on retail sales within city limits represent \$248 million of projected revenue in the 2018-2019 budget. The city sales tax rate is 3 percent after totaling the sales taxes for specific purposes.
- About \$140 million of the City’s 2018-2019 budget comes from property taxes on residential and commercial property within the city.
- The City has a tax on utility sales to residential customers and commercial customers in the city, representing \$113 million of the 2018-2019 budget revenue.
- Convention and tourism taxes are projected to bring in \$56 million in revenue for the City’s 2018-2019 budget, which includes a 2 percent tax on restaurants.

As shown in Figure 3, an increase in the number of jobs, work hours for city residents, and skills and wage levels for city residents would have positive impacts on KCMO tax revenue. As local residents spend the additional money they earn from more jobs, work hours, and higher pay, local businesses would benefit. Local residents working in other industries might then see more jobs, work hours and pay. These “multiplier effects” of additional spending through a local economy can reach many sectors of the economy that are not directly related to construction.<sup>3</sup>

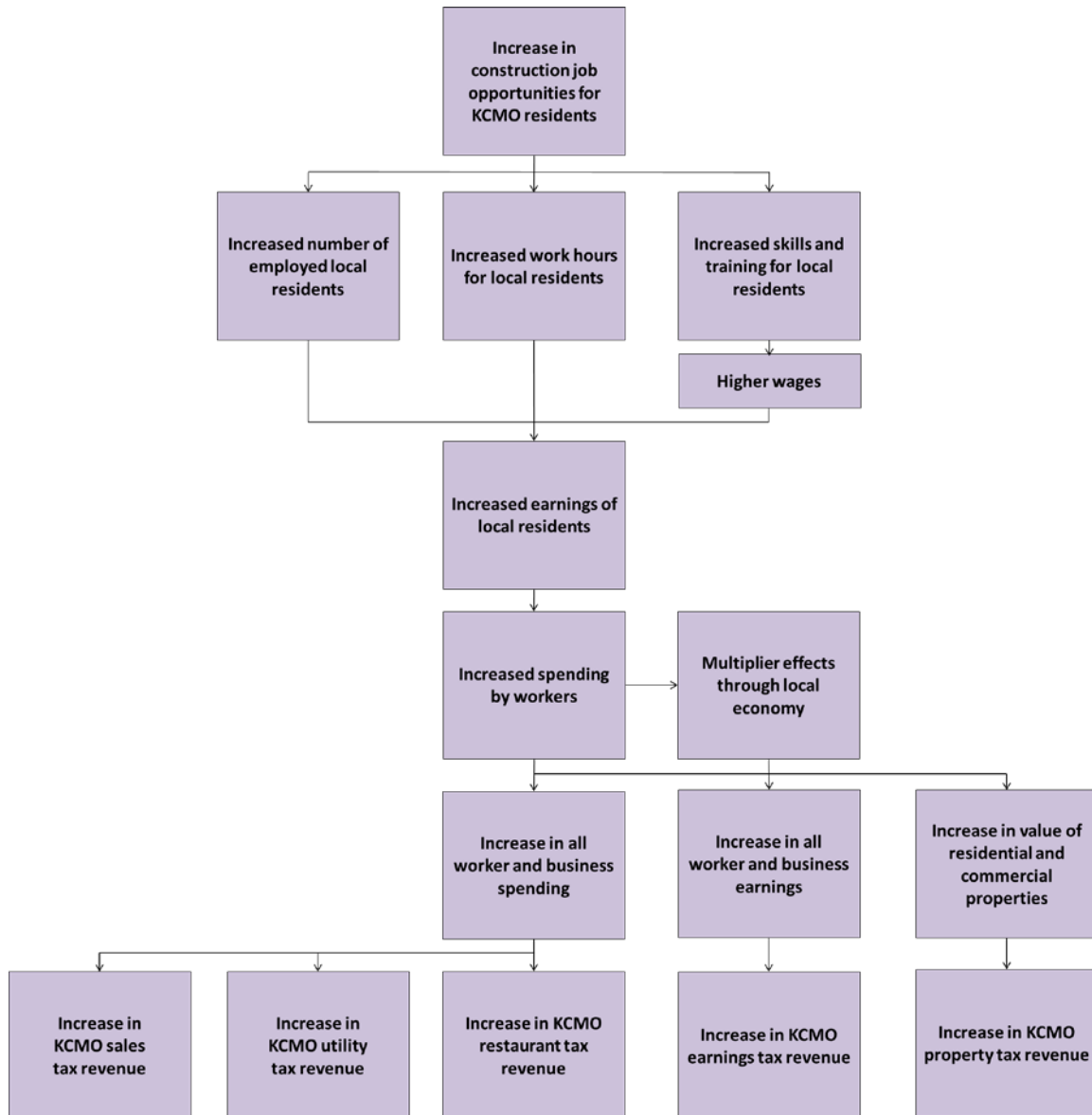
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<sup>2</sup> City of Kansas City, Missouri 2018-2019 Budget.

<sup>3</sup> Potential increases in tax revenues are somewhat reduced by factors related to taxes on non-local residents. For example, because the City has an earnings tax on non-residents who work at businesses located within KCMO, less employment of non-city residents might offset some of the tax revenue increase from more employment of City residents.



Figure 2.  
Relationship between an increase in construction jobs for KCMO residents and City tax revenue



Source: Keen Independent analysis of KCMO 2018-2019 Budget.

The bottom portion of Figure 3 demonstrates the increases in worker and business spending, worker and business earnings and local property values can result in increases in each of the five major sources of City revenue. Although quantifying the total increase in economic activity and tax revenue from more and better jobs for city residents was outside the scope of this study, the linkage between increases in local resident earnings and increased tax revenue is clear.<sup>4</sup>

<sup>4</sup> Note that the general discussion of increased revenues might lead to lower tax rates rather than a larger municipal budget, which could benefit all taxpayers.

In addition, increases in jobs, wages and the number of local residents with health insurance coverage would reduce demand for health and police services, which account for \$314 million of the City's \$1.1 billion budget (excluding Water and Sewer and Aviation).

## **2. What has the City done to address any inequities in the participation of minorities, women and city residents? What has been the impact of these efforts?**

The City of Kansas City's current workforce ordinance (Ordinance No. 130275, Div. II, Sections 3-501 through 3-527, Code of Ordinances) was passed in April 2013, replacing an enacted in 2007. Through the ordinance, the City seeks to increase retention, training and recruitment of city residents, minorities and women on City construction contracts and in the broader industry. The ordinance applies to City-awarded contracts and projects that receive City tax abatements, tax increment financing or reimbursements that meet the size requirement described below. This report refers to the combination of City-awarded and City-assisted contracts as "City-related."

**Three sets of goals.** The City applies goals to work hours for minorities and for women for the following:

- Hours for prime contractor employees on a City contract;
- Hours for combined subcontractor employees on a City contract; and
- Hours for the prime contractor for its employees for all of its projects within the Kansas City metropolitan area (whether or not they are City-related).

African Americans, Hispanic Americans, Asian Americans and Native Americans are included in the definition of minorities.

The City assesses whether each of these goals is met on a quarterly basis during performance of a contract and at the close of the project. Goals can be waived by the City or the Construction Workforce Board.

The City's ordinance sets goals for representation of minorities and women in the construction labor hours performed on City-related construction projects. At the time of this report, goals were 10 percent of total work hours to be performed by minorities and 2 percent of work hours to be performed by women (same goals on each project). Participation of city residents is also tracked, although contractors do not need to meet a specific goal.

**Meeting goals or making good faith efforts to do so.** There are different avenues for a contractor to show that it made a good faith effort to meet a goal.

A union contractor must submit formal notice to each labor union representing crafts to be employed by the contractor that the union makes efforts to promote the utilization of residents of the city, minorities and women in the workforce (including making lists of city residents, minorities and women available to the contractor). There are other good faith efforts measures, as described in Appendix B of this report. Interviewees indicated that union contractors can show good faith efforts by simply demonstrating that they made requests for labor from union halls and that no people of color or female workers were sent by the union.

Contractors that are not signatories to a collective bargaining agreement with organized labor can show good faith efforts to meet a goal by requesting assistance from the City, advertising the job opportunities and other means (see Appendix B). City staff indicated that that, in recent years, no non-union contractor has not met the goals and had to show that it made good faith efforts to do so.

**Penalties.** If any one of those goals is not met, and the prime contractor cannot demonstrate that it made good faith efforts to meet the goals pertaining to its firm or for its subcontractors to meet the combined subcontractor goal, the City may penalize the prime contractor. Penalties may include requirements to attend mandatory training, assessment of liquidated damages and suspension of the contractor from bidding on City construction contracts as a prime or subcontractor for up to six months.

**City efforts to recruit existing construction workforce.** Under the ordinance, the City is to partner with labor unions, community-based organizations and employment referral programs to encourage employment of city residents, minorities and women in its construction contracts and within the metropolitan area. The City works with other groups to promote workforce preparedness, apprenticeship programs and other efforts that support recruitment and training of residents, minorities and women on construction contracts. The City's program also has a complaint process for anyone working under the program.

The City asks contractors to encourage local hiring through efforts such as a First Source program for local resident hiring.

### **3. If the City wanted to do more to address any inequities, what are the constraints the City would face?**

Many cities throughout the country, including KCMO, use an assortment of tools to promote hiring of minorities and women and promote local hiring of labor on major construction projects. However, public agency programs that target workers on the basis of race, gender or residence within a particular jurisdiction can be subject to legal challenge.

The specific types of constitutional challenges and legal standards for review differ for race- and gender-conscious programs and local hire programs, as explained below.

**Race-conscious programs.** The U.S. Supreme Court determined that public programs that use race-based classifications must meet the "strict scrutiny" standard of legal review. Strict scrutiny is the level of judicial review that is most difficult to satisfy.

For a government remedy to meet strict scrutiny, a state or local government must show:

1. Based on evidence, that there is a *compelling governmental interest* in remedying specific past identified discrimination or its present effects; and
2. That the program is *narrowly tailored* to achieve the goal of remedying the identified discrimination.

**Gender-conscious programs.** Government programs based on gender are subject to intermediate scrutiny (this varies by region of the country, however). As with strict scrutiny, a government agency must have evidence of need for the program and evidence that the program is appropriately designed and implemented.

Under this standard, the government must show that the gender-based classification serves an “important governmental objective,” which is something less than the “strong basis in evidence” required to defend a race-conscious program. Intermediate scrutiny also requires that the government agency’s program is “substantially related” to the achievement of the underlying objective. In sum, gender-based programs are somewhat more easily defended than race-conscious programs.

**Local hire programs.** Although KCMO’s CEP does not include local hiring goals, it empowers all local agencies with the authority to issue tax increment financing or grant tax abatement to adopt policies to increase the recruitment of residents.

The Privileges and Immunities Clause, Article IV, Section 2, of the United States Constitution prevents a state from discriminating against out-of-state citizens. State or local government restrictions on nonresidents who are employed by a private firm (such as a contractor) can constitute a violation of the Privileges and Immunities Clause.

To defend a local hiring program against a Privileges and Immunities Clause challenge, a state or local government must establish that nonresidents are a “peculiar source of the evil” that the local hire preference is aimed at remedying. Thus, there must be (1) a substantial reason for the difference in treatment and (2) the discriminatory remedy must bear a close relation to the state’s objective.

Some local hiring laws, including a State of Missouri Excessive Unemployment Law, have been successfully invalidated by challenges under the Privileges and Immunities Clause.

Also, state law prohibits cities in Missouri from entering project labor agreements with trade unions.

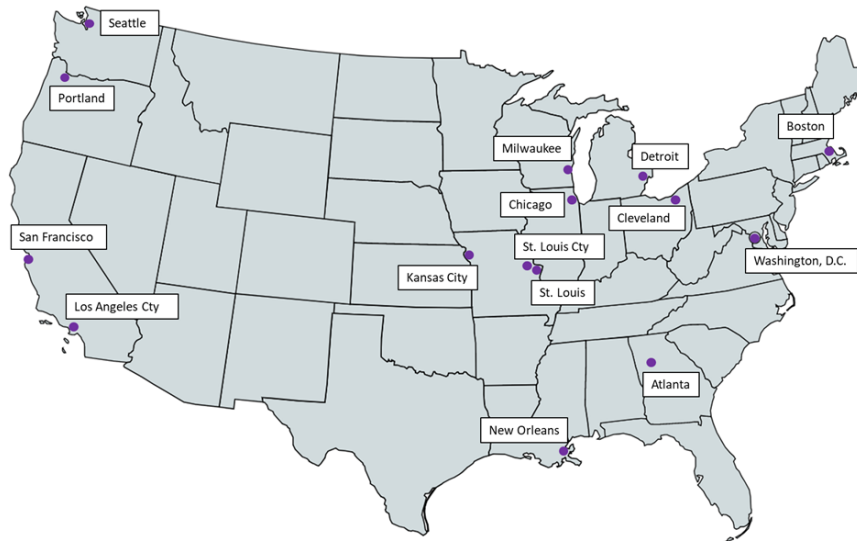
#### **4. What have other cities and counties across the country done to address any inequities in their communities?**

Many cities across the country have ordinances or other types of agreements that promote hiring of people of color, women, city residents and other targeted groups on the construction contracts they award, sometimes including other financially-supported projects. Some programs focus on economically or socially disadvantaged individuals or people living in disadvantaged neighborhoods. Typically, other cities’ hiring ordinances are not supported by a disparity study or other type of substantive research, and many of these programs might be at risk of legal challenge. Figure 4 shows the communities included in this research.

Some of the examples are in states that have placed prohibitions against race- and gender-conscious programs in their state constitutions through state referenda (examined Detroit, Los Angeles County, San Francisco and Seattle). Some programs were enacted by ordinance and others are based on project labor agreements or community benefits agreements.

Figure 4.

Cities and counties included in research on other municipal programs related to hiring on city- or county-related contracts



**Goals programs for people of color, women and city residents.** Many municipal programs provide incentives or requirements to hire people of color and women as employees on city-related construction projects (including those that are financially-assisted in addition to direct contracts with a city).

**Goals programs for targeted workers.** Some cities expand the specific groups benefiting from the programs to residents who are underemployed or low-income, ex-offenders, graduates of city high schools or other groups defined as “hard to employ.” San Francisco has preferences for hiring “disadvantaged workers” who live in a census tract within the City with an unemployment rate over 150 percent of the City unemployment rate, have a household income less than 80 percent of the area median income, faces or has overcome being homeless, is a custodial single parent, receives public assistance, lacks a GED or high school diploma, participates in a vocational English as a second language program, or has a criminal record or involvement with the justice system. Washington, D.C. extends benefits to persons with disabilities.

**Neighborhood-based goals programs.** Some programs for disadvantaged workers examine similar indices of economic distress but focus on the neighborhood rather than the individual. Los Angeles County has a program that encourages hiring from neighborhoods where the average percentage of households below 200 percent of the federal poverty line is greater than the county average. Atlanta, Milwaukee, Seattle have similar programs, but with different definitions of disadvantaged neighborhoods. Sometimes cities apply hiring goals for neighborhoods near a project site (as stand-alone programs or parallel with other hiring goals).

## 5. What is the current participation of minorities, women and city residents in City-related construction contracts?

The City requires prime contractors working on City-related projects to provide reports for hours worked in total and for minorities, women and city residents. The study team examined work hours that prime contractors and subcontractors reported for City projects for May 2015 through April 2018. (As the study started in spring 2018, data for April 2018 was the most recent that had been reported when these data were compiled.)

**Total work hours on City-related projects.** About 8 million work hours were reported for City-related projects for the three-year study period, with 2.2 million hours for prime contractors' workers and 5.8 million hours for subcontractors' workers. Figure 5 on the following page examines participation of people of color, women and city residents in these work hours.

- People of color working on City projects accounted for 1.7 million work hours, or 21 percent of the total for the study period. The percentage of work hours for minorities was much higher for subcontractors (23%) than for prime contractors (15%). Some of this difference between primes and subs is because people of color comprise more of the workforce on the trades more typically used by subcontractors compared with prime contractors.
- About 277,000 of the work hours were performed by women, which represents 3.5 percent of total work hours. Women comprised slightly more of the work hours on City projects for prime contractors (4.0%) than for subcontractors (3.3%). Of the 3.5 percent participation of female workers on City projects, minority women were 0.8 percentage points and white women were 2.7 percentage points.
- Workers who were city residents performed about 740,000 hours of the work on City projects. This was 9.3 percent of total work hours. City residents performed relatively fewer work hours for the prime contractors' portion of City projects (6.8%) than for subcontractors (10.3%).

Figure 5.  
Hours worked on City construction projects, May 2015-April 2018

	Work hours on City projects			
	Total	Minorities	Women	City residents
<b>Hours</b>				
Prime contractors	2,180,657	326,467	87,802	147,643
Subcontractors	5,769,844	1,344,286	188,785	592,286
<b>Total</b>	<b>7,950,501</b>	<b>1,670,753</b>	<b>276,587</b>	<b>739,929</b>
<b>Percentage of hours</b>				
Prime contractors		15.0 %	4.0 %	6.8 %
Subcontractors		23.3	3.3	10.3
<b>Total</b>		<b>21.0 %</b>	<b>3.5 %</b>	<b>9.3 %</b>

Source: Keen Independent from City of Kansas City Human Relations Department Workforce Reports.

Based on these data, participation of minorities and women exceeded the 10 percent and 2 percent overall goals for participation that the City established for these groups on City projects.

**Apprentice hours on City-related projects.** There are many different ages of people working in the Kansas City construction industry, from recent entrants to people nearing retirement. A 60-year-old worker might have entered the industry in the 1970s, a time when opportunities for people of color and women might have been much different from today. Therefore, it is useful to examine racial and gender composition of people who have entered the industry in recent years. Although contractors do not report work hours for people in different age groups, they do separate work hours for apprentices, who are in the early stages of their careers, from journey workers and forepersons and supervisors. Of the 8 million work hours on City projects for May 2015-April 2018, 1.1 million (14%) were for apprentices, as presented in Figure 6.

- Apprentices who were people of color performed 25 percent of the apprentice work hours on City-related projects, higher than for all work hours.
- Women accounted for 4.6 percent of total apprentice hours, also higher than for all work hours.
- City residents performed about 141,000 apprentice hours on the City projects, comprising 12.6 percent of the total apprentice hours. The share of apprentice work hours that were performed by city residents was also higher than for total work hours.

Data for apprentices suggest that people of color and women comprise a higher percentage of work hours among people who have recently entered the construction industry than for journey workers.

Figure 6.  
Hours worked by apprentices on City construction projects, May 2015-April 2018

	Work hours on City projects			
	Total	Minorities	Women	City residents
<b>Hours</b>				
Prime contractors	105,883	17,219	13,018	11,906
Subcontractors	<u>1,013,628</u>	<u>263,039</u>	<u>38,723</u>	<u>128,779</u>
<b>Total</b>	<b>1,119,511</b>	<b>280,258</b>	<b>51,741</b>	<b>140,685</b>
<b>Percentage of hours</b>				
Prime contractors		16.3 %	12.3 %	11.2 %
Subcontractors		26.0	3.8	12.7
<b>Total</b>		<b>25.0 %</b>	<b>4.6 %</b>	<b>12.6 %</b>

Source: Keen Independent from City of Kansas City Human Relations Department Workforce Reports.

**Journey worker hours on City-related projects.** Figure 7 presents similar data for work hours for journey workers on City-related contracts. Representation of minorities and women is lower for journey workers compared with results for apprentices. Appendix C provides additional information about work hour composition, including for forepersons/supervisors.

Figure 7.  
Hours worked by journey workers on City construction projects, May 2015-April 2018

	Work hours on City projects			
	Total	Minorities	Women	City residents
<b>Hours</b>				
Prime contractors	1,693,574	266,193	45,647	112,130
Subcontractors	3,939,271	956,302	106,078	402,856
<b>Total</b>	<b>5,632,845</b>	<b>1,222,495</b>	<b>151,725</b>	<b>514,986</b>
<b>Percentage of hours</b>				
Prime contractors		15.7 %	2.7 %	6.6 %
Subcontractors		24.3	2.7	10.2
<b>Total</b>		<b>21.7 %</b>	<b>2.7 %</b>	<b>9.1 %</b>

Source: Keen Independent from City of Kansas City Human Relations Department Workforce Reports.

**Company-wide work hours.** Prime contractors working on City-related contracts also provide the City information about their company-wide workforce within the Kansas City metropolitan area.

- People of color worked 13.4 percent of the company-wide hours for prime contractors during the study period;
- Women worked 3.5 percent of the company-wide hours for prime contractors; and
- City residents worked 9.9 percent of the company-wide hours for prime contractors.

Appendix C provides more discussion of these results.

**Work hours by construction trade.** Each contractor reports work hours by one of 19 construction trades, plus foreman/supervisor and “other.” This includes both union and non-union workers. The trades accounting for the most work hours on City-related contracts are (in descending size): laborers, carpenters, electricians, operating engineers, pipe fitters and plumbers, sheet metal workers and painters. Together with foremen/supervisors, these trades accounted for more than 80 percent of the work hours on City-related construction projects.

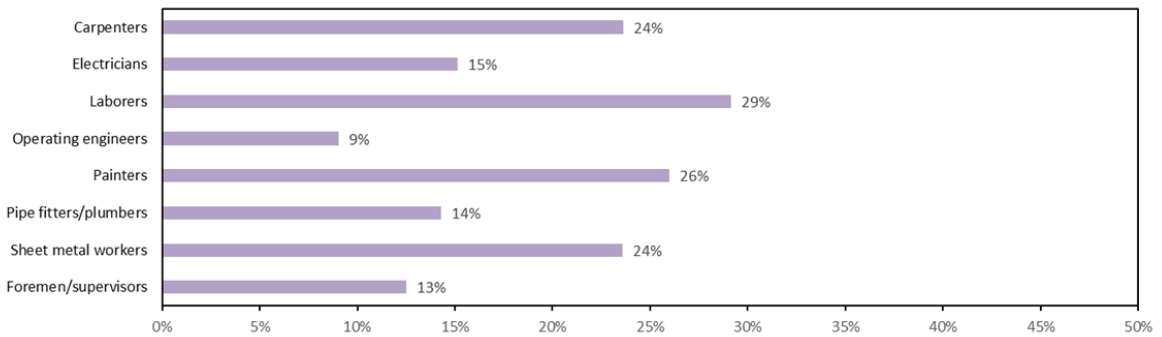
**Work hours by trade for minorities.** People of color accounted for 24 to 29 percent of total work hours for laborers, painters, sheet metal workers and carpenters on City-related projects. People of color worked 13 to 15 percent of the hours for electricians, pipe fitters and plumbers, and forepersons and supervisors. About 9 percent of the work hours for operating engineers were performed by minorities.



For painters, electricians and pipe fitters/plumbers, people of color represented a large share of apprentice hours and a much smaller proportion of journey worker hours. For example, 40 percent of the apprentice painter hours were worked by people of color compared with 24 percent of journey worker hours for painters. This was the highest representation of minorities among apprentice hours for larger trades, although a relatively small number of hours.

About 13 percent of the foreman/supervisor hours were performed by people of color.

**Figure 8.**  
**Percentage of hours on City-related projects worked by minorities, May 2015-April 2018**

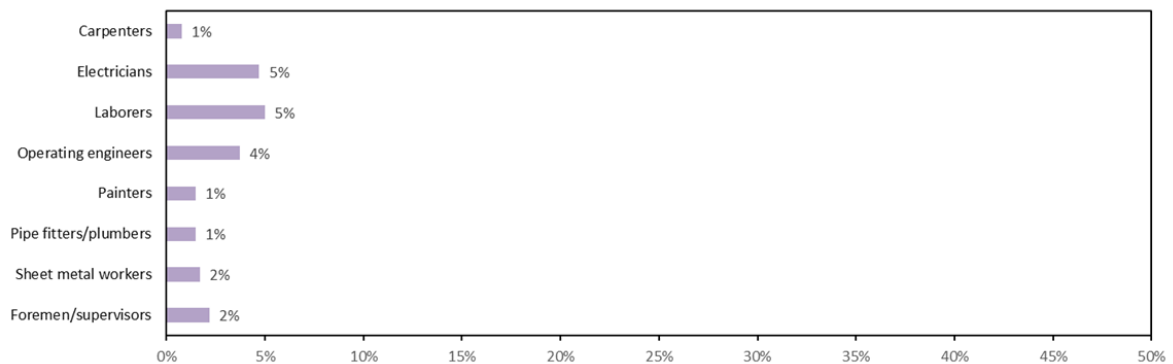


Source: Keen Independent from City of Kansas City Human Relations Department Workforce Reports.

**Work hours by trade for women.** Of the work hours on City-related projects for electricians, laborers and operating engineers, 4 to 5 percent were performed by women. In these three trades, representation of women as apprentices ranged from 7 percent for electricians to 12 percent for laborers and operating engineers.

There was 1 to 2 percent representation of women among hours for carpenters, painters, pipe fitters/plumbers, and sheet metal workers. Focusing on apprentice hours, women accounted for 1 to 4 percent of the hours in these trades.

**Figure 8.**  
**Percentage of hours on City-related projects worked by women, May 2015-April 2018**

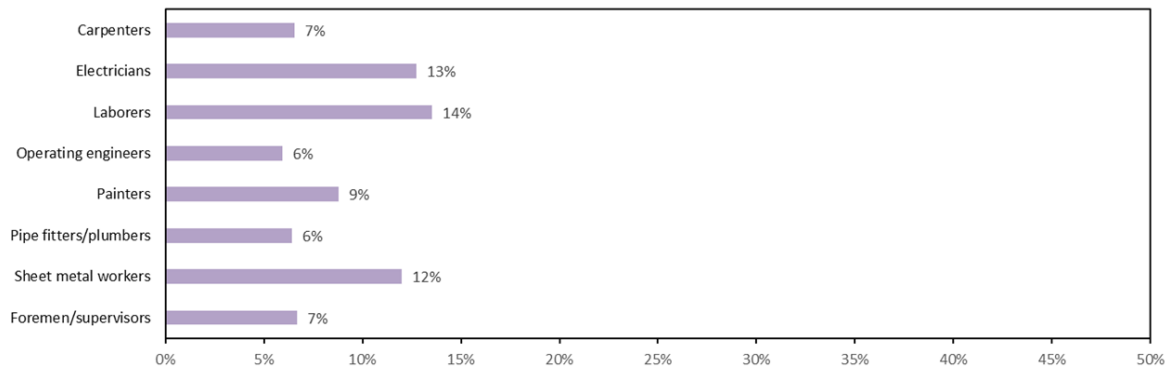


Source: Keen Independent from City of Kansas City Human Relations Department Workforce Reports.

**Work hours by trade for city residents.** Of the work hours on City-related projects for electricians, laborers and sheet metal workers, 12 to 14 percent were performed by city residents. In these three trades, representation of city residents as apprentices ranged from 7 percent for electricians to 12 percent for laborers and operating engineers.

City residents worked 6 to 9 percent of the hours for carpenters, operating engineers, painters and pipe fitters/plumbers, and forepersons and supervisors.

**Figure 9.**  
Percentage of hours on City-related projects worked by city residents, May 2015-April 2017



Source: Keen Independent from City of Kansas City Human Relations Department Workforce Reports.

## 6. Is participation equitable given who is available for work?

There are several steps to answering whether the share of work hours on City-related projects going to people of color, women and city residents is “equitable.”

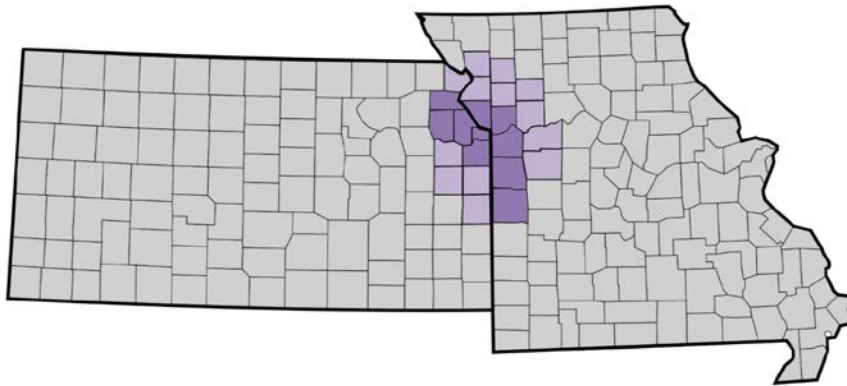
- a. What is the current composition of the Kansas City area construction workforce? Is the share of work hours on City-related projects that goes to different groups unexpected given who is working in the local market?
- b. Does the Kansas City area construction workforce look like the pool of workers in the area who have equivalent levels of education?
- c. Are apprentices employed on City-related contracts representative of young adults with similar levels of education?
- d. What is the participation of minorities, women and city residents in construction trade unions and in training programs?

To answer these questions, Keen Independent started by defining the geographic area where most workers on area projects live.

**Definition of the local labor market area for KCMO projects.** The Mid-America Regional Council (MARC) is the federally designated Metropolitan Planning Organization for the Kansas City region. It has identified a nine-county “labor basin,” which consists of Jackson, Clay, Cass, Platte and Ray counties in Missouri and Wyandotte, Johnson, Miami and Leavenworth counties in Kansas.

The study area most closely matching the MARC labor basin for which Census data were available is ten counties: Jackson, Platte, Clay, Cass and Bates counties in Missouri and Wyandotte, Johnson, Leavenworth, Atchison and Jefferson counties in Kansas.<sup>5</sup> This ten-county labor market area appears to be most appropriate for developing benchmarks for construction workers working on KCMO area projects. (“Region” in the discussion below refers to the ten-county labor market area.)

Figure 10.  
Labor market area for KCMO construction projects (dark shade)



Source: Keen Independent analysis of U.S. Census Bureau data on commuting patterns for construction workers who worked in counties in which KCMO is located.

**Current availability of construction workers for City-related projects.** Keen Independent examined data on workers in construction trades within the labor market area to prepare estimates of the relative availability of workers for City-related projects.<sup>6</sup> The study team analyzed American Community Survey data for the area for 2012 through 2016 (the most current data released). Of the 41,234 construction workers in the region, nearly 30 percent are people of color.<sup>7</sup> About

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<sup>5</sup> The study team then performed an analysis of the commuting area for construction workers who work in the combined area of Jackson, Clay and Platte counties (which, with Cass County, encompass KCMO). Based on analysis of American Community Survey data, 90 percent of construction workers who worked in that area lived within the ten-county region described above. Note that this labor market area for construction workers for KCMO area projects is geographically smaller than the 14-county Kansas City Metropolitan Statistical Area or the 22-county Kansas City-Overland Park-Kansas City MO-KS Combined Statistical Area.

<sup>6</sup> “Construction workers” refers to people working in construction trades in the construction industry and does not include office workers or others employed in the construction industry.

<sup>7</sup> These Census Bureau results are based on sample data. Based on the sample size, one can be confident that the results would within about +/- 2.6 percentage points if all adults in the Kansas City region had completed the Census Bureau survey (at the 95 percent confidence level). Each of the results based on Census data are based on sample data and have somewhat larger or smaller “confidence intervals” depending on the results and sample size.

2.5 percent of construction workers in the region are women and 24 percent of total workers in the region are city residents.<sup>8</sup> The left column in Figure 11 presents these results.

Figure 11.  
Availability of construction workers in the labor market area

	People in construction trades in region	Trade-specific availability
African American	6.61 %	6.21 %
Asian American	0.78	0.75
Hispanic American	21.81	18.48
Native American	0.57	0.68
<b>Total</b>	<b>29.77 %</b>	<b>26.12 %</b>
Minority women	1.07 %	1.13 %
White women	1.41	1.20
<b>Total women</b>	<b>2.47 %</b>	<b>2.33 %</b>
City residents	23.88 %	22.86 %

Source: Keen Independent from analysis of U.S. Census Bureau, American Community Survey data, 2012-2016.

**Calculation of trade-specific availability.** In total, the distribution of hours worked by construction trades in City-related projects for May 2015 through April 2018 differs from employment in the industry as a whole. For example, 10 percent of the work hours on City projects were performed by electricians. However, electricians comprise only 7 percent of the construction workers in the region. On the other hand, relatively fewer work hours were performed by laborers on City-related projects (22%) than one might expect based on laborers accounting for 25 percent of workers in construction trades in the region. As described below, Keen Independent developed availability benchmarks that reflect the distribution of trades on City-related projects.

- From U.S. Census Bureau data, study team determined the percentage of workers in each trade within the region who are people of color (e.g., 13.2% of electricians are minorities).
- From City workforce reports, Keen Independent calculated the weight to be applied to each trade based on the percentage of total hours worked on City-related projects in that trade (e.g., electricians performed 10.3% of work hours). The study team examined the seven largest trades, forepersons/supervisors, and then all other trades combined.

<sup>8</sup> Data on workers in construction trades for the Public Use Micro Sample Areas (PUMAs) that encompass the city were used to estimate the number of construction workers living in the city. Keen Independent also used data on the number of people living in the city who worked in the construction industry to develop these estimates.

- The study team multiplied the availability percentages for each trade by the weight for each trade (e.g., multiplying 13.2% minority availability for electricians by a weight of 10.3%) and then summed the results.

From on this hour-weighted availability analysis, the percentage of hours on City-projects that might be expected to be performed by people of color is 26.1 percent. This is less than the 30 percent of construction workers who are minority because people of color comprised a smaller share of workers in the trades that tended to be used relatively more on City-related projects (such as electricians).

Similarly, one might expect 2.3 percent of the hours on City-related projects to be worked by women and 22.9 percent to be worked by city residents. (Women of color are counted in both the minority and the female benchmarks.)

**a. Comparing workers on City-related projects to all area construction workers.** Figure 12 compares the share of work hours on City-related projects with the availability benchmarks for each group.

- The work hours for people of color (21.0%) was less than the availability benchmark (26.1%), indicating a disparity in hours worked by minorities.
- Women worked about 3.5 percent of the hours on City-related projects, higher than what might be expected from the relative availability of female workers in the region (2.3%). About 0.78 percent of total work hours performed on City-related construction projects that were performed by women of color, which was below the 1.13 percent that might be expected based on representation of minority women in construction.
- City residents accounted for 9.3 percent of hours on City-related projects, lower than if city residents within specific trades had the same opportunities on these projects as non-city residents (22.9%).

Figure 12.  
Disparity analysis for hours worked on City-related projects, May 2015-April 2018

	Hours worked on City-related projects	Trade-specific availability	Disparity index
African American	7.65 %	6.21 %	123
Asian American	0.49	0.75	65
Hispanic American	11.56	18.48	63
Native American	1.30	0.68	191
<b>Total minority</b>	<b>21.00 %</b>	<b>26.12 %</b>	80
Minority women	0.78 %	1.13 %	69
White women	2.70	1.20	225
<b>Total women</b>	<b>3.48 %</b>	<b>2.33 %</b>	149
City residents	9.31 %	22.86 %	41

Source: Keen Independent analysis of hours worked and worker availability.

One of the ways to compare an outcome with an availability benchmark is to calculate a “disparity index.” Creating a common index eases comparison of utilization and availability results across racial, ethnic and gender groups and between different job classifications.

- A disparity index of “100” indicates an exact match between actual utilization and what might be expected based on availability of minorities and women (often referred to as “parity”).
- A disparity index of less than 100 may indicate a disparity between utilization and availability, and disparities of less than 80 in this report are described as “substantial.”<sup>9</sup>

Figure 13 provides an example of how a disparity index is calculated.

**Figure 13.**  
**Calculation of disparity indices**

Disparity indices are calculated using the following formula:

$$\frac{\text{utilization \%}}{\text{availability \%}} \times 100$$

If actual work hours on City-related contracts was 2 percent for women and the availability of women for those work hours was 4 percent, then the disparity index would be 2 percent divided by 4 percent, which would then be multiplied by 100 to equal 50.

Using these steps, Keen Independent calculated the disparity indices shown in the right-hand column of Figure 12. The disparities were large and substantial for Asian Americans and Hispanic Americans. The disparity for city residents was also large and substantial. Work hours on City-related projects exceeded what might be expected based on current availability of African American, Native American and female workers.

Keen Independent also examined the possibility that the results could be explained by the size of the Census Bureau sample that were used for the availability benchmarks. Based on analysis of sample size for these Census data, the overall disparities for people of color, for Hispanic Americans and for City residents appear to be statistically significant, which means that chance in the sampling process can be confidently rejected as an explanation for the observed disparities for these groups.

The discussion above only answers the question, “Does the workforce on City-related projects look like what one would expect given the current number of construction workers in different groups in the region?” A lack of disparity does not mean that there is a level playing field for a group regarding employment in the Kansas City area construction industry, as there may be barriers to entry, training, advancement and retention within the industry for a group. The question of whether the current participation of people of color, women and city residents in the industry as a whole reflects an “equitable” outcome is addressed next.

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<sup>9</sup> Some courts deem a disparity index below 80 as being “substantial,” and have accepted it as evidence of adverse impacts against minorities. For example, see *Associated General Contractors of America, San Diego Chapter, Inc. v. California Department of Transportation, et al.*, 713 F. 3d 1187, 2013 WL 1607239 (9<sup>th</sup> Cir. April 16, 2013); *Rotbe Development Corp v. U.S. Dept of Defense*, 545 F.3d 1023, 1041; *Eng’g Contractors Ass’n of South Florida, Inc. v. Metropolitan Dade County*, 122 F.3d at 914, 923 (11<sup>th</sup> Circuit 1997); *Concrete Works of Colo., Inc. v. City and County of Denver*, 36 F.3d 1513, 1524 (10<sup>th</sup> Cir. 1994).

**b. Comparing the area construction workforce to all workers with similar education.** Moving on from work hours on City-related projects, Keen Independent analyzed whether people of color, women and city residents are underrepresented among all workers in the region’s construction trades.

People working in construction obtain training specific to each trade. Although some construction workers have attended college and some earned an associate degree, most do not have a four-year college degree.<sup>10</sup> Therefore, it is useful to compare the composition of the region’s construction workforce with the population of working-age adults who do not have a four-year college degree (after removing people who were serving in the military at the time).

Figure 14 shows that each minority group except for Hispanic Americans comprises a smaller share of construction industry workers than one might expect given their share of adults without a four-year college degree. For example, African Americans are 16 percent of the region’s civilian labor force ages 16 and older without a four-year college degree, but only 6.6 percent of the construction workforce. There were relatively fewer Asian American and Native American construction workers compared to representation of those groups among the workforce without a four-year college degree.

Women represent 2.5 percent of the construction workers in the region, far less than the 47 percent of the workforce without four-year college degrees who are women.

Each of the disparities discussed above are substantial and statistically significant.<sup>11</sup>

**Figure 14.**  
Disparity analysis for Kansas City region construction employment, 2012-2016

	People in construction trades in region	Civilian labor force ages 16+ without a four-year college degree	Disparity index
African American	6.61 %	16.07 %	41
Asian American	0.78	2.48	31
Hispanic American	21.81	10.70	204
Native American	0.57	1.04	55
Other minority	0.03	0.13	23
<b>Total minority</b>	<b>29.80 %</b>	<b>30.40 %</b>	98
Minority women	1.07 %	14.80 %	7
White women	1.41	32.64	4
<b>Total women</b>	<b>2.47 %</b>	<b>47.44 %</b>	5
City residents	23.88 %	25.39 %	94

Source: Keen Independent analysis of U.S. Census Bureau American Community Survey data, 2012-2016.

<sup>10</sup> Based on U.S. Census Bureau American Community Survey data for 2012-2016 for construction workers in the labor market area, 93 percent of workers did not have a four-year college degree.

<sup>11</sup> “Statistical significance” means that one can confidentially reject chance in the sampling of the data as a cause for the observed difference.

**c. Comparing apprentices on City-related contracts to all young adults with similar education.**

It is possible that discrimination against people of color and women in past years has lasting effects on the current composition of the workforce. Someone in his 60s likely entered the industry in the 1970s. If opportunities to enter the construction industry of the 1970s were not the same for people of color and women as they were for white men, those effects would be present in today’s workforce.

Contractors working on City-related projects report work hour statistics for both apprentice-level workers and journey workers. Apprentices are new entrants into the industry and are typically young adults (who do not have a four-year college degree).

About 25 percent of the hours for apprentices on City-related projects were performed by people of color and 4.6 percent were worked by women. City residents performed 12.6 percent of apprentice work hours.

Figure 15 shows that the share of apprentice hours worked by African Americans, Asian Americans, Native Americans, women and city residents was below what might be anticipated given the representation of these groups among young people without a four-year college degree in the labor market area. These disparities were substantial for African Americans, Asian Americans, women and city residents (disparity indices under “80”) and they were statistically significant.

Figure 15.

Disparity analysis for apprentice hours worked on City-related projects, May 2015-April 2018

	Apprentice hours worked on City-related projects	Civilian labor force ages 18-24 without a four-year college degree	Disparity index
African American	11.59 %	19.51 %	59
Asian American	0.34	2.95	12
Hispanic American	11.94	12.27	97
Native American	1.16	1.44	81
<b>Total minority</b>	<b>25.03 %</b>	<b>36.17 %</b>	69
Minority women	1.27 %	17.81 %	7
White women	3.41	30.31	11
<b>Total women</b>	<b>4.68 %</b>	<b>48.12 %</b>	10
City residents	12.57 %	27.89 %	45

Source: Keen Independent analysis of hours worked and worker availability.

**d. Participation of minorities, women and city residents in construction trade unions and in training programs.** Census Bureau data for construction workers in the Kansas City region indicated that the majority are not members of a trade union. Prime contractors and subcontractors on City-related contracts are required to pay prevailing wages but are not typically required to be union signatories. However, based on discussions with City staff, contractor associations and individual contractors, a larger share of the firms involved in City-related work are union contractors compared



with construction in the private sector in the Kansas City area. And, unions are an important source of training for some people entering trades. (A worker typically enters the union through an apprenticeship program but can sometimes join as a journey worker.)

The Keen Independent study team requested membership data from each of the major construction trade unions in the Kansas City area. Only six trade unions provided comprehensive data on the race, ethnicity and gender of apprentices and journey workers in the local union (Bricklayers, Elevator Constructors, Laborers, Pipe fitters, Roofers and Sheet Metal Workers). Three provided data on apprentices or training center participants (Electrical Workers, Painters, Plumbers). One trade union (Cement Masons and Plasterers) appeared to provide data for its overall membership without disaggregation into apprentices and journey workers. Lack of comprehensive data from trade unions limited the analysis of union membership possible in this study. The following examines the membership data provided.

**Apprentices.** The combined data for trade union training center participants and apprentices show underrepresentation of people of color, women and city residents compared with the benchmarks identified in the second column of Figure 15.

- 18 percent of training center participants and 21 percent of apprentices were people of color, well below what one might expect given the percentage of available workers ages 18 to 24 without a four-year college degree who are minorities (36%); and
- 6 percent of training center participants and 4 percent of apprentices were women, far below the availability benchmark for women discussed in Figure 15 (48%).

Kansas City residents were about 20 percent of union training center participants and apprentices, also below what one might expect from the availability analysis (28%).

**Journey workers.** Only 12 percent of union journey workers were people of color and 1 percent were women for the unions reporting these data. These results are far below what one might expect given the composition of the Kansas City construction workforce (30% minority and 2.5% female shown in the first column of Figure 11). City residents were just 12 percent of union journey workers (compared with 24% of all construction workers).

## **7. What are some of the reasons any inequities occur?**

Keen Independent collected input from workers, trade union representatives, staff from training programs and educational institutions, owners and managers of prime contractors and subcontractors (including union and non-union shops), and representatives of trade associations. The study team also interviewed certain City staff, representatives of high schools and other educational institutions, and others. Appendix D provides a comprehensive review of this information.

**Comments from workers.** Much of the worker input was collected through online interviews with a stratified random sample of people of color, women, city residents and others in the Kansas City labor market area. More than 85 individuals completed online interviews.

The study team also solicited input via phone, email, the study website and a postcard mailing to 2,642 people working in the area. The mailing included all people working on City-related projects who lived in KCMO and to all workers who appeared to have a female name. The balance of the mailing went to a random sample of other workers.<sup>12</sup> The study team also held a public forum with workers in at City offices on Wednesday, October 17. Input included the following:

- Most workers entered the industry through family or friends (e.g., “my dad got me involved”). Some interviewees indicated that a lack of family history in the industry might be one reason for underrepresentation of certain minority groups. Therefore, racial disparities can be perpetuated from one generation to the next.
- Some were formally trained, especially if they started as union apprentice, but many just received on-the-job training. (Very few workers in construction trades obtain college education related to construction.)
- Some reported that it is easy to enter the industry at the current time (“lots of jobs”), but others indicated that it is difficult because one needs training and skills to get a job. The Catch-22 of needing experience to get job (and enter apprenticeship program, some say) may be more difficult for individuals who do not have family or other connections to the industry. One individual commented that you “have to know someone to be put in an apprenticeship” program.
- Some workers said that construction is a “male-dominated” industry and reported gender discrimination, including harassment and lower pay for women. Some interviewees said that it was hard for a woman to get a foot in the door. One interviewee commented that women and people of color leave the industry because of “nepotism.”
- Some interviewees reported fewer opportunities for minorities and that people of color were treated differently once in the industry. For example, a few said that minorities are assigned work “others don’t want.”
- When discussing why relatively few workers live in the city, interviewees cited barriers to entry such as lack of training, no tools and limited transportation to training and jobs. A few said that, given a choice, many people earning good wages in construction would prefer to live outside the city. “Once people make money in construction, they move to suburbs,” according to one interviewee.

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<sup>12</sup> The database for the mailing was provided by the City for all workers identified as having worked on City-related projects in recent years.

**Comments from union representatives.** The study team also interviewed union representatives and held a public forum at City offices on October 17. Examples of comments include the following:

- Construction is a good career, but potential employees should understand that the work “isn’t always there.” It is difficult to retain workers in the industry in years when construction is down.
- Some interviewees indicated that there are few barriers to entering union apprenticeship programs because an individual just needs a GED or be a high school graduate. However, others said that you need to know someone to get into a program.
- A barrier for potential apprentices is the transportation to get to a class or a job. This may have a greater effect on apprentices living in Kansas City, Missouri.
- The fact that applicants (in certain trades) must pass a drug test is another potential barrier, according to interviewees.
- Another comment was that contractors and unions are not able to recruit high school students to apprenticeship programs because high school counselors give preference to college degrees.
- Union apprenticeship programs typically combine classroom education in the evenings with paid work and can take five years to complete. Each construction trade may have different entrance requirements or educational activities.
- According to some interviewees, union workers are dispatched in the exact order from when they enter a worklist (complete an assignment and become available). At least one interviewee said there cannot be inequities in who gets work if you are in a union. However, this also makes it difficult to encourage use of people of color and women when a contractor is hiring from a union hall.
- There was some perception that the City goals program was not being sufficiently enforced. “If it were, would encourage unions to place minorities into positions, which could generate more interest in entering the industry,” according to one interviewee.
- Representatives of both trade unions and contractors observed that there are very few women working in the trades.

**Comments from contractors and trade associations.** As with other groups, the study team interviewed union and non-union contractors and related business associations. There was also a public forum for these groups at City offices on October 17. Comments from contractors and related associations include the following:

- Contractors are currently struggling to fill positions. The competition for young workers is “fierce.”
- It is easy to meet the City’s current hiring goals for minority workers, but sometimes difficult for female workers, according to some interviewees. Some suggested that goals should be set by trade to reflect differences in availability.
- Some interviewees recommended that hiring goals should be company-wide, not by project. Some contractors said they must move a minority or female employee from one job to work on a City-related project in order to meet a goal. This was disruptive, and the interviewees did not see how that practice improved opportunities in the industry for people of color and women.
- Reported barriers to entering union apprenticeship programs included having a high school degree/GED as well as the math and reading skills needed to complete the training and perform the work.
- There are disincentives for an individual company to train employees, because they can leave for another employer, which is why union or association-based training is preferred by contractors.
- Finally, some contractors said that many young people entering construction trades in the Kansas City region were “farm boys” or others growing up in rural areas who were exposed to construction work growing up. This was frequently given as an explanation for why there were not more city residents or people of color entering the trades, and the anecdotes were usually about men, not women. Sometimes this attitude included referenced the perceived “work ethic” of “folks from the country.” A typical quote was, “A lot of the referrals that I get, it’s people who have relatives, or friends, or neighbors whose kids are interested. A lot of farm kids are interested [because] they grew up around construction, whether it was on the farm or from that relative or friend. And so, [for] people of color, it’s just not as common for them to call and say, ‘I have all this experience and I grew up with my dad framing houses or doing remodel work.’ So, I think for them a lot of times maybe the interest dies.” These types of comments may indicate stereotypical attitudes about the groups most interested in or suited for construction work, which may be self-reinforcing.

**Conclusions.** Study results indicate that people of color, women and Kansas City, Missouri residents do not have the same opportunities to enter and advance in the region’s construction careers as other individuals, which reduces their participation in City projects. The measures provided under the current Construction Workforce Ordinance are insufficient to fully open the pathways for entering and advancing within construction trades. Potential enhancements to the current ordinance are described in the balance of this Summary Report.

## 8. What should the City be considering for the future?

Keen Independent examined how the City can better influence pathways into the construction industry for diverse groups and city residents, while recognizing legal constraints.

As described below, the proposed revisions to the program are based on collaboration of four groups in promoting equity and inclusion in the Kansas City construction workforce: (a) contractors, (b) trade unions and non-union training organizations, (c) high schools and (d) the City of Kansas City, Missouri. The City might consider the following changes or additions to its current program.

Recommended changes pertain to:

- a. Substituting a neighborhood-based targeted worker program component for the current race-conscious and city resident elements of the ordinance (but retaining reporting of work hours by racial group and for city residents);
- b. Expanding the scope of company-wide goals and other requirements for eligibility to participate as a prime contractor or subcontractor on City-related projects (currently limited to prime contractors).
- c. Shifting the project goals element to focus on targeted workers and women, with minimums for apprentice hours, plus setting project-specific goals.
- d. Additional collaboration with trade unions, non-union groups, high schools and others to eliminate employment disparities.
- e. Expanding program administration.

**a. Targeted worker element of the program.** Keen Independent recommends that the City consider discontinuing race-conscious and city resident elements of the ordinance, but maintain reporting of work hours by race, ethnicity and location (as well as for women). To replace race-conscious requirements and any goals for city residents, the study team recommends that the City add a targeted worker component to the program.

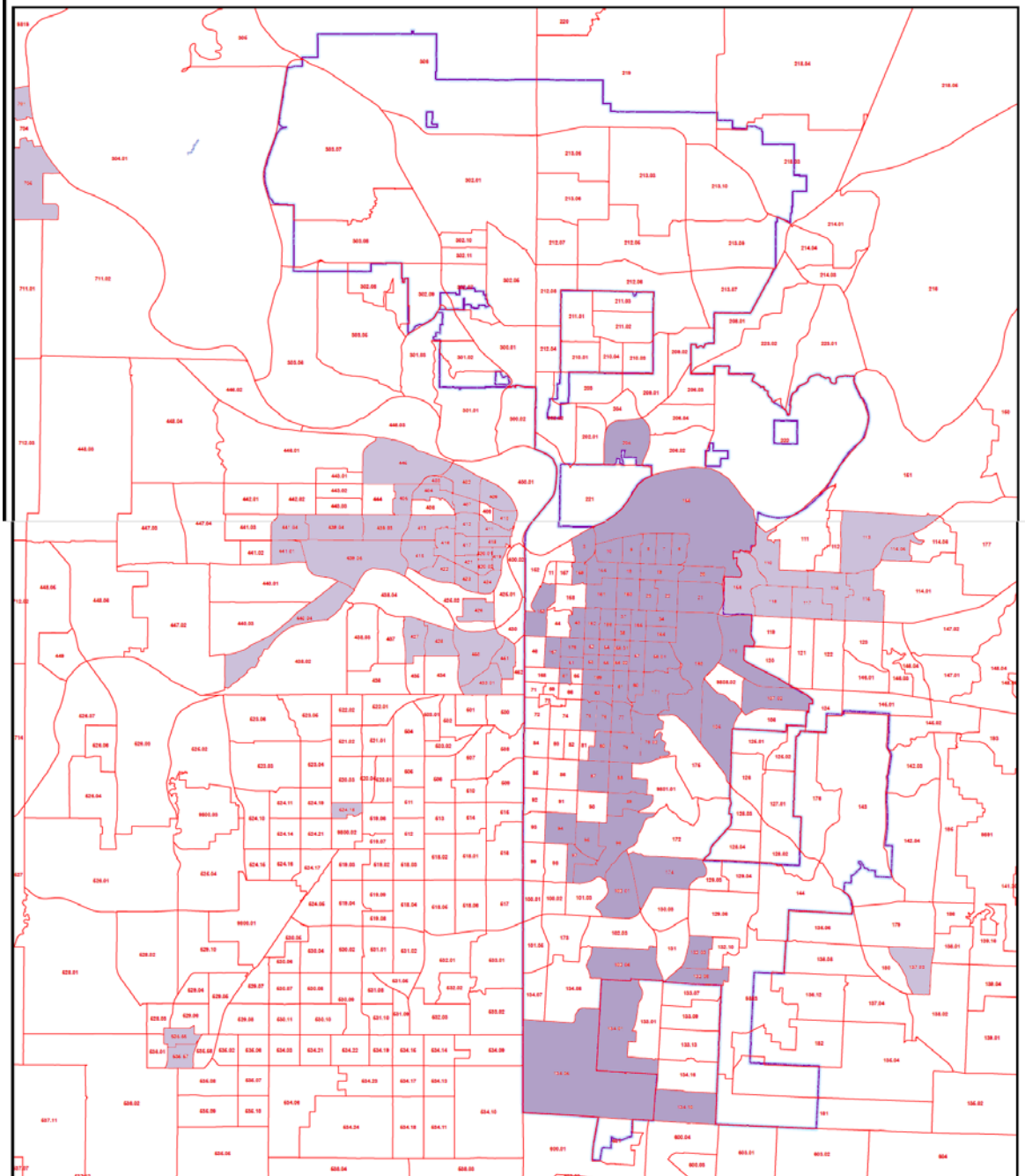
**Targeted workers.** Keen Independent recommends that targeted workers be individuals who live in economically disadvantaged neighborhoods within the Kansas City metropolitan area, or attended high schools serving those neighborhoods. Use of HUD-defined Qualified Census Tracts (QCTs) is one way to identify areas that are economically disadvantaged.<sup>13</sup> Figure 16 on the following page shows most of the QCTs in the Kansas City metropolitan area. About 63 percent of the residents of QCTs in the region are people of color based on five-year ACS data through 2016. The City could

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<sup>13</sup> The U.S. Department of Housing and Urban Development (HUD) identify census tracts that qualify for the Low-Income Housing Tax Credit. Designated tracts have 50 percent of households with incomes below 60 percent of the Area Median Gross Income or have a poverty rate of 25 percent or more. Qualified census tracts (QCTs) are designated yearly by HUD using ACS data. In Keen Independent's geographic definition of the KCMO labor force, for the year 2018, 120 census tracts have been identified as QCTs.

also consider an approach based on zip codes or other neighborhood designations that are applicable to disadvantaged neighborhoods across the metropolitan area.

Figure 16.  
Examples of HUD-defined Qualified Census Tracts, 2018 (inside and outside KCMO)



San Francisco, Milwaukee, Atlanta and Los Angeles County are examples of local governments that have workforce goals programs based in part on residents of economically-disadvantaged neighborhoods. (Appendix E examines programs operated by other cities and counties across the United States.)

The targeted worker program focuses on young adults who may seek a career in a construction trade. Therefore, eligibility for the program might also consider any person enrolled as a senior or a graduate from a high school in the Kansas City metropolitan area that primarily serves economically-disadvantaged students. This could be added as an eligibility criterion in addition to place of residence. The percentage of students qualifying for free or reduced-cost lunch is one way to identify such high schools.

If the program is applied to a federally-funded contract, economically-disadvantaged neighborhoods outside the Kansas City metropolitan area would need to be included (Los Angeles County has this provision, for example).

Keen Independent recommends that graduation from a high school that primarily serves an economically-disadvantaged area would qualify an individual for enrollment in the targeted worker program. These high schools might be identified based on having a high percentage of their students qualify for reduced price lunch, a readily available statistic. (The study team identified similar program elements for other cities: Chicago counts graduates from any city high school as local residents in its local program and Milwaukee includes households that qualify for reduced price lunch in public schools in its definition of targeted workers.)

**Registry of candidates and participants in targeted worker program.** The City would continue to be responsible for creating and maintaining a First Source registry of workers, which would now include targeted workers. (The City now works with the Full Employment Council to place workers in its First Source registry.) Once an individual is in the registry as a targeted worker, a contractor could count the hours worked by that individual toward meeting its company-wide and/or project goal.

The City would work with the Full Employment Council and other local partners to recruit individuals to apply for targeted worker status and be responsible for reviewing their applications (including proof of residency or graduation/attendance at a high school serving targeted neighborhoods).

The registry would identify whether a targeted worker or woman on the First Source list is a candidate for employment or training, a current apprentice, a journey worker, or other employment status. It would also specify construction trade for each individual (or trades that are of interest for those not yet working). Contractors, training programs and other groups could use the registry to recruit new hires and new trainees.

**Portability of targeted worker status.** A targeted worker might take five years to complete an apprenticeship depending on the trade, with some devoting additional time in a pre-apprenticeship program. An individual who enters a trade after high school might become a journey worker in his or her mid-20s. Targeted workers entering a trade are likely to have changed their place of residence multiple times before they become a journey worker, so “portability” of the targeted worker status is

important to the effectiveness of the program. Keen Independent recommends that, once a worker is enrolled, he or she be able to maintain targeted worker status for 10 or more years even if the individual moved outside the economically-disadvantaged neighborhood. Such a provision avoids penalizing a targeted worker who increases his or her income through a construction career and can afford to move to a neighborhood outside program boundaries. It also accommodates changes in household living arrangements, including a young adult who moves out of his or her parents' home.

Several of the communities Keen Independent contacted that operate neighborhood-based programs have incorporated similar portability or are considering doing so.

**b. Company-wide goals and other requirements for eligibility to participate as a prime contractor or subcontractor on City-related projects (currently limited to prime contractors).**

Keen Independent recommends that the City consider requiring companies to meet or show good faith efforts in meeting company-wide goals for work hours for women and for targeted workers as condition of participating in a City-related construction contract (a direct contract with the City or a contract with a statutory agency). Requests for bids, for example, would include such as requirement as a condition for bidding.

The City could create a pre-approval process for contractors to enroll in the program and annually (or more frequently) update their information so that they would not need to submit such information with each bid.

As defined in the current ordinance, company-wide work hours pertain to hours for the company within the Kansas City metropolitan area. A company would need to meet separate company-wide goals for apprentices and goals for journey workers for both the female worker and targeted worker portions of the program. The company-wide targeted workers goals related to journey workers would be phased in over several years, as there might be very few such workers at program launch. Goals for female journey workers would start immediately.

Work hours for female employees and work hours for targeted workers would be expressed as a percentage of total work hours for that company for employees or company locations within the Kansas City Metropolitan Area. Each company would track and report apprentice work hours and journey worker work hours by minority group and for city residents as well, but the goals would only pertain to women and targeted workers.

Similarities with the current workforce ordinance are:

- Goals would be based on hours worked within a year.
- Companies would report company-wide work hours, by trade for apprentices and journey workers, for each category of worker (including minorities, by race and ethnicity, and women).
- Contractors working on City construction contracts or projects of City authorities that issue tax increment financing or grant tax, above a certain size of contract, would need to comply as a condition of receiving a contract.



- The requirement to comply with the City’s program would flow down to at least first-tier subcontractors that are above a certain size and obtain a subcontract of a minimum size.
- Each company would need to show good faith efforts to meet its company-wide goals.
- Only companies with a City contract of \$300,000 or more would need to comply.

Key differences from the current Construction Workforce Ordinance would be:

- Individual subcontractors would need to comply with the company-wide goals portion of the program if they receive subcontracts of a minimum size (or in aggregate). The current ordinance only applies company-wide goals to prime contractors, and the project goals currently only apply to subcontractors collectively. (The City might consider using the size thresholds the federal government has established for affirmative action requirements for prime contractors and subcontractors on its construction contracts.)
- Two goals would be set for each company: a goal for female workers (current requirement) and a goal for targeted workers (new program component). There would no longer be a company-wide goal for minority workers and there would not be a goal for city residents. However, each company would still report the percentage of work hours worked by people of color and city residents, by trade for apprentices and journey workers, as they do now.
- The City might consider less-frequent reporting of work hours than currently required (monthly), but no less than a report for the most recent calendar year provided at the start of the project and each year thereafter until the close of a project.
- The City would no longer have a minimum and incentive goal system for minority and female workers (10%/20% and 2%/4%, respectively). There would be goals for each company based on the trade or combination of trades involved in its metropolitan area workforce. Appendix F provides information useful to setting company-wide goals for women for each trade for apprentices and for journey workers. It also presents a process for setting company-wide goals for targeted workers.

**c. Project goals program component.** Keen Independent recommends that the City consider changing the current project goals component of the City’s Construction Workforce Ordinance to have a new goal for total apprentice hours, perhaps set goals for targeted workers and for women for apprentice work hours separate from goals for journey workers, and continue reporting, by trade, of total work hours for each group (including people of color). The new program provisions would include:

- **Project-specific for total hours (combined prime and sub) to be worked by apprentices (targeted and non-targeted).** For example, on a certain project, 20 percent of total hours worked must be by apprentices. (Many cities throughout the country set goals of 10 to 20 percent for the share of total construction contract hours to be worked by apprentices.) Goals would be met in aggregate (not by trade) for prime contractors and subcontractors combined.
- **Project-specific goals for apprentices who are women and targeted workers.** The goals might be expressed as the share of the project-specific goal for apprentices. For example, if an apprentice work hour goal for a project is 20 percent, the targeted worker apprentice goal might be one-half of those hours. The targeted goal for female apprentices might be 20 percent of total apprentice work hours. A female worker who is also a targeted worker could count toward both goals.
- **Project-specific goals for journey workers who are women and targeted workers.** Goals would be set for journey persons as well. These goals would typically be lower than for apprentices.
- **Good faith efforts.** Prime contractors would need to meet the goals or show good faith efforts to do so.
- **Penalties.** The current penalties in the ordinance would still apply if a prime contractor did not meet the goals or show good faith efforts to do so.
- **Reporting of work hours for minorities, women and city residents.** Prime contractors would report work hours for apprentices and journey workers as they do now, including information about people of color and city residents.

**d. Additional collaboration with trade unions, non-union groups, high schools and others to eliminate employment disparities.** The current ordinance includes provisions for the City to collaborate with local construction trade unions, contractors and their respective trade associations. Greater collaboration will be required with the proposed changes to the ordinance. There is also substantial opportunity for the City, trade unions, training organizations and contractors to work with schools in Kansas City, Missouri to introduce youth to construction trades.

**Formal agreements with trade unions, training programs and other partners.** The City might consider formally recruiting trade unions and as well as groups operating non-union training programs to reach agreements with the City to further the objectives of the Construction Workforce Ordinance. (It appears from research with other communities that strong partnerships with unions, contractors and training programs were critical to the success of these programs.) These agreements would entail certain commitments on the part of the trade union or non-union group, including:

- The trade union or non-union organization would regularly report statistics on entrance, early exit and graduation from apprenticeship and other training programs. Each organization would annually report these participation statistics by race/ethnicity, gender, targeted worker status and residents of the city.
- The trade union would also provide statistics for member journey workers.
- The trade union and non-union participants would provide written plans for encouraging entrance, retention and employment of people of color, women and targeted workers in training programs and, as applicable, journey worker ranks. There would be goals for participation of women and targeted workers. (Seattle, for example, establishes preferred entry into recognized apprenticeship programs for women, minorities and individuals from certain economically distressed zip codes.)
- Union and non-union apprenticeship and other training programs could include in their agreements that they will give targeted workers and women who have graduated from approved pre-apprenticeship programs priority for entrance into apprentice-track training. The pre-apprenticeship programs should be designed in cooperation with these organizations to ensure that graduates are qualified to enter an apprenticeship. (Researchers have found disconnects between pre-apprenticeship programs and apprenticeship opportunities in other parts of the country, which limits the value of pre-apprenticeship programs.)
- The City might also encourage standards for wages, benefits, safety and skills training that ensure targeted workers and women hired under terms of the agreements get access to a real construction career. (Seattle's program incorporates these provisions and has also obtained agreement from unions to change their dispatch protocols to promote placement of minority and female workers.)

- Contractors that hire workers from organizations entering such agreements with the City would be able to meet good faith efforts requirements for their company-wide goals for targeted workers and women by showing that they are participating in the union or non-union programs. Contractors that participate in approved training programs with organizations entering such agreements could similarly meet good faith efforts requirements. (This expands upon one way to show good faith efforts in the current ordinance.)

This provision responds to a frequent comment from contractors and trade associations interviewed in this study regarding the difficulty for a contractor to meet hiring goals when there are relatively few workers to meet those goals referred by the union hall. The new program component would place more responsibility on trade unions to promote hiring, training and retention of targeted workers and women.

- Contractors that hire workers from specific trade organizations (union and non-union) or training programs that do not have agreements with the City would not be able to meet good faith efforts requirements by showing that they hire from union halls or other groups. This would strengthen this component of the current ordinance. (Keen Independent has identified other local governments such as St. Louis County that do not appear to allow a showing of good faith efforts by simply stating that the contractor hires through union halls.)

**School programs to expose students to construction careers.** Some high schools and middle schools in the Kansas City area provide exposure and training related construction trades. Examples include the Manual Career and Technical Center (MCTC) in Kansas City where students can take classes on crafts such as carpentry, bricklaying, cement finishing and residential electricity and get jobsite exposure through a construction company partner and with Habitat for Humanity. The size of program is limited however, and the District is seeking stronger partnerships with industry.

The North Kansas City School District has created a full-time Construction Career Academy in coordination with the Metropolitan Community College Business Technology Center. Students graduate with a high school diploma, an Associate of Applied Science degree and eligibility for sponsorship by a construction contractor into an apprenticeship program. It appears that MCC has also tried to create a partnership with MCTC, but that it has yet to be launched.

According to interviewees, barriers to additional high school programs are limited funding and visibility, disconnects between schools and employers, and the institutional “readiness” of local high schools to launch these programs. There might also be a negative stigma associated with programs that prepare students for trades rather than for four-year college entrance.

Keen Independent identified a few middle school programs that provide exposure to construction and engineering, but these efforts appear to be very limited as well. In sum, there are examples of success in the region in bringing exposure and actual training in construction into schools. These programs, however, are limited in scope, especially for the middle and high schools serving Kansas City, Missouri.

**Encouragement of effective pre-apprenticeship programs.** The City should review available pre-apprenticeship programs and help to encourage alignment of those programs with the training needs of different construction trades. Because of the different skills requirements and apprenticeship entrance standards for different trades, there is no one-size-fits-all pre-apprenticeship program. The City should conduct an inventory of available pre-apprenticeship programs and serve as a clearinghouse for the programs that appear to prepare graduates for further training in specific trades. The City should engage representatives from union and non-union training organizations when performing this assessment.

**Supportive services for entrants into pre-apprenticeship, apprenticeship and other training programs.** The City should consider providing supportive services to targeted workers who are entering pre-apprenticeship and apprenticeship programs or otherwise entering the construction trades. Assistance might include:

- Career exploration and job-readiness assessment;
- Education, counseling and other preparation, including mentorship through the first years of their careers;
- Provision of basic equipment needs such as boots, helmets, clothing and certain tools;
- Assistance with child care costs or access to such programs;
- GED preparation for those in need of such assistance; and
- Assistance with transportation to training program sites and worksites.

The City might seek assistance in providing these services from its industry partners. This element of the program might be combined with the agreements with trade unions and other groups discussed on the previous page.

**e. Expanded needs for program administration.** The suggested changes build upon rather than replace the existing ordinance and the City's implementation of the current program. The City currently has most of the reporting and compliance systems needed to implement the suggested changes. However, it would still need to:

- Create an outreach and education program for current and potential workers, contractors, trade unions and others to explain changes in the program and steps for compliance;
- Add a field to its contractor workforce reporting pertaining to targeted workers (both as apprentices and as journey workers);
- Add a targeted worker registration step to its First Source worker registry (including periodic follow-up with registered individuals);
- Expand the reporting related to company-wide goals to subcontractors above a size threshold;

- Expand the annual review of compliance with company-wide goals;
- Add project-specific goal-setting process, including regular meetings of a goal-setting group (meeting every two weeks is suggested);
- For each City-related project for which the ordinance pertains, set goals for the percentage of total work hours to be performed by apprentices;
- Incorporate analysis of trade union efforts into review of good faith efforts of union contractors, including regular collection of membership data and other information from participating trade unions;
- Work with other departments to incorporate compliance with the workforce ordinance into pre-approval for prime contractors and subcontractors to bid on and participate in City-related projects (perhaps an annual pre-approval process related to compliance with the workforce program);
- Add denial of pre-approval as a component to the ordinance and program operation, with an appropriate appeals process;
- Periodically revise the geographic areas included in targeted worker status (perhaps every two to five years); and
- Periodically review the need for and effectiveness of individual program elements, especially the gender-based program (perhaps every five years).

Expansion of program administration requires additional resources for the City's Human Relations Department, including additional staffing.

City funding of supportive services for targeted workers and women entering the construction trades may also be needed. Based on the experiences of local governments throughout the country, supportive services could require \$2,500 to \$7,500 per worker, or more. The City might be able to share the costs of such services with other groups, including other government agencies and not-for-profit organizations.

## APPENDIX A.

### Definition of Terms

Appendix A provides explanations and definitions useful to understanding the City of Kansas City, Missouri Workforce Disparity Study. The following definitions are only relevant in the context of this report.

**Anecdotal evidence.** Anecdotal evidence includes personal accounts and perceptions of incidents, including any incidents of discrimination, told from each individual interviewee's or participant's perspective.

**Apprentice.** For this report, an apprentice is a worker who is in an employment and training program to learn a trade in the construction industry.

**Availability analysis.** The availability analysis examines the composition of the Kansas City area construction workforce by race and ethnicity, gender and place of residence. "Availability" is expressed as the percentage of work hours that might be expected to be performed by people of color, women or city residents.

**Availability benchmark.** Based on the availability analysis, the percentage of jobs or work hours that might be expected to be performed by a particular group.

**Business.** A business is a for-profit enterprise, including all of its establishments (synonymous with "firm" and "company").

**City-assisted project.** A project or contract that receives support from the City in the form of tax abatements, tax increment financing or reimbursements.

**City-awarded contract.** A contract using City funds that is awarded by the City of Kansas City, Missouri.

**City-related project.** A City-related project refers to the combination of City-awarded contracts and City-assisted projects.

**City resident.** A resident of Kansas City, Missouri.

**Code of Federal Regulations or CFR.** Code of Federal Regulations ("CFR") is a codification of the federal agency regulations. An electronic version can be found at <http://www.gpo.gov/fdsys/browse/collectionCfr.action?collectionCode=CFR>.

**Contract.** A contract is a legally binding agreement between the seller of goods or services and a buyer.

**Consultant.** A consultant is a business performing professional services contracts.

**Contractor.** A contractor is a business performing construction contracts.

**Disadvantaged worker.** A disadvantaged worker is an individual in the workforce who faces social, economic and/or physical disadvantages compared with other workers.

**Disparity.** A disparity is an inequality, difference, or gap between an actual outcome and a reference point or benchmark. For example, a difference in employment outcomes for one racial or ethnic group and outcomes for non-minorities may constitute a disparity.

**Disparity analysis.** A disparity analysis compares actual outcomes with what might be expected based on other data. Analysis of whether there is a “disparity” between the utilization and availability of minority and women in the workforce is one tool used to examine whether there is evidence consistent with discrimination against such groups.

**Disparity index.** A disparity index is a measure of the relative difference between an outcome, such as percentage of contract dollars received by a group, and a corresponding benchmark, such as the percentage of contract dollars that might be expected given the relative availability of that group for those contracts. In this example, it is calculated by dividing percent utilization (numerator) by percent availability (denominator) and then multiplying the result by 100. A disparity index of 100 indicates “parity” or utilization “on par” with availability. Disparity index figures closer to 0 indicate larger disparities between utilization and availability. For example, the disparity index would be “50” if the utilization of a particular group was 5 percent of contract dollars and its availability was 10 percent.

**Establishment.** See “business establishment.”

**Firm.** See “business.”

**Industry.** An industry is a broad classification for businesses providing related construction, goods or services.

**Journey worker.** A journey worker (journey person or journeyman) has completed the necessary training and hours of on-the-job experience to be considered a fully qualified worker in that trade.

**Kansas City metropolitan area.** Census data for the Kansas City metropolitan area is based on the Kansas City Metropolitan Statistical Area (MSA). This area included 15 counties until February 2013, when it changed to 14 counties (Franklin County was removed). The 14 counties include Jackson, Clay, Cass, Platte, Ray, Clinton, Caldwell, Lafayette and Bates counties in Missouri and Wyandotte, Johnson, Miami, Leavenworth and Linn counties in Kansas.

**KCMO.** City of Kansas City, Missouri.

**Labor basin.** The geographic region in which most people who work in a core area reside can be called a labor basin.

**Labor market area.** The study team identified a ten-county area that closely matches the labor basin for Kansas City, Missouri identified by MARC. Keen Independent’s labor market area includes Jackson, Clay, Cass, Platte and Bates counties in Missouri, and Wyandotte, Johnson, Leavenworth, Atchison and Jefferson counties in Kansas. The differences between the two geographic definitions



are minimal; the total population is small and demographically similar when comparing the combined counties of Bates, Atchison and Jefferson (which were added to the study team’s definition) and Ray and Miami counties (which were not included in the study team’s definition).

**Locally-funded contract.** A state- or locally-funded contract is any contract or project that is entirely funded with local government or other non-federal funds.

**Median income.** The amount of income that exactly describes the midpoint of an income distribution. For example, one half of households in a city would have income above the median household income and one-half of households would have income below the median household income.

**Minorities.** Minorities (people of color) are individuals who belong to one or more of the racial or ethnic groups identified in City’s construction workforce ordinance (Division III, Construction Workforce, of Article IV, Chapter 3, Code of Ordinance).

- African Americans are persons having origins in any of the black racial groups of Africa.
- Hispanic Americans (or Latinos) include persons of Mexican, Central or South American origin or from Spanish-speaking areas of the Caribbean, regardless of race.
- Native Americans include persons who are American Indians, Eskimos, Aleuts or Native Hawaiians.
- Asian Americans include persons whose origins are from Japan, China, Taiwan or Korea; Southeast Asia; the Indian Subcontinent; or islands of the Pacific.

**People of color.** People of color include individuals within a racial or ethnic group identified under the definition of minorities.

**Prime consultant.** A prime consultant is a professional services firm that performs a prime contract for an end user.

**Prime contract.** A prime contract is a contract between a prime contractor or a prime consultant and the project owner.

**Prime contractor.** A prime contractor is a firm that performs a prime contract for an end user.

**Project.** A project refers to state or local agency construction and/or engineering endeavor. A project could include one or multiple prime contracts and corresponding subcontracts.

**Race- and gender-conscious measures.** Race- and gender-conscious measures are programs in which certain minority groups or women may participate but non-minorities or men do not.

Note that the term is a shortened version of “race-, ethnicity-, and gender-conscious measures.” For ease of communication, the study team has truncated the term to “race- and gender-conscious measures.”

**Race- and gender-neutral measures.** Race- and gender-neutral measures apply to groups regardless of the race/ethnicity or gender of the worker. Race- and gender-neutral measures may include assistance in obtaining training and employment in the construction industry open to any racial, ethnic or gender group.

Note that the term is more accurately “race, ethnicity, and gender-neutral” measures. However, for ease of communication, the study team has shortened the term to “race- and gender-neutral measures.”

**Reimbursement project.** Projects that receive financial support from the City in the form of reimbursements. These projects are considered “City-assisted” projects.

**Relevant geographic market area.** The relevant geographic market area is the geographic area in which the businesses receiving most participating entity contracting dollars are located. The relevant geographic market area is also referred to as the “local marketplace.” Case law related to race- and gender-conscious programs requires disparity analyses to focus on the “relevant geographic market area.”

**Remedial measure.** A remedial measure, sometimes shortened to “remedy,” is a program designed to address barriers to full participation of a targeted group.

**Small business.** A small business is a business with low revenues or size (based on revenue or number of employees) relative to other businesses in the industry. “Small business” does not necessarily mean that the business is certified as such.

**Statistically significant difference.** A statistically significant difference refers to a quantitative difference for which there is a high probability that random chance can be rejected as an explanation for the difference. This has applications when analyzing differences based on sample data such as most U.S. Census datasets (could chance in the sampling process for the data explain the difference?), or when simulating an outcome to determine if it can be replicated through chance. Often a 95 percent confidence level is applied as a standard for when chance can reasonably be rejected as a cause for a difference.

**Subconsultant.** A subconsultant is a professional services firm that performs services for a prime consultant as part of the prime consultant’s contract for a customer such as KCMO.

**Subcontract.** A subcontract is a contract between a prime contractor or prime consultant and another business selling goods or services to the prime contractor or prime consultant as part of the prime contractor’s contract for a customer such as KCMO.

**Subcontractor.** A subcontractor is a construction firm that performs services for a prime contractor as part of a larger project.

**Substantial disparity.** Substantial disparity refers to a disparity index of less than 80 in this report.

**Tax abatement.** Tax abatement refers to a government entity’s reduction of the taxes normally paid by a company or individual to that entity for a period of time (including a complete exemption from

those taxes). Projects receiving abatements from KCMO taxes are considered “City-assisted” projects in this report.

**Tax increment financing.** Tax increment financing uses expected increases in future property taxes to help fund projects that will create those increases in taxes. Projects in Kansas City, Missouri receiving tax increment financing are considered “City-assisted” projects.

**Union signatory.** Union signatory refers to a company that has entered agreements with one or more trade unions to supply labor.

**Utilization.** Utilization refers to the percentage of jobs or work hours going to a specific group of individuals.

## **APPENDIX B.**

### **City of Kansas City Workforce Ordinance**

The City of Kansas City's current workforce ordinance (Ordinance No. 130275, Div. II, Sections 3-501 through 3-527, Code of Ordinances) was passed in April 2013. It replaced an earlier ordinance that the City enacted in 2007. Through the ordinance, the City seeks to increase retention, training and recruitment of city residents, minorities and women on City construction contracts and on projects throughout the Kansas City metropolitan area.

The City's ordinance sets goals for representation of minorities and women in the construction labor hours performed on City and City-related construction projects. Goals are reviewed annually, and at the time of this report were 10 percent of total work hours to be performed by minorities and 2 percent of work hours to be performed by women. Participation of city residents is also tracked, although contractors do not need to meet a specific goal.

The Director of the City's Human Relations Department, or designee, oversees the ordinance. The City also provided for a Construction Workforce Board to provide input to the City concerning the program and hear certain appeals from contractors. The Construction Workforce Board has representatives from local labor unions, training programs, workforce referral organizations, construction trade associations, minority and women business organizations, and the public.

#### **Purpose**

The City of Kansas City, Missouri seeks to encourage opportunities for local residents to work on city construction contracts, and to ensure that there is a level playing field for minorities and women to obtain construction jobs on City projects and within the metropolitan area. The City includes African Americans, Hispanic Americans, Asian Americans and Native Americans in its definition of minorities.

#### **Applicability of Goals and Reporting**

In addition to City-awarded construction contracts, the ordinance applies to projects that receive City tax abatements, tax increment financing or reimbursements that meet the size requirement described below. This includes contracts funded in whole or in part by state or federal funds.

The City sets goals for the percentage of construction labor hours worked for residents, minorities and women on any qualifying construction project that will have more than 800 construction labor hours and exceeds \$300,000 in cost.

**Three sets of goals.** The City applies goals to work hours for the following:

- Hours for prime contractor employees on a City contract;
- Hours for combined subcontractor employees on a City contract; and
- Hours for the prime contractor for all of its projects within the Kansas City metropolitan area.

The City assesses if each of these goals is met on a quarterly basis during the performance of the contract and at the close of the project. Goals can be waived by the City or the Construction Workforce Board.

The City has also established incentive construction employment goals for company-wide work hours. Prime contractors achieving participation that meets or exceeds those goals are publicly recognized by the City. Currently, the incentive goals for company-wide work hours are 20 percent for minorities and 4 percent for women.

**Meeting goals or making good faith efforts to do so.** There are different good faith requirements for a contractor depending on whether the firm is a union employer.

**Union contractors.** A union contractor must:

- Submit formal notice to each labor union representing crafts to be employed by the contractor that the union make efforts to promote the utilization of residents of the city, minorities and women in the workforce (including making lists of city residents, minorities and women available to the contractor).
- Collaborate with unions in promoting mentoring programs for journey workers intended to assist in the retention of workers in that trade who are minorities or women.
- Maintain records on whether city residents, minorities and women on the list of workers provided by each labor union was hired and the reasons for not hiring, if not hired.

**Non-union contractors.** Contractors that are not signatories to a collective bargaining agreement with organized labor can show good faith effort to meet a goal through:

- Requesting assistance from the City to promote utilization;
- Advertising in minority or women trade association newsletters or minority- or women-owned media prior to the start of the work to describe the work available, pay scale and application process;
- Working with requirement sources for city residents, minorities and women to provide notification of available employment opportunities;

- Maintaining information about job applicants, the source of the referral, whether or not the person was hired, and any reasons someone was not hired;
- Promoting the retainment of minorities and women journey workers in its workforce to an extent that they achieve sufficient annual hours to qualify for applicable benefits; and
- Ensuring that subcontractors comply with these requirements as well.

City staff indicated that that, in recent years, no non-union contractor has not met the goals and had to show that it made good faith efforts to do so.

**Penalties.** If any one of those goals is not met, and the prime contractor cannot demonstrate that it made good faith efforts to meet the goals pertaining to its firm or for its subcontractors to meet the combined subcontractor goal, the City may penalize the prime contractor. Penalties may include requirements to attend mandatory training, assessment of liquidated damages and suspension of the contractor from bidding on City construction contracts as a prime or subcontractor for up to six months. These penalties may be imposed on a quarterly basis. The ordinance provides for an appeals procedure for any contractor deemed to be non-compliant.

### **City Efforts to Recruit Existing Construction Workforce**

Under the ordinance, the City partners with labor unions, community-based organizations and employment referral programs to encourage employment of city residents, minorities and women in its construction contracts and within the metropolitan area. The City partners with other groups to promote workforce preparedness, apprenticeship programs and other efforts that support recruitment and training of residents, minorities and women on construction contracts. The City's program also has a complaint process for anyone working under the program.

The City asks contractors to encourage local hiring through efforts such as a first-source program for local resident hiring.

## **APPENDIX C.**

### **Construction Workforce Participation Data**

The City requires prime contractors working on City-related projects to provide reports for hours worked in total and for minorities, women and city residents.

#### **Data Collected by the City**

Contractors provide the numbers of hours worked by each craft for both apprentices and journey workers. They also report hours for forepersons/supervisors and for workers that do not fit within one of the listed crafts (“other workers”). These reports are typically provided each month.

In each workforce report, the prime contractor submits the following information about hours worked:

- For the prime contractor, workforce working on all projects within the Kansas City metropolitan area;
- For the prime contractor, labor on the specific City project; and
- For the combined subcontractors, labor on the specific City project.

The reports detail hours for apprentices and for journey workers for 19 specific trades as well as forepersons/supervisors and for other workers (only one figure is provided for the latter two categories, as apprentice/journey worker distinctions do not apply). For apprentices and journey workers in each trade, the reports indicate the number of hours worked by persons who are white, African American, Hispanic American, Asian American, Native American and other race. Work hours for each race/ethnic group are further divided into hours worked by men and women.

In addition, the reports provide work hours for workers who live within Kansas City, Missouri.

Keen Independent examined work hours for May 1, 2015 through April 30, 2018 (which roughly corresponds to the start date for the workforce disparity study).

#### **Total Work Hours on City Projects**

Figure C-1 shows total work hours for apprentices and journey workers by trade.

- About 8 million work hours were reported, with 2.2 million hours for prime contractors’ workers and 5.8 million hours for subcontractors’ workers.
- People of color working on City projects accounted for 1.7 million work hours, or 21 percent of the total. The percentage of work hours for minorities was much higher for subcontractors (23%) than for prime contractors (15%). Some of this difference between primes and subs is because people of color comprise more of the workforce

on the trades more typically used by subcontractors compared with prime contractors (discussed later in this appendix).

- About 277,000 of the work hours were performed by women, which represents 3.5 percent of total work hours. Women comprised slightly more of the work hours on City projects for prime contractors (4.0%) than for subcontractors (3.3%).
- Workers who were city residents performed about 740,000 hours of the work on City projects. This was 9.3 percent of total work hours. City residents performed relatively fewer work hours for the prime contractors’ portion of City projects (6.8%) than for subcontractors (10.3%).

Based on these data, participation of minorities and women exceeded the 10 percent and 2 percent overall goals for participation that the City established for these groups on City projects.

Figure C-1.

Hours worked on City construction projects, May 2015-April 2018

	Work hours on City projects			
	Total	Minorities	Women	City residents
<b>Hours</b>				
Prime contractors	2,180,657	326,467	87,802	147,643
Subcontractors	5,769,844	1,344,286	188,785	592,286
<b>Total</b>	<b>7,950,501</b>	<b>1,670,753</b>	<b>276,587</b>	<b>739,929</b>
<b>Percentage of hours</b>				
Prime contractors		15.0 %	4.0 %	6.8 %
Subcontractors		23.3	3.3	10.3
<b>Total</b>		<b>21.0 %</b>	<b>3.5 %</b>	<b>9.3 %</b>

Source: Keen Independent from City of Kansas City Human Relations Department Workforce Reports.

### Apprentice Hours on City Projects

Figure C-2 examines the total number of hours worked by apprentices on City projects.

- About 1.1 million apprentice work hours were reported, the vast majority (1 million) coming from subcontractors, with only 0.1 million coming from prime contractors.
- Apprentices who were people of color performed approximately 280,000 of the 1.1 million apprentice hours (25%), with much higher rates among subcontractors (26%) than prime contractors (16.3%).
- Women accounted for 4.6 percent of total apprentice hours. Female apprentices were 12 percent of the prime contractor apprentice hours but less than 4 percent of subcontractor apprentice hours.
- City residents performed about 141,000 apprentice hours on the City projects, comprising 12.6 percent of the total apprentice hours.



Figure C-2.

Hours worked by apprentices on City construction projects, May 2015-April 2018

	Work hours on City projects			
	Total	Minorities	Women	City residents
<b>Hours</b>				
Prime contractors	105,883	17,219	13,018	11,906
Subcontractors	1,013,628	263,039	38,723	128,779
<b>Total</b>	<b>1,119,511</b>	<b>280,258</b>	<b>51,741</b>	<b>140,685</b>
<b>Percentage of hours</b>				
Prime contractors		16.3 %	12.3 %	11.2 %
Subcontractors		26.0	3.8	12.7
<b>Total</b>		<b>25.0 %</b>	<b>4.6 %</b>	<b>12.6 %</b>

Source: Keen Independent from City of Kansas City Human Relations Department Workforce Reports.

### Journey Worker Hours on City Projects

Figure C-3 examines the hours performed by journey workers on City projects.

- Journey workers performed approximately 5.6 million hours on City projects, with about 1.7 million hours reported by prime contractors and almost 4 million hours worked for subcontractors.
- About 1.2 million journey worker hours were worked by people of color, accounting for 22 percent of the total. There were large differences in the share of journey worker hours performed by people of color for subcontractors (24%) compared with prime contractors (16%).
- Women performed approximately 151,000 hours, accounting for 2.7 percent of the total. Prime and subcontractors hired female journey workers at nearly the exact same rate, both reporting 2.7 percent participation.
- City residents accounted for 9 percent of total journey worker hours on City projects. City residents represented about 10 percent of subcontractor journey worker hours, higher than their share of journey worker hours for prime contractors (6.6%).

Figure C-3.

Hours worked by journey workers on City construction projects, May 2015-April 2018

	Work hours on City projects			
	Total	Minorities	Women	City residents
<b>Hours</b>				
Prime contractors	1,693,574	266,193	45,647	112,130
Subcontractors	<u>3,939,271</u>	<u>956,302</u>	<u>106,078</u>	<u>402,856</u>
<b>Total</b>	<b>5,632,845</b>	<b>1,222,495</b>	<b>151,725</b>	<b>514,986</b>
<b>Percentage of hours</b>				
Prime contractors		15.7 %	2.7 %	6.6 %
Subcontractors		24.3	2.7	10.2
<b>Total</b>		<b>21.7 %</b>	<b>2.7 %</b>	<b>9.1 %</b>

Source: Keen Independent from City of Kansas City Human Relations Department Workforce Reports.

### Foremen/Supervisor Hours on City Projects

Figure C-4 examines the breakdown of hours performed by forepersons and supervisors on City-related projects.

- Foremen and supervisors worked 835,000 hours on City projects, with 271,000 being performed for prime contractors and 564,000 for subcontractors.
- Of the 835,000 total hours, 98,000 were performed by people of color (11.7%). Representation of minorities was higher for prime contractors (13.6%) than subcontractors (10.9%).
- About 18,000 hours of foreperson/supervisor work were performed by women, accounting for 2.2 percent of the total. Representation of women among forepersons/supervisors was relatively higher for prime contractors (5.0%) than for subcontractors (0.8%).
- City residents performed about 56,000 hours of foreman/supervisor work, which represented 6.7 percent of total hours for these workers. Representation of city residents among the foreman/supervisor hours was higher for subcontractors (7.4%) than for prime contractors (5.2%).

Figure C-4.  
Hours worked by foremen and supervisors on City construction projects,  
May 2015-April 2018

	Work hours on City projects			
	Total	Minorities	Women	City residents
<b>Hours</b>				
Prime contractors	271,398	36,892	13,525	14,047
Subcontractors	563,940	61,231	4,785	41,668
<b>Total</b>	<b>835,338</b>	<b>98,123</b>	<b>18,310</b>	<b>55,715</b>
<b>Percentage of hours</b>				
Prime contractors		13.6 %	5.0 %	5.2 %
Subcontractors		10.9	0.8	7.4
<b>Total</b>		<b>11.7 %</b>	<b>2.2 %</b>	<b>6.7 %</b>

Source: Keen Independent from City of Kansas City Human Relations Department Workforce Reports.

### Other Worker Hours on City Projects

Figure C-5 examines the project-specific hours performed by other workers on City projects. (“Other workers” are those construction workers not fitting into any of the trades listed on the City’s worker hours reporting forms.

- There were 363,000 hours performed by other workers on City projects during the study period. Workers for prime contractors accounted for 110,000 of those hours and workers for subcontractors performed the balance (253,000 hours).
- Approximately 70,000 of these hours were performed by people of color, accounting for 19.3 percent of the total.
- Female workers performed 51,000 of the other worker hours on City projects, which was 2.2 percent of the total.
- City residents worked about 29,000 of the total hours for other workers during the study period. Among other workers, city residents performed 6.7 percent of the work hours.

Figure C-5.  
Hours worked by foremen and supervisors on City construction projects,  
May 2015-April 2018

	Work hours on City projects			
	Total	Minorities	Women	City residents
<b>Hours</b>				
Prime contractors	109,802	6,164	15,137	9,561
Subcontractors	253,005	63,714	35,957	18,984
<b>Total</b>	<b>362,807</b>	<b>69,878</b>	<b>51,094</b>	<b>28,545</b>
<b>Percentage of hours</b>				
Prime contractors		5.6 %	13.8 %	8.7 %
Subcontractors		25.2	14.2	7.5
<b>Total</b>		<b>19.3 %</b>	<b>2.2 %</b>	<b>6.7 %</b>

Source: Keen Independent from City of Kansas City Human Relations Department Workforce Reports.

### Company-wide Hours for Prime Contractors

Figure C-6 examines company-wide figures on the hours performed by apprentices, journey workers, foremen/supervisors, and other workers for prime contractors involved in City projects. These work hours pertain to prime contractors' Kansas City region workforce and do not include any workers outside this region. The data encompass work hours for construction tradespersons for prime contractors on City-related projects and their other projects within the region.

- Company-wide work hours for prime contractors totaled 18 million hours during the study period. Approximately 1.7 million hours were performed by apprentices, 13.2 million hours by journey workers, 2.3 million hours by foremen/supervisors, and 0.9 million hours by other workers.
- In total, people of color worked 2.4 million of the 18 million hours for prime contractors (13.4%). This was lower than the 15 percent found for project-specific hours for prime contractors during the same time period (see Figure C-1). Company-wide, about 16 percent of apprentices working for prime contractors were people of color, about the same as for prime contractor workforce on City-related projects (see Figure C-2).
- Women worked 628,000 hours for prime contractors, company-wide, during the study period. Female workers accounted for 3.5 percent of the company-wide hours for prime contractors, lower than the 4 percent representation of women in prime contractors' work hours on City-related projects. The representation of women among apprentices was lower for prime contractors company-wide (6.9%) than for prime contractors on City-related projects (12.3%), which is shown in Figure C-2.

About 1.8 million total company-wide hours for prime contractors were performed by city residents, making up 9.9 percent of the total. It is somewhat unexpected that the share of prime contractor work hours performed by city residents was higher company-wide than on City-related projects (6.8%), as shown in Figure C-1.

According to these data, the City’s 10 percent participation goal for minority workers and 2 percent participation goal for female workers were met company-wide for prime contractors involved in City-related projects.

Figure C-6.

Hours worked company-wide on City construction projects, May 2015-April 2018

	Work hours on City projects			
	Total	Minorities	Women	City residents
<b>Hours</b>				
Apprentices	1,654,411	277,906	114,159	248,180
Journey workers	13,215,155	1,785,533	310,268	1,279,085
Foremen/supervisors	2,305,733	234,267	38,899	153,460
Other	875,601	120,528	164,892	110,490
<b>Total</b>	<b>18,050,900</b>	<b>2,418,234</b>	<b>628,218</b>	<b>1,791,215</b>
<b>Percentage of hours</b>				
Apprentices		16.8 %	6.9 %	15.0 %
Journey workers		13.5	2.3	9.7
Foremen/supervisors		10.2	1.7	6.7
Other		13.8	18.8	12.6
<b>Total</b>		<b>13.4 %</b>	<b>3.5 %</b>	<b>9.9 %</b>

Source: Keen Independent from City of Kansas City Human Relations Department Workforce Reports.

## **APPENDIX D.**

### **Qualitative Information from In-depth Interviews, Online Interviews with Workers, Public forums and Other Public Comments**

Appendix D introduces study team methodology for gathering anecdotal information and analysis of the results of public input. This appendix focuses on eight topics:

- A. Introduction and methodology;
- B. Local marketplace conditions;
- C. Overview of trades and crafts;
- D. City of Kansas City, Missouri workforce goals and the effects of the Ordinance;
- E. Non-union and union training opportunities and workforce development programs;
- F. Recruitment and retention;
- G. Challenges specific to women, people of color and city residents; and
- H. Insights and recommendations.

#### **A. Introduction and Methodology**

The Keen Independent study collected qualitative information through:

- In-depth interviews;
- Online interviews; and
- Public forums and other public comments.

Individuals participating in interviews and providing public comments included City staff; individuals actively working or seeking work in construction; non-union and union employers (serving as primes and subcontractors in the trades, or both); union and trade association representatives; participants from worker-advocate and workforce development groups; members of the Construction Workforce Board; and other interested individuals interested in the local construction workforce.

The study team encouraged interviewees to provide input on workforce-related topics such as:

- Formal and informal training;
- Pre-apprenticeship and apprenticeship programs;
- Opportunities for union membership;
- Experiences involving unions and other organizations;
- Hiring practices and referral lists for union and non-union labor;
- Wages paid;
- Opportunities for advancement;
- Ability to sustain hours worked and any allegations of being “passed over” for work;
- Treatment by employers and fellow employees;
- Any programs that assist individuals in their careers;
- Any unfair practices related to any aspect of employment and earnings; and
- Other insights and recommendations relevant to the Workforce Disparity Study.

Keen Independent distributed information about the study to key groups, including dissemination of a study Fact Sheet. The approach to in-depth interviews, online interviews and public forums is described below; additional channels for public input are described on the following page.

**In-depth interviews.** From August through December 2018, the study team conducted 54 in-depth interviews in person or via phone. Interviewees included 25 contractors, 8 Construction Workforce Board members, 13 trade unions and trade associations representatives and 8 representatives of area public schools, community colleges and other educational institutions. Each of these interviewees is identified by letters/numbers representing their corresponding anecdotal interview (i.e., #I-01, #I-02, #I-03, and so on).

**Online interviews.** The study team conducted online interviews with individuals working or actively looking for work in the local construction trades. Nearly 90 worker responses from online interviews are identified by “W” followed by their assigned number (#W-01, #W-02, #W-03, etc.). These respondents drew from a list of potential interviewees whose primary occupation is in the construction trades (including union and non-union workers employed in the trades or actively seeking construction work).

All online interviewees resided in the local marketplace (identified by relevant zip codes) with about half residing within Kansas City, Missouri city limits. Female workers made up about 20 percent of the online interview respondents. Of the workers who completed online interviews, 29 percent were people of color. There were 12 African Americans, seven Hispanic Americans, one Asian American, two Native Americans and three other minorities.

Most online interviewees reported working 35 or more hours per week. About one-fifth of the respondents worked part-time (fewer than 35 hours per week). The majority of the online interviewees (77%) were non-union workers.

**Public forums and other public comments.** Keen Independent collected additional public input through public forums, the study website, mail and the designated study telephone hotline and email address. All public comments are identified by “PC” followed by their assigned number (#PC-01, #PC-02, #PC-03, etc.). A summary of related outreach to facilitate public input follows.

**Public forums.** Keen Independent held three public forums in the afternoon and evening of October 17, 2018 (including public forums for union affiliates, contractors and trade associations and workers) and asked for verbal and written comments concerning topics relevant to the City of Kansas City, Missouri Workforce Disparity Study. The public forums were held at the Biery Auditorium at 2400 Troost in Kansas City. Combined, about 50 individuals signed in for one or more of the public forums (although asked, some participants may not have signed the sign-in sheet). Refreshments and snacks were provided.

The study team sent multiple press releases about the public forums to local media, and email invitations to representatives of local trade associations and trade unions, the Construction Workforce Board, city staff and other groups encouraging them to share the invites with their constituents. One public forum attendee reported, for example, receiving information regarding the Workforce Disparity Study via a local faith-based organization that had learned of the study as a result of the study team’s robust outreach efforts.

**Mailed postcards to workers who had worked on City of Kansas City construction projects.** The study team mailed 2,642 postcards to draw input from a list of individuals who had worked on City construction projects provided by the City of Kansas City. The postcards requested comments on whether there are any factors that affect women and people of color seeking training and jobs in the local trades; and, any insights on why relatively few of the workers on City of Kansas City, Missouri construction projects live within the city.

Postcard recipients were directed to respond via the study email. Although Keen Independent received few email responses to the postcard mailings, several public forum participants reported learning about the Workforce Disparity Study through the receipt of “a postcard,” the study Fact Sheet or other hard copy mailings.

**Other channels for public input.** The study team also encouraged public input via the:

- Mail;
- Study website ([www.keenindependent.com/kcmoworkforcedisparitystudy](http://www.keenindependent.com/kcmoworkforcedisparitystudy));
- Designated telephone hotline (480-630-6458); and
- Study email address ([KCMOWorkforceDisparityStudy@keenindependent.com](mailto:KCMOWorkforceDisparityStudy@keenindependent.com)).

Each of these channels for input was managed by Keen Independent. The website included the study hotline telephone number and email address, and posted downloadable versions of the:

- Study Fact Sheet;
- Notice of public forums; and
- Postcard.



## **B. Local Marketplace Conditions**

Interviewees were asked to comment on local marketplace conditions and how that affected workforce development. Many agree that the demand for construction is currently strong. For example, one business owner indicated that “construction is booming throughout the City.” [#PC-03] Another stated, “We’re so blessed with work in this area ... our industry is, frankly, on fire.” [#I-45]

Many also reported that hiring is up. The representative of a construction firm said, “Kansas City right now has an extremely full employment.” [#PC-03d] A trade union representative reported that there are “all kinds of non-union shops ... hiring.” [#I-17]

Many interviewees reported a shortage of laborers. For example, the owner of a construction firm stated, “The market is so great right now .... [with] the shortage of labor or people wanting to get into the trades we’re having a tough time finding qualified people.” [#I-06] Another business owner reported that construction firms are “competing against each other to get the best and brightest ... everyone trying to get a small group of people ... it’s going to take years to get the numbers up again.” [#I-31] Another business owner remarked that a growing “stigma” to working with one’s hands makes recruiting in an employee-driven market more difficult still. [#I-22a]

However, despite the strong economy, some interviewees considered construction a job where employee lay-offs are inevitable. A trade union representative explained, “You will get laid-off, it’s the nature of the beast.” [#I-17] The representative of a construction trade union also indicated that people sometimes do not understand that construction is a seasonal job and not a permanent job stating, “When work is there, it’s wonderful ... when work is not there one may sit for months unemployed.” [#I-09]

## C. Overview of Trades and Crafts

The study team asked workers, contractors, trade unions, trade associations, training organizations, members of the Construction Workforce Board and others for an overview on the construction trades and crafts. For example, Part C of this appendix includes comments on:

- Trades and crafts represented; and
- Worker entry into the trades.

**Trades and crafts represented.** Interviewees included a wide range of union and non-union contractors and subcontractors, and representatives and trainers across the trades, as well as construction workers (including union apprentices and journey workers and non-union workers).

**Contractors interviewed reported working as subcontractors, primes and as both subs and primes.** Some contractors interviewed primarily work as subcontractors. [e.g., #I-06, #I-13, #I-14a, #I-28, #I-30, #I-32, #I-33, #I-35, #I-37]

A number of business representatives interviewed primarily work as prime contractors. [e.g., #I-24, #I-27, #I-38, #I-40, #I-41, #I-46]

Some contractors indicated that they work as both a prime and a subcontractor. [e.g., #I-15a, #I-18a, #I-26ac, #I-29, #I-31, #I-34, #I-45]

**Signatory with any unions.** A number of interviewees reported that their firms are union signatories, [e.g., #I-24, #I-29, #I-33, #I-41]. Others reported that they are not. [e.g., #I-06, #I-12, #I-14a, #I-18a, #I-27, #I-37]

One business owner described her efforts to be prepared to be a union signatory. “We have not had a project that is union, but we have contacted the union and set up the ability to become union. And when we get our first project, we have everything in place to be able to utilize their laborers.” [#I-35]

**Worker entry into the trades.** Workers were asked to comment on their entry into the trades. Some of the workers had worked on City-funded and related construction projects

**Many workers in construction trades discussed how they became involved in the industry.** Most reported that they knew of family, friends or acquaintances in the trades, or went to work in the family business. [e.g., #W-10, #W-12, #W-15, #W-18, #W-22, #W-27, #W-36, #W-39, #W-43, #W-45, #W-47, #W-53, #W-58, #W-63, #W-66, #W-69, #W-74, #W-75, #W-76, #W-77, #W-86] A few reported answering newspaper ads or applying online for work opportunities in the trades. [e.g., #W-44, #W-61, #W-64] Remarks include:

- An African American journey worker commented, “My uncle had a construction company and I liked the work.” [#W-13]
- The white female apprentice in a construction trade reported, “My family owns a construction company and each generation [has worked] there.” [#W-26]

- When asked how he entered the construction trades, the Hispanic American journey worker reported that his family has a construction company. [#W-31]
- A journey worker stated, “My father did construction, so I started out with him.” [#W-28]
- The Hispanic American female union apprentice reported that her entry into the trades was “through a friend.” [#W-24]
- One white female journey worker reported stated, “I was able to get into the construction industry by job searching on Indeed.” [#W-38]

**Some workers entered construction early in their careers** [e.g., #W-16, #W-34]. For instance, the worker in a construction trade commented, “[I first] started working [construction in the] summers in high school.” [#W-29]

**Others moved into the field late in their careers.** [e.g., #W-08, #W-20, #W-48, #W-51, #W-59, #W-82, #W-83] For example, the journey worker stated, “I stumbled into it with a job delivering materials.” [#W-67]

**A number of interviewees discussed what percentage of union apprenticeship entrants come from pre-apprenticeships or other early-career training programs such as Job Corps.** Comments include:

- The representative of a construction trade union reported that the percentage of union entrants coming from pre-apprenticeship programs is 5 percent and “climbing.” He added, “We’ve had our pre-apprentice program for six years.” [#I-10a]
- A representative of the Construction Workforce Board reported that in the last five years 20 pre-apprentices have entered two construction trade union apprenticeship programs that he is affiliated with, and that 75 percent of those pre-apprentices graduated into the apprenticeship program. [#I-36]
- Regarding use of workers from pre-apprenticeship programs the representative of a construction firm reported, “We use a lot of pre-apprentices. We like ... ‘try before you buy.’ Most of the unions we deal with [have] a pre-apprentice program. Most of the times we basically find a young person who’s interested in the program and send them through the pre-apprentice program [and then] bring them on as an apprentice.” [#I-31]
- Regarding pre-apprenticeship programs, a representative of a construction trade union stated, “The pre-apprentices will sometimes come out of Job Corps. We’ve also done a few out of the City .... I’d say it’s a very small percentage.” [#I-16b]

- When asked what percent of entrants come from pre-apprentice programs, head of training of a construction trade union indicated that he doesn't know the exact numbers, although they have a few workers that come from Job Corps, which they consider a pre-apprenticeship program. [#I-21]

Some interviewees discussed alternative paths to joining a construction union. Many interviewees agree that union training programs are not the only path to enter a union. [e.g., #I-20a, #I-22b, #I-27] For example:

- Regarding other ways to enter the trades, the representative of a construction trade union reported that individuals who are non-union for many years sometimes join the union as a journey worker. [#I-19c]
- The Hispanic American representative of a construction trade union reported that the union has no problem with workers without union backgrounds so long as they have acquired their skillset elsewhere. He went on to explain that potential workers who have deficient skills simply take training classes to advance. [#I-08b]
- Regarding whether people could take another path into the trade union, one representative of a union responded, "It's possible, yeah." He added that some workers get their training "on the job or at community colleges" and then join the union afterwards. [#I-22a]
- An owner of a construction firm commented that qualified workers can bypass apprenticeships and purchase a union card if they are able to demonstrate that they have the required capabilities. [#I-45]
- Regarding paths to union entry, the African American female representative of a construction firm reported that potential workers can secure a letter of intent to hire from a contracting firm as entrée into the union. [#I-34]
- When discussing other paths for workers to join a union, the female owner of a construction firm described a "buy in" program, saying, "I'm told that a lot of times if you have been a non-union person, working in construction you can go to that union and take a test and test in." [#I-24]
- The owner of a construction firm indicated that individuals with previous non-union experience in the trades may be eligible to enter the union as a second- or third-year apprentice. She commented, "That is the way we can [easily] bring somebody in, if we get the opportunity." [#I-26a]
- The white male union apprentice in a construction trade reported that entry into the unions today is especially easy for women and people of color. He stated, "Roll on up to the union hall, interview, and get in ... [It's] especially easy for minorities and women as there is [an] unspoken quota." [#W-57]

## **D. City of Kansas City, Missouri Workforce Goals and the Effects of the Ordinance**

Many interviewees shared their thoughts on City of Kansas City, Missouri's Workforce Ordinance and its participation goals for minority and female workers. Most reported negatively on the ordinance or indicated that the City does little to enforce it.

Topics in this section include:

- Perceptions of the City's Construction Workforce Ordinance;
- Meeting workforce goals; and
- Enforcement of the Construction Workforce Ordinance.

**Perceptions of the City's Construction Workforce Ordinance.** The study team asked interviewees to comment on the City's Construction Workforce Ordinance:

<http://kcmo.gov/humanrelations/certification-compliance/construction-workforce/>.

**Some interviewees were in favor of the Construction Workforce Ordinance.** A few mentioned that there is still room for improvement regarding "clarity" and enforcement of the Construction Workforce Ordinance. [e.g., #I-07, #I-23] Comments include:

- Regarding the ease or difficulty of meeting workforce goals, the African American representative of a construction firm stated, "My sense has been that clarity [regarding the goals] has not always been consistent. I would just take a neutral position on it." [#I-39]
- Regarding the City's Construction Workforce Ordinance, the white female representative of a construction trade association reported, "I think that goals are good." She reported, "There is a workforce shortage right now, so we have to find a way to take the folks that are interested ... in a career in construction and connect them with ... a variety of training programs out there." She explained, "There's a pool out there and we're not getting them connected to the right opportunities." [#I-42]
- The owner of a construction firm commented, "I don't think the people in the industry are opposed to raising the goals, but I think it has to be done intelligently. I just don't think you can arbitrarily say, 'We're going to increase it, we're going to double it.'" He added, "Let's really create an effective training program .... I think the City has to be part of that responsibility." [#I-45]
- When asked for his thoughts on the City's Construction Workforce Ordinance, the representative of a construction trade union stated, "I don't have an issue with them ... never have." He continued, "I think ... a lot of this is wait through and see where that number needs to be. From my experience in working in the field and being in here ... those numbers have never been an issue." [#I-10a]

A number interviewed favored increasing the City's workforce goals, reporting them as "to low" to achieve diversity in the workforce. These interviewees commented on the need for higher workforce goals and a commitment to enforcement of those goals. Examples include:

- A member of the Construction Workforce Board indicated that the current goals are "too low." [#I-43]
- When discussing the City's Construction Workforce Ordinance, the African American female former worker in a construction trade reported that the participation percentages of 15.5 percent for people of color and 6.9 percent for females should be restored. She reported, "I can remember back in the [day that] digging in the ditches [and] doing ... hard, dirty work in construction was the only type [of] job a black man could get .... Now the black race is seldom seen on the job sites, and all efforts needs to be changed to increase the minority and women participation back to what it was [before]." [#PC-09]
- The representative of a construction trade union stated that depending on the job and job location, the participation of females and people of color in the construction workforce can stand to be increased. He indicated that if numbers are increased and monitored, it would give people of color more opportunities and force unions to place them in jobs. He also emphasized that workforce goals need to be enforced as lack of enforcement results in the program going nowhere. [#I-09]
- The female owner of a construction firm reported that the City's Workforce Ordinance does not impact hiring practices. She added, "I think the 2 percent is a shame, there's absolutely no way that we do less than 8 percent of work in Kansas City." [#I-24]

For varying reasons, some perceived compliance with the City's Construction Workforce Ordinance as burdensome. Some interviewees agreed that complying with the Construction Workforce Ordinance is difficult at times. [e.g., #I-17, #I-20b, #I-37, #I-38] Examples follow:

- As a specialty contractor, a female business owner indicated that hiring workers to meet a goal is not possible because her jobs are too brief to hire and train new employees to meet the workforce goals. [#I-01]
- When discussing his experiences with the Ordinance, the owner of a construction firm stated, "I have lived with this workforce program in Kansas City longer than anybody that's in City Hall." He added, "I've been hearing conversations about them wanting to increase the percentages .... My concern is that the people who are making those decisions don't understand the difficulty of trying to [comply with] '10 and 2.'" [#I-45]
- When asked if the City's Construction Workforce Ordinance impacts hiring practices, the white female owner of a construction firm responded, "No." However, she added, "It's a shortage of [workers] right now ... and it's a huge hurdle to try to find a woman. They just don't apply." [#I-37]

- The owner of a construction firm remarked, “My main issue with the Workforce Ordinance is, let’s say I have two jobs going on at the same time and I have a project with a goal. I have to pull my best two workers who are a woman and person of color just to meet a goal. It would be better if it were a companywide workforce goal, not project[-by-project] work[force] goals.” [#I-31]
- The white female owner of a construction firm reported, “[The City should] look at workforce goals as a companywide [issue] rather than as a job-by-job [workforce goal].” She stated, “The biggest thing is ... [the City doesn’t] look at your workforce overall. They look at job-specific issues, and when it gets too job specific, we may or may not meet those goals. What I think they fail to understand is I have more than one job at a time, and I have people who are qualified to do some things versus qualified to do other things. So, I have to assign my labor based on what work we have to accomplish that day, and I don’t think the City takes that into account.” [#I-13]

**Many interviewees reported that the City’s Construction Workforce Ordinance has no significant impact on their hiring practices.** Despite the intent of the Ordinance, many indicated that, regardless of race or gender, their firms look for the most skilled workers, or hire workers provided by the unions. Some others described, with or without the goals, a commitment to workforce diversity. [e.g., #I-05, #I-06, #I-13, #I-15a, #I-18a] Comments include:

- When asked if the City’s Construction Workforce Ordinance impacts hiring practices, the white female owner of a construction firm stated, “Nope .... We are looking for the best candidate in general.” She added, “We go through and screen everyone like we would for any position, so it’s the best candidate.” [#I-33]
- The representative of a construction firm reported, “We’re certainly aware of the [City’s Construction Workforce Ordinance] requirements ... I don’t think that forces us down any path other than the path that we do head down in that we’re looking for good people, whether they be women, people of color, white, whatever they are. So, I don’t think it changes ... how we do business.” [#I-38]
- When asked if the City’s Workforce Ordinance has impacted hiring practices, the white female owner of a construction firm stated, “For me, no.” She added, “At this point, with the way the labor force is ... it’s hard to find general labor people.” She elaborated, “The unemployment rate is so low, it’s just tough right now .... It’s tough everywhere, I don’t care if you’re blue collar, white collar, whatever. It’s more of a competitive ... push as to who you’re hiring, how much you’re paying, what benefits you’re offering, no matter if you’re general labor or ... a nurse.” [#I-32]
- The white female owner of a construction firm reported, “Candidly, no.” She continued, “While we would love to have more women on staff, I think that we have to look for the skills .... not just because they’re a minority or a woman or whatnot just to meet a quota.” [#I-14a]

- When asked if the City’s Workforce Ordinance impacts hiring practices, the white female owner of a construction firm reported that it does not. She added, “We’re union, so we go to the hall and ask .... We don’t discriminate.” She later stated, “Who is out of work is who we go for.” [#I-29]
- The female owner of a construction firm reported, “Through a union we take whoever walks in our door ....” [#I-30]
- An African American representative of a construction firm stated, “I would say indirectly. We are aware [of] expectations .... My sense is the company understands what diversity means to the community and to the success of the company. I wouldn’t say the ordinance in KCMO shape[s] our approach as much as they inform or validate where they already are.” [#I-39]
- When asked if the City’s Construction Workforce Ordinance impacts hiring practices, the owner of a construction firm answered, “Absolutely.” He added, “We are constantly striving to seek out minorities and females .... When we go to hire people, our request to the unions is to send us qualified minorities.” [#I-45]
- The co-owner of a construction firm reported, “It does not impact [hiring], we hire the best qualified people.” He reported on the diversity of his firm with 30 percent of his field staff people of color and 2 to 3 percent female, with women serving primarily as laborers. [#I-27]
- The African American female owner of a construction firm said, “[The City’s Construction Workforce Ordinance] doesn’t impact the process for me.” She added, “Ninety percent of my employees come from this very community .... This community is made up mostly of African Americans .... Even with the agencies that we use it’s not difficult for me.” [#I-12]

**Other interviewees felt the City’s Construction Workforce Ordinance was overly restrictive or made hiring more difficult.** [e.g., #I-15b, #I-26b] For example:

- When asked if the City’s Construction Workforce Ordinance impacts hiring practices, the African American female representative of a construction firm indicated that it does “in the sense that [the City] monitor[s] whether or not [the firm is] hiring minorities or females.” [#I-34]
- When asked if the Construction Workforce Ordinance impacts hiring practices, the representative of a construction firm responded, “Yes ... it does because they require us to have a certain percentage on our workforce .... I don’t think it necessarily does in a positive way.” [#I-46]



- The white female owner of a construction firm stated, “Yes, because the minorities are not my issue, the biggest issue is women getting into the construction industry. As far as being with the [specified] union, there are only four [women] and they are working for another general contractor in the area, so it’s very hard for me to get women. I have to go outside the [specified] union and to the laborers union to be able to pull from them to reach my goals.” [#I-28]
- When asked if the Construction Workforce Ordinance impacts hiring practices, the representative of a construction firm responded, “We’re conscious of it, ‘yes.’ We’re looking for the best and the brightest people regardless of what gender they are or what race they are. So, we’re conscious of the goals though.” [#I-41]

Some interviewees reported that the City’s introduction of workforce goals may be limiting workers’ choices in the trades and a contractor’s selection of its employees. Another interviewee suggested that workforce goals puts an unfair monetary penalty on businesses when they are unable to comply. These comments include:

- A Construction Workforce Board member indicated that project-specific workforce goals might limit women and people of color to working on City projects, thus preventing their entry into other construction sectors. He explained, “We may be intentionally ‘unintentionally’ setting folks up for losing jobs ... a glass ceiling where [women and people of color working in construction] cannot get outside public work.” [#I-04]
- Regarding the City’s Construction Workforce Ordinance, the white female co-owner of a construction firm stated, “I don’t see the point in even having [workforce goals]. I mean, don’t we want quality skilled people to work on these projects?” [#I-15b]
- The female representative of a construction business commented, “I really think that ... threatening monetary damages to people when they don’t have enough women or ... enough minorities just [is not] an effective way to have a program.” [#I-26b]

**Meeting workforce goals.** Many interviewees commented on their experiences recruiting, hiring and retaining female and minority workers, as well as any efforts to comply with the Construction Workforce Ordinance.

**Many interviewees reported difficulty finding minority and female workers.** Some reported difficulties finding trained workers, in general. A number reported challenges finding workers who are people of color. Several others specifically noted difficulty meeting the workforce goal of 2 percent female participation. Comments follow:

- The representative of a construction firm reported, “I don’t mind that they set the bar high. It’s just that they ... think the burden should be on us to hire the people .... We reach out to the minority and women community, we tell the ... union that we want them to walk down the list so that we can get a minority or woman, and that’s the most we can accomplish .... You can’t make people apply.” [#I-26c]

- Regarding the ease or difficulty in complying with the Construction Workforce Ordinance, the owner of a construction firm stated, “Frankly, the minority community, a lot of the guys and women ... don’t have the training that you have to have to work in our industry.” He later stated, “The challenges are finding the people who have been trained and want to do this work on a daily basis.” [#I-45]
- When asked if it was easy or difficult for her firm to comply with the Construction Workforce Ordinance, the white female owner of a construction firm responded, “[It’s] probably difficult because we don’t have choices in who we’re picking and choosing from, because it’s so few and far between.” She added, “As far as minorities go, we ... only have one person of color that we’ve hired.” [#I-32]
- Regarding the ease or difficulty of complying with the City’s Construction Workforce Ordinance, the white female co-owner of a construction firm stated, “It is difficult. The hardest part is the female side. There are no females that want to enter the construction industry. She stated, “How can [the City] make us abide ... when the workforce is dwindling?” [#I-15a]
- The co-owner of a construction firm stated, “The construction industry is typically a very male-dominated [industry] .... The women are really hard to find because they just don’t enter the construction industry.” [#I-27]
- A female owner of a construction firm indicated that recruiting to comply with the Construction Workforce Ordinance “is difficult.” She explained, “The number of women in the ... workforce is not as high as I’d like to see ... may be the physicality of the job.” [#I-30]
- The owner of a construction firm commented, “We don’t have any female installers .... We haven’t had a woman work for us in the field. I think in 14 years, we had one female interview ... it just didn’t work due to hours.” [#I-06]

A number of interviewees reported being at the “mercy” of the unions, when trying to comply with the City’s workforce goals. For example:

- The white female performing as a union contractor (signatory with multiple unions) indicated that, for her firm, meeting workforce goals is a “huge” barrier. As a union contractor, she explained that finding available workers who are women or people of color is out of her hands. She indicated being “at the mercy of union availability” when attempting to comply with the City’s construction workforce goals. She noted that when a contractor does not comply with the workforce goals, they “get in trouble.” [#I-03]
- When asked about complying with the City’s Construction Workforce Ordinance, the representative of a construction business stated, “Depending on the workforce ... the unions don’t tell us what their diversity numbers are, so I have no visibility into [that availability]. That’s information that they don’t like to share with us. I’m at the mercy of calling on the hall to see who they have.” [#I-40]

Some interviewees reported difficulty recruiting and allocating staff and other resources to comply with workforce goals. These included both union and non-union businesses:

- Regarding the City's Construction Workforce Ordinance, the female representative of a construction trade union stated, "Well, it's a good thing if it's feasible. It's not always feasible ... because through our recruitment process we can only provide what comes through our recruitment ... and [that] goes through the written testing and oral interviews. That's what we get." She went on to say that it's not always feasible to get the needed numbers. [#I-20a]
- The white female owner of a construction firm reported, "It is difficult because I don't assign workers just based on how to meet the goals ... our workers are set up as teams and will have certain specialties. And if that job within Kansas City, Missouri calls for someone with those specialties and it so happens [there is] greater diversity on that team versus another team ... that's just what it is ... the way the ball bounces." [#I-13]
- Regarding the City's Construction Workforce Ordinance, the white female owner of a construction firm remarked, "I think about the City and I think about what they ... put out there for businesses to try and achieve in their hiring abilities .... How much control do they think an employer has?" She added, "For me, as an employer, to have to think about, 'How many women do you have? How many people of color do you have?' I think that's so unrealistic to try to get to that point when you're in [the] labor environment that we're in right now .... You can't employ people that just aren't working .... We're a small business [and] we're paycheck to paycheck meeting payroll." [I-32]
- The white female performing as a union contractor (signatory with multiple unions) reported that keeping her crews together is good business practice. She explained that having laborers of limited skill levels floating between jobs, just to meet the City's workforce goals, impedes overall efficiency. [#I-03]

For some, issues of worker retention make it difficult to comply with the Construction Workforce Ordinance. Comments include:

- The representative of a construction firm commented, "There's no question that we've hired more women than anybody else." However, he added, "The problem is getting women to stay in the trade because it is so physically demanding ...." [#I-26c]
- Regarding the ease or difficulty of complying with the Construction Workforce Ordinance, the African American female representative of a construction firm stated, "We've always been able to ... find minorities and women." However, she noted, "It's been hard to keep them, and I don't know if it's because the work is hard or whether they have some other non-work issues like daycare [or] transportation." [#I-34]

Some interviewees developed specific strategies to comply with workforce goals. Examples include:

- When asked about ease of complying with the City’s Construction Workforce Ordinance, the African American female owner of a construction firm responded, “It is for me ... because I make it easy.” She reported that forming community partnerships have made compliance easy through collective vetting of a job candidate. [#I-12]
- Regarding the ease or difficulty of complying with the Construction Workforce Ordinance, the female representative of a construction firm stated, “We’re able to partially meet the City [goals] because when we have several jobs with the City we can’t put [our female worker] on all the jobs, so we have to pick a job and meet that [job’s] requirement and then do our [good faith] efforts on the other jobs.” [#I-26b]
- When discussing the City’s Construction Workforce Ordinance, the representative of a construction trade union reported, “I support it.” He added, “That’s something we’re always striving to achieve with our contractors. Our contractors are aware of that and they are working with us to be able to meet those goals.” [#I-22a]
- When discussing the City’s Construction Workforce Ordinance, the female owner of a construction firm stated, “I don’t believe it would be difficult because of the relationships we’ve built along the way, and we’ve sought others in those areas. I believe it might be a little easier because we’ve purposely built things in place to be able to use those specific groups.” [#I-35]
- An owner of a construction business commented, “It’s challenging ... one of the things that we do every Monday is look at where we stand with respect to our percentages.” [#I-45]
- The representative of a construction firm commented, “In order to keep those levels, we have over the past couple of years started essentially our own in-house apprenticeship program to try to attract minorities [and] females to our business.” [#PC-03d]
- Regarding the City’s Construction Workforce Ordinance, the representative of a trade union stated, “I don’t think we would have any problem reaching those goals .... I can suggest to an employer to lean more towards someone more than the other.” He added, “Our apprenticeship program ... pretty well mirrors what our local has for the population. It is still 60 percent Caucasian male, but the other 40 percent is split up very well.” [#I-16a]
- Speaking on the City’s Construction Workforce Ordinance, the representative of a labor training organization remarked, “We try to make sure that we have our ratios right, especially for prevailing wage jobs .... For every three journeymen we like to have one apprentice, which exceeds a lot of those requirements.” [#I-11]

**Enforcement of the Construction Workforce Ordinance.** The study team asked interviewees to comment on any issues related to program enforcement.

A number of interviewees commented on issues related to inconsistency in the enforcement of the City's Construction Workforce Ordinance. Examples follow:

- Regarding the City's Construction Workforce Ordinance, the representative of a construction firm indicated that "there's no oversight." [#I-26c]
- A member of the Construction Workforce Board observed, "... major construction projects .... for a \$100,000 job I saw [that] 80 percent of the workers on [it] were not minority or people that were from KCMO." [#I-05]
- The white female representative of a construction trade association commented, "I think that whatever rules we set out need to be the same across the board and need to be very clear." She added, "There needs to be clarity so that everybody understands 'which rule is which.'" [#I-42]
- When discussing the City's Construction Workforce Ordinance enforcement efforts, the female owner of a construction firm indicated, "We've heard so many horror stories about them not really even doing the paperwork when you do turn it in." She later indicated that the monitoring of goal reporting has been a problem and that other companies "fabricate numbers." She added that she cannot recall any instances where the City punished companies for not meeting workforce goals. [#I-26a]
- The representative of a construction firm stated, "I would like for [the City of Kansas City, Missouri] to be fair and consistent with administering the [Construction Workforce Ordinance]. It seems like there's been a lot of inconsistencies .... Some people get fined, some people don't." He added, "Needs to be a detailed plan ... I've seen the same scenario go different ways ...." [#I-46]
- When discussing the City's Construction Workforce Ordinance, the head of training of a construction trade union stated, "I think it would be a great thing if it was enforced. There is no enforcement or compliance behind it .... there has to be better compliance and enforcement on these developer agreements. You can't have a developer come out and say they're going to meet 10 percent minority [goals] and then they meet zero [with no repercussions]." [#I-21]
- The representative of a construction trade union indicated that he does not know if "10 and 2" are reasonable percentages, or if workforce goals should be higher. However, he stressed that enforcement provides people of color an increased opportunity to enter the construction trade. When asked if more people of color would join the construction trade if there were more opportunities, he reported that they would. [#I-09]

- A member of the Construction Workforce Board indicated that while “a number of companies do well meeting workforce participation [goals], some companies’ percentages are way too low.” He added that he has “concerns that subcontractors [in particular] duck some of the requirements.” [#I-43]

The same interviewee indicated that accountability and recordkeeping regarding compliance is an issue for some subcontractors, as they “don’t pay attention to it” or may perform small jobs with limited accountability. To remedy this, he suggested that the City provide each subcontractor with a “description of how [the Construction Workforce Ordinance] applies to them” and hold them accountable. [#I-43]

**A few interviewees noted that the Construction Workforce Ordinance should take into consideration type, volume and location of work performed. For example:**

- Regarding insights into the City’s Construction Workforce Ordinance, the female representative of a construction firm suggested that “setting goals by trades, instead of just in general may be more effective.” [#I-26b]
- The representative of a construction trade union stated, “As far as our program goes, we meet those requirements ... I don’t think there is a problem with that, really.” However, he added, “Sometimes ... these requirements don’t take into consideration the type of work that’s being done ...” [#I-07]
- The white female performing as a union contractor (signatory with multiple unions) indicated that, for her firm, meeting workforce goals would be easier if they were monitored “companywide,” including both public sector and private sector jobs. She explained that project-specific goals are impossible to meet. [#I-03]
- The representative of a construction firm reported, “One of the challenges that we have as a company is [that] the City analyzes our workforce, our 10 percent [minority] participation [and] 2 percent [female] participation ... whether it’s in Kansas City, Missouri or not. That seems to me to not be realistic. If we’re not working within the 10 counties ... we ought to not have to worry about meeting the ‘10 and 2’ to satisfy the Kansas City, Missouri Ordinance.” [#PC-03d]

**One white female owner of a construction firm argued that advocacy for female workers and people of color disadvantages white male workers.** She stated, “I would say there’s more advocacy for women and minorities to be hired. I would say there is more opportunity for them to be hired because there’s not enough. I think the white male has been put on the back burner.” [#I-28]

## E. Non-Union and Union Training Opportunities and Workforce Development Programs

Interviewees shared insights on training and workforce development programs. Topics included:

- Types of training offered to construction workers;
- Availability of non-union training opportunities;
- Pre-apprenticeship, apprenticeship and other programs offered by trade unions;
- Admission requirements for pre-apprentice and apprentice programs;
- General barriers to entering and completing training programs including pre-apprenticeships and apprenticeships;
- Barriers to recruiting women into apprenticeship programs, pre-apprenticeship programs or other training programs;
- Barriers to recruiting people of color into pre-apprenticeship programs, apprenticeship programs or other training programs;
- Barriers to recruiting City residents into apprenticeship or pre-apprenticeship programs;
- Potential models for new or improved training opportunities for construction workers; and
- Workforce development programs that assist individuals in their careers, and any deficiencies in these programs.

**Types of training offered to construction workers.** Some reported that union apprenticeship programs are lengthy, spanning four to five years. [e.g., #I-13, #I-24, #I-40, #I-30] Others reported that training takes place primarily on-the-job or in-house; some of these interviewees represented non-union companies. [e.g., #I-06, #I-12, #I-31, #I-32, #I-33, #I-35] Several also reported on safety-related training opportunities.

Interviewees described a broad range of training practices. For example:

- The representative of a construction trade union stated, “We train [specified] technicians. The classes start out from basic math, science of course, OSHA [Occupational Safety and Health Administration], and advances into drafting [and craft-specific technical training]. They will also get into CAD [computer-aided design] ... foremen training. There’s just a whole bunch of curriculums that [are] listed in our standards. These programs take five years.” [#I-10b]
- When asked about the training that his organization provides, the representative of a construction trade union commented, “We have a five-year apprenticeship program ....” He added, “We have four years of classroom instruction ... six weeks a year, eight hours a day, five days a week. ....” He explained that the union also provides apprentices with safety training, “We provide a 30-hour OSHA training before they actually start work, when they first become an apprentice to make sure that they have their safety training going in.” He added, “We provide basically five years of on-the-job training through our contractors.” [#I-22a]

- A representative of a construction trade union indicated that the union’s program is a 4,800-hour program and after completing a 900-hour segment of on-the-job and classroom training, apprentices’ wages increase by 10 percent. He said there are 480 classroom hours required for program completion. [#I-23]
- When discussing the types of training that his organization provides, the representative of a construction trade union stated, “They go through a five-year apprenticeship.” He added, “They get safety training, they get related core classes, they get specialized certification classes . . . .” He reported that apprentices also receive certification in their field during their training including “a lot of math [and] a lot of science” so they better understand technical aspects of the trade. [#I-17]

The same trade union representative added that “all [apprenticeship] education is free, they don’t pay for a dime.” He stated, “They work during the day and go to school at night.” He reported that apprentices must complete 240 hours of schooling a year for a total of 1,200 hours throughout their apprenticeship. He added that each apprentice must work 1,750 hours in the field to advance to the next pay grade. [#I-17]

- A Construction Workforce Board member indicated that his organization offers workforce and professional development training and training in safety, health and environmental services, including new OSHA regulation training and other safety training for union and non-union workers. His organization offers discounted training for its members, he added. [#I-04]
- When asked how workers get training in trades, the co-owner of a construction firm said, “We participate in the training program through The Builders’ Association.” He reported that his firm also provides on-the-job training to new workers. [#I-27]
- The female owner of a construction firm reported, “We do some safety training . . . . Today we have guys that are going through [training] . . . [but] if there’s specialized things like that we handle it internally.” [#I-29]

**Many workers in construction trades reported on informal hands-on training and on-the-job training.** [e.g., #W-01, #W-08, #W-09, #W-11, #W-14, #W-15, #W-28, #W-30, #W-31, #W-36, #W-38, #W-41, #W-51, #W-53, #W-54, #W-63] For example:

- The African American female worker in a construction trade reported that she received training “on the job, as it went.” [#W-78]
- When asked about opportunities to receive training in the construction trades, the apprentice in a construction trade reported, “Just on the job. I had to get a few years of general . . . experience, then I found someone willing to teach [advanced crafts].” [#W-06]
- The Hispanic American worker in a construction trade reported that he was trained on-the-job only. He stated, “Just on the job with my [relative] all these years. Nothing formal.” [#W-55]



- The white female journey worker in a construction trade reported, “My training consisted of a lot of hands-on work, [and] learning how everything works and functions on a job site.” [#W-38]
- The owner of a construction firm stated, “The best part is the hands-on training from the union. The best part is you get to practice what you learned in class that day .... We couldn’t do what we do without those training programs.” [#I-31]

**Other workers reported that they or others received some training through coursework.** Many interviewees reported received training through a combination of on-the-job training and instructional coursework. [e.g., #W-20, #W-29, #W-34, #W-40, #W-47, #W-56, #W-59, #W-60, #W-68, #W-86] For example:

- The Hispanic American worker in a construction trade reported that he received on-the-job training as well as training through instructional coursework. [#W-83]
- The journey worker in a construction trade reported that he attended an evening training school. [#W-82]
- When asked about opportunities to receive training in the construction trades, the apprentice in a construction trade reported that he received on-the-job training from multiple internships and educational courses. [#W-02]
- The African American apprentice in a construction trade said he received a combination of training from friends, on-the-job training and training via college coursework. [#W-85]
- Regarding other paths for workers to enter the trades, the white female owner of a construction firm reported that there are some rural high schools where students can take courses in the trades, which she said sparks their interest. She added, “If you don’t know, then you’re not [going to] do it.” [#I-29]

**Two workers interviewed reported being self-taught.** [e.g., #W-22] For example, the African American worker in a construction trade stated, “I did not receive any training. I learned everything myself.” [#W-84]

**Availability of non-union training opportunities.** Interviewees commented about access to worker training not supplied by the unions.

**Many interviewees reported that workers struggle to find suitable training opportunities open to non-union construction workers.** [e.g., #W-03, #I-07, #I-10a, #I-11, #I-17, #I-20a, #I-22a, #W-64] For example, a minority female apprentice in a construction trade reported that “background issues and not knowing where to get training” are barriers to completing construction trades training. [#W-04] The African American owner of a construction firm stated, “I would say we don’t have enough training programs to make [African Americans] available for [work]. He continued, “My brothers aren’t trained. How do I get my brothers trained?” [#PC-03e]

Some reported knowing of formal training opportunities open to non-union workers and middle and high school students. For example:

- A representative of a construction trade union indicated that the Kansas City International Airport program is open to union and non-union members with contractors paying the tuition. He indicated that both union and non-union trainers are being utilized. [#I-19a]
- One member of the Construction Workforce Board explained that the association he is affiliated with conducts workforce and professional development and health and safety training open to both union and non-union contractors. [#I-04]
- Regarding ways to train workers in her trade, the white female owner of a construction firm stated, “We have specialized equipment ... we go down to [a local supply firm] ... [and] they bring in instructors that do the specialty training ... just all kinds of different things in our industry.” [#I-18a]
- Representatives of a public high school program reported that Manual Career and Technical Center (MCTC) in Kansas City offers eligible high students half-day technical training modeled after the Home Builders Institute’s Pre-Apprenticeship Certificate Training Program (PACT) curriculum. Also mentioned was that one area construction company is launching a summer shadowing program for high school juniors and seniors interested in the trades. [e.g., #I-47a, #I-47b, #I-52, #I-53]
- A representative of Metropolitan Community College construction-related programming including an Associate in Applied Science in Construction Management Associate. (The college also offers a Construction Management Certificate.) [I-49]
- Some reported on middle school programs (Project Lead the Way and the Central Academy of Excellence, for example) focusing on STEM preparatory programs for students interested in mechanical studies, as well as science, math and engineering. [e.g., #I-50a, #I-50b, #I-51]

**Pre-apprenticeship, apprenticeship and other programs offered by trade unions.** Most interviewees reported that their union offers pre-apprenticeship and apprenticeship programs or reported knowledge of unions that offer similar programs. [e.g., #I-04, #I-08a, #I-10b, #I-13, #I-16a, #I-16b, #I-19b, #I-20b, #I-21, #I-22a, #I-22b, #I-23, #30, #I-36, #I-40, #I-42] On the other hand, one trade union reported not offering any pre-apprenticeships. [#I-09]

Union representatives reported on training offered by unions, and more specifically pre-apprenticeships, apprenticeships and other training opportunities. Comments include:

- Regarding the types of training that his organization performs, the representative of a labor training organization reported, “We do a lot of things, there’s really a variety.” [#I-11]

- Regarding training for apprentices, the female owner of a construction firm indicated that the unions conduct and pay for all training. She offered, “They learn on the job site too, as an apprentice .... Then they also go to apprentice schools. It depends on whether they’re carpenters, laborers or operators, or painters [etc.]. They go to their own apprentice school .... Sometimes it’s during the week [and] sometimes it’s during the night, it all depends on the specific trade how they do it.” [#I-24]
- The representative of a construction trade union stated, “We ... have a [specialized] program.” He added that the union also has a residential program in which workers “work under a different contract, but ... become members of the union faster than other[s].” He noted, “It’s just that they make less money in the beginning, [but] in the end they all make the same.” He went on to say, “The shop has to have a three-to-one ratio, three journeymen to one apprentice ....” [#I-17]
- The representative of the construction trade union commented, “We have ... in the past done pre-apprenticeship programs. Those were based on ... the need.” He added, “We haven’t done one in a couple of years .... Currently we work off a letter of intent to hire ... as the contractors need help, we have a pool of eligible [hires], which they can pull from, and ... they are admitted into the training program.” He added that they do pre-apprenticeship programs on an “as-needed basis.” [#I-07]

The same trade union representative reported that the ideal pre-apprenticeship program is “craft-specific.” He added, “[Ours is] not just ... a readiness program .... We recruit those that want to be ... a bricklayer or whatever craft it is, and we train them eight hours a day, five days a week for eight weeks .... We call it a bootcamp.” He added, “We provide them with a set of tools, and we give them a \$10-a-day stipend if they show up on time.” He added that if apprentices show up late three times then they are removed from the program.” [#I-07]

He later explained, “The term ‘apprenticeship’ or ‘pre-apprenticeship’ seems to be getting misused .... Apprenticeship is meant to provide someone ... skills to do a craft .... Soft skills ... are being taught in some of these other so-called pre-apprenticeship programs.” He explained that soft skills are life skills that individuals should possess prior to having an apprenticeship, such as how to get to work on time or how to read a tape measure. [#I-07]

- The male representative of a construction trade union stated, “Through our ‘international’ we’ve got a program to work with veterans. We have [a] program [for] veterans in [the trade]. We have a presence on nine different bases. They can take ... 18-week welding, HVAC [and] plumbing course[s].” [#I-10a]

Some interviewees reported how potential pre-apprentices and apprentices learn about these programs. These interviewees discussed outreach methods and how information on training opportunities is disseminated to potential trainees. [e.g., #I-14b, #I-35, #I-38] For example:

- A representative of a construction trade union reported recruiting through advertisements to garner interest in the program through [a specified trade association]. [#I-20b]
- A representative of a construction trade union stated that workers learn about training via “web page[s], word of mouth and The Labor Beacon.” He added, “We’ve got a full-time organizer that can go out and talk to individuals.” [#I-10a]
- Regarding how members typically learn about the union’s training opportunities, a representative of a construction trade union reported, “We have training that’s posted at our training center.” He added, “We also post it on our website ... we post it in The Labor Beacon newspaper that we have sent to all our members.” [#I-22a]
- When asked how workers typically learn about his organization’s training opportunities, the representative of a construction training organization indicated that they do a lot of career fairs and bring people to the facility for tours and to learn more about the organization. He reported also doing a lot of outreach to high schools and trade schools, and that he personally reaches out to counselors and parents to share information on entering the trades. He later added that in the next two months the organization is holding eight outreach events. [#I-08a]
- A representative of a construction trade union stated, “We do a lot of outreach ... job fairs, a lot of outreach at high schools, tech schools, advertising and I think they’ll even post on Facebook when applications are available.” He added that entrants go to the training center to pick up their [apprenticeship] application.” [#I-10a]
- A representative of a construction trade union said his organization has attended multiple career fairs and approached Manual Career and Technical Center about trying to tap into the Center’s construction curriculum. He indicated that juniors and seniors at Manual Tech are taking construction curriculum courses that would make them ideal apprenticeship candidates and indicated that his organization is in the process of establishing a more formalized relationship with the Center. [#I-23]

The same trade union representative reported that once a prospective applicant has gathered credentials, they will go to either of the organization’s training facilities to present their credentials. He explained that prospective applicants will be given a list of every contractor that has ever used an apprentice through the union’s program. [#I-23]

He also stated that the union is in the process of completing an articulation agreement with Ozark Technical Community College that allows apprentices who complete the apprenticeship program to receive 45 credits that can be applied towards an associate degree. He stated that if apprentices choose to do so, his organization will provide a scholarship for the remaining 18 credits for the associate degree. [#I-23]

- Regarding how entrants are recruited into apprenticeship and pre-apprenticeship programs, the representative and head of training of a construction trade union stated, “[We do] everything we can think of. We advertise on multiple media platforms, social media [and] television ads. We do radio commercials [and] job fairs, probably at least 40 job fairs a year and go to job sites and talk to people currently working in the craft and trying to recruit them.” [#I-21]
- Regarding how entrants are recruited into apprenticeship and pre-apprenticeship programs, the representative of the Construction Workforce Board indicated that recruitment channels include open houses at high schools and community colleges. He also noted the National Institute for Construction Excellence is trying to promote the construction trades at the middle school level. [#I-36]
- Regarding training for workers in trades, the owner of a construction firm stated, “We set up an in-house apprenticeship program about two years ago and we ran two classes ... in each of those classes we brought in 10 guys and we did this by going to different high schools ... and by word of mouth.” He added, “We probably had success at about a 50 percent rate with those 10 people.” [#I-45]
- The head of training of a construction trade union stated that the organization has employment counselors and many networks through which training opportunities are disseminated. He offered that they attended over 80 recruitment/networking events last year, including those at schools and community organizations. He stated they host some events and have a presence at vocational-tech schools as well. He reported that The Builders’ Association also assists with spreading the word about opportunities. [#I-19b]
- The representative of a labor training organization reported that his organization tries to pull people into their training by connecting with Job Corps, work-release programs and job programs for offenders. He commented that his organization attends military and high school job fairs and does community work such as Habitat for Humanity to recruit participants. He added that his organization has a high referral rate. [#I-11]

The same training organization representative commented, “We do a lot of job fairs and we do stuff [on the] internet, so you can apply online ... we send out a lot of call blasts ...” He went on to report that social media and other online methods have not produced great results. [#I-11]

- Regarding apprenticeship programs, the representative of a construction trade union reported on union recruiting enticements, “You go for five years, when you’re done with that five years you don’t owe anything and there’s not too many of those college occupations that you’re [going to] go to where you can go to school for five years and when you’re done make \$90,000 a year. That’s what the school counselors need to understand and that doesn’t include the insurance and retirement that is on top of that, so you’re looking at \$135,000 a year after five years and no debt.” [#PC-02b]

**Admission requirements for pre-apprentice and apprentice programs.** Many discussed relatively rigorous admission requirements for pre-apprenticeship and apprenticeship programs.

Most reported that a high school diploma or High School Equivalency Certificate (GED) is required to participate in pre-apprenticeship and apprenticeship programs, as well as being 18 years of age or older. Some interviewees reported additional admission requirements such as sponsorships. For example:

- Regarding requirements for apprenticeships, the owner of a construction firm stated, “They all have to have either a high school education or a GED.” He reported that this requirement can be a “stumbling block” for potential workers. [#I-45]
- The representative of the Construction Workforce Board stated that workers need to be sponsored in specific courses within that trade. This includes apprenticeships, on-the-job training and classroom work. [#I-05]
- The representative and head of training of a construction trade union said admissions requirements for the apprenticeship program include having a GED or a diploma and being a minimum of 18 years old. He explained how applicants without a GED or diploma must be registered in a GED program within 60 days of entry in the apprenticeship program. [#I-21]
- When discussing admission requirements for apprenticeship programs, the white female representative of a construction trade association stated, “For the registered apprenticeship program you have to be 18 years of age, you have to have a high school diploma or a GED, you have to have letters of recommendation, a resume and fill out an application.” She added, “Most of our students are hired by an employer who then puts them into our program.” She added that requirements for pre-apprenticeship programs are “specific to each of the individual programs.” [#I-42]
- The representative of the Construction Workforce Board and construction trade association reported on the requirements for union apprenticeship for high school graduates. He said interested workers go to the union hall to apply for apprenticeship and get a list of employers in the trades that interest them. He added that the applicant sets up their own job interviews and that they must get a letter of intent from the contractor interested in hiring them. Only with a letter of intent, he noted, can the worker be drafted into the apprenticeship program. [#I-04]

The same workforce board and trade association representative indicated that for some specialty trades a worker can be directly admitted to an apprenticeship program without first securing a letter of intent from an employer. He later reported that most apprenticeship programs span four to five years, such as programs for carpenters. He added that laborer apprenticeships are typically shorter at about three years. [#I-04]

- When discussing the admission requirements for union/apprenticeship programs, the representative of a construction trade union said that candidates must be 18 years old, pass a test at Metropolitan Community College and interview with industry representatives from labor and management. [#I-22b]

The same trade union representative said, “The best apprentices are people that are in their upper 20s, early 30s with a spouse, house payment and a kid because they ... figure[d] out that going to work every day is important and paying your bills is important ....” [#I-22b]

- The representative of a construction trade union said the apprenticeship admissions requirements include an entrance exam and a pass/fail aptitude test. He indicated that applicants are ranked according to several factors in addition to the entrance exam and aptitude test. He said that his organization does not have a pre-apprenticeship program. [#I-20b]
- Regarding admission requirements, the representative of a construction trade union stated, “Basically you have to be 18, have a GED or high school diploma, transcripts up to the last year of education, and proof of age. That can be either a birth certificate or driver’s license.” He added, “You have to have an active application on file for the regular apprenticeship program.” [#I-10b]
- When asked if there are pre-apprenticeship programs offered by his union, the representative of a construction trade union said, “Yes.” He reported that to get into the program individuals must be 18 years old and apply to the apprentice program. He added, “The whole thing with ... the pre-apprenticeship is to get them ready to be an apprentice.” He commented that they have tutoring and assistance to help individuals in the pre-apprentice program study and pass the apprentice exam. [#I-22a]

When asked about the age distribution of apprentices, the same trade union representative said, “It’s pretty diverse, really. We have some straight out of high school .... We’ve had apprentices that are 20 years old and we’ve had apprentices that are 50 years old.” He reported that it is more difficult for individuals to become an apprentice directly from high school, though it is possible. [#I-22a]

- The representative of a construction trade union said applicants must be 18 years of age and have a high school diploma or GED, birth certificate and Social Security card. He added that the union accepts applicants from KCMO to the Arkansas border, which includes over 30 counties. [#I-23]
- When asked if the union’s pre-apprenticeship program has admission requirements, the representative of a construction trade union said, “I don’t think any. We used to require a high school diploma, but now we don’t even require that.” [#I-16a]

- When discussing apprentice programs and requirements, the representative and head of training of a construction trade union stated that the apprenticeship program is four years long. He said the program requires 720 contact school hours and 6,000 work hours. He explained that individuals put in an application first with the union and that qualified applicants are given a list of contractors to pursue. He said they will then get a letter of intent from the contractor while the union evaluates what level they start at in the apprenticeship. He added that applicants are required to be 18 years old. [#I-19b]

Regarding pre-apprenticeship programs, the same trade union representative commented that “pre-apprenticeship” is not an accurate name because it sounds like it provides job training when it is actually soft skills training and career exploration. [#I-19b]

**Two interviewees discussed “intent-to-hire” protocols combined with other application requirements.** Their comments include:

- The representative of a construction trade union said, “We have an intent-to-hire ... they come here and they pick up their application and then when they return it, they have to have their birth certificate, they have to be a minimum of 18, they have to have their high school diploma ... and a copy of their high school transcripts ....” [#I-17]

The same trade union representative also mentioned that if the individual did not graduate high school then they need a GED certificate, their GED scores and a copy of any high school transcripts. He added that the union has accepted students who were completely home-schooled and did not have transcripts. He later noted that drug tests are also required for union applicants. [#I-17]

- The representative of a construction trade union commented, “A letter of intent program really allows the contractor to have really all of the influence on who is actually being indentured as an apprentice. Nine times out of ten it’s somebody that’s related [or] somebody who is white .... Individuals [should be] selected by [a] committee then ... interviewed.” [#I-23]

The same trade union representative went on to say, “When I got in this [union] in [the late 1980s], I would say probably 50 percent of this [union] was black. And I think that percentage is probably down to like 35 percent [now].” He said he prefers the interview process which allows the committee to choose applicants that it feels will have the best chance of success. [#I-23]

**General barriers to entering and completing training programs including pre-apprenticeships and apprenticeships.** Many contractors and workers in construction trades reported challenges related to entering and completing training programs, pre-apprenticeships and apprenticeships. [e.g., #W-02, #W-16, #W-18, #W-19, #W-26, #W-30, #W-36, #W-37, #W-39, #W-40, #W-43, #W-45, #W-46, #W-48, #W-50, #W-53, #W-60, #W-65, #W-67, #W-69, #W-73, #W-75, #W-80, #W-85, #W-86]



Responses were broad, for example some reported barriers related to age, extensive paperwork, limited work experience, low pay and high cost of training. Comments include:

- When asked to describe barriers to completing construction trades training programs and apprenticeships, the Hispanic American worker in a construction trade reported, “Age [is a barrier] for sure. I am [in my early 50s]. Nobody wants to train an old guy.” [#W-55]
- The apprentice in a construction trade reported, “Even in an apprenticeship, an employer still wants the person to have ... experience in that field. But how does one get the experience if nobody is willing to hire them when they have no experience?” He added, “You have to do so much book/school work, especially for electricians, and you have to have so many verifiable working hours in the field.” [#W-06]
- The African American worker in a construction trade reported, “You have to go through different paperwork and then run around just to prove that you qualify.” [#W-07]
- When asked about barriers to completing construction trades training programs and apprenticeships, the Hispanic American female apprentice in a construction trade reported, “Time is money in construction. You don’t want to waste it training someone new.” [#W-69]
- The journey worker in a construction trade reported that low pay while training is a barrier to completing construction trades training programs and apprenticeships. [#W-53]
- The African American apprentice in a construction trade said, “I believe funding and the ability to find said programs are huge barriers .... Education and programs costs are also huge as they become higher and higher in cost.” [#W-85]

Some interviewees reported long hours, hard work and relationships with superiors a challenge. These include:

- When asked about challenges to completing construction training apprenticeship programs, the African American apprentice in a construction trade stated, “The apprenticeships can be long and hard to complete because it is such a long period, and [it’s] a lot of hoops you have to jump through.” [#W-85]
- When asked about challenges to completing construction training apprenticeship programs, the journey worker in a construction trade reported, “The pay is low, and you do most of the manual work.” [#W-01]
- A white female apprentice in a construction trade said, “Working under someone who has been doing the trade can be a challenge.” [#W-26]

- The journey worker in a construction trade said, “Overcoming what others think of you [can be challenging].” [#W-73]
- The Native American journey worker in a construction trade reported that union workers with high seniority present challenges to completing construction training apprenticeship programs. [#W-19]
- When asked about barriers and challenges to completing construction trades training programs and apprenticeships, a minority worker in a construction trade reported, “To be a [specialty construction worker] that doesn’t have any inside help the workplace conditions can be rather barbaric, socially.” He added, “There are certain things that can hold you back ... not being naturally good at planning ahead.” [#W-63]
- The African American representative of a construction firm said, “One of the challenges that the unions face and that [the] apprenticeship faces is ... four years of apprenticeship [is required] ... you have to have someone who really is coaching you and tethering you to the craft.” [#PC-02c]

The same business representative added, “The four-year apprenticeship oftentimes is full of the ups and downs ... and it’s really hard to tether a person or hold their hand.” He reported that individuals may fail in their apprenticeships because of the challenge of staying with the program as well as the economics of the marketplace. He suggested that unions employ counselors for apprentice support in the field. [#PC-02c]

**Two interviewees reported a myriad of barriers to entering and completing pre-apprentice and apprentice programs. These commented:**

- The representative of a construction firm reported on a full range of challenges regarding training and apprenticeships. He remarked, “All these guys in the apprenticeship program are through a school ... and they have to graduate from the school before they can move on to ... a journeyman .... We have a lot of guys who don’t do their work, they don’t show up to school or they don’t turn in their assignments ... and so then they fall behind and once they get too far behind, they can’t catch up anymore and then they ... leave.” [#I-26c]

The same business representative added, “Of all the problems we have, the biggest problem we have is these kids can’t get off their phone .... Construction is very dangerous ... you [have to] rely on the people you’re working with to keep from getting hurt and if the people you’re relying on are on their phone, instead of ... paying attention either they’re [going to] hurt themselves or they [will] hurt somebody else.” He added, “The other thing too is getting people to show up on time, those are the two biggest things ....” [#I-26c]

- Regarding barriers to participating in and completing apprenticeship programs, the representative of the Construction Workforce Board indicated that barriers for workers include unreliable transportation, low math and reading skills making it difficult to complete required written work, and no high school diploma or GED. [#I-02]

Many other workers reported that there are few or no barriers to entry and completion of construction trades training programs and apprenticeships. [e.g., #W-01, #W-05, #W-10, #W-11, #W-12, #W-13, #W-14, #W-15, #W-28, #W-34, #W-37, #W-39, #W-40, #W-41, #W-42, #W-45, #W-47, #W-50, #W-52, #W-54, #W-56, #W-58, #W-60, #W-62, #W-65, #W-68, #W-70, #W-71, #W-80, #W-84, #W-86] Many of these reported that success in these programs is possible if a potential enrollee has good attendance, demonstrates a high work ethic, passes exams, complies with safety regulations and pays for training (when required), for example:

- The Hispanic American journey worker in a construction trade reported, “There are city codes and a test to get the contractor’s license, but my skills and knowledge made it easier.” [#W-83]
- The Hispanic American female union apprentice in a construction trade reported that the only inconvenient in entering the trades is getting used to “the hours.” [#W-24]
- The white female union journey worker in a construction trade reported that entry today is not difficult “if you are willing to work hard, go to the training classes [and] have a good work ethic.” She added, “[The] only barriers would be not passing general classes and training tests.” [#W-03]
- The journey worker in a construction trade stated, “The industry is starved for talent.” He added, “The only challenge is work ethic.” [#W-82]
- The white female journey worker in a construction trade reported, “I feel like the construction industry is very open and willing to train and take the time to allow new members to learn and grow.” She later said, “As long as you are willing to listen and learn, the apprenticeship is not very hard to complete at all.” [#W-38]
- The African American journey worker in a construction trade indicated that training programs are not difficult to complete. He said, “You just pay for the training or classes.” [#W-31]
- The Native American union worker in a construction trade union said that opportunities exist and that entry into the trade is not difficult. He added, “There’s always something being built or [something that] needs worked on.” Regarding barriers to training, he said, “You have to pass the classes that teach you the basics and work so many hours, and [also] pay your fees before moving up.” [#W-81]
- The union journey worker in a construction trade commented that while it is not difficult to secure work, challenges exist when trying to complete training programs. He said, “As long as you’re willing to work, show up and stay safe for others and yourself, anyone is willing to give someone trying to enter a shot . . .” He added, “[It’s] just that they want to see your loyalty and you have to show your worth and work your way to the top like anywhere else.” [#W-23]

One interviewee reported on apprentice and pre-apprentice job placement challenges. The representative of a construction trade union said, “We place all of our apprentices and pre-apprentices, they don’t have to solicit their own jobs.” He added, “We have limits on the number of contractors that [are] looking for a new pre-apprentice or apprentice and it’s all depending on how much work they have at the time ....” He reported that these workers are paid through their apprenticeship and get an advancement every six months with a 5 percent increase. [#I-22a]

**Barriers to recruiting women into apprenticeship programs, pre-apprenticeship programs or other training programs.** Contractors, unions, trade associations and training organizations discussed whether there are barriers to recruiting women into pre-apprenticeship and apprenticeship programs or other training programs. For example, an apprentice concluded, “It is a male-dominated industry, and a lot of the training and work is geared towards men.” [#W-02]

Primarily based on the “physical” nature of the work, some perceived it difficult to recruit women to pre-apprenticeship and apprenticeship programs. Comments include:

- When asked if there are any barriers to recruiting women into pre-apprenticeship or apprenticeship programs, the representative of a construction trade union said, “For our trades ... the only barrier that we have ... is it’s very, very physical work .... There is a lot of repetitive lifting, very heavy products and we’ve had a difficult time maintaining women in that craft. Now [on the less physical] side ... we have females in [a] program right now, and [for] our restoration side ... we have women in that program as well.” He mentioned that the latter trades are less physically demanding. [#I-07]
- When asked if there are barriers to recruiting women into the apprenticeship or pre-apprenticeship programs, the representative of a construction trade union said, “Preconceived notions, I think, [can be a barrier].” He added, “Not every female is ‘cut out’ to do this type of work ....” [#I-22b]
- The representative of a construction trade union stated, “It’s all going to be truly limited by what they can physically do.” [#I-23]
- Regarding barriers to recruiting women into his trade, the representative of a construction trade union reported, “There’s just not a lot of women who are interested in this trade. I don’t know how you can identify them and find them.” He mentioned, “If you’re not interested, if you don’t have good hand-eye coordination, you can’t handle the weather, you’re not [going to] last in this trade.” He elaborated, “We’re in extreme heat, extreme cold, real high in the air, down in ditches ... so you’re [going to] get dirty ... if you’re a girly-girl you ... probably [won’t] like this trade.” [#I-17]
- When asked if there are barriers to recruiting women into pre-apprenticeship and apprenticeship programs, the white female representative of a construction trade association stated, “I would say that we have substantially fewer women who express an interest in the construction industry than men.” She added child care presents a barrier to women entering the trades. [#I-42]

- The representative of a construction trade union said when talking about women in a general manner, “Really the limiting factor to getting into the [apprenticeship program], whether you’re talking about white [or] black women ... is that GED.” [#I-23]

The same trade union representative also reported, “This is an extremely physical trade. We do have a handful of women who can literally perform the work .... When you’re talking about pouring concrete or running a jackhammer ... physically, not everyone can perform that.” He later commented, “The physical nature of this craft really precludes a lot of women, unlike being an electrician, or being a painter or sheet metal [worker]. Those crafts aren’t nearly as physical as what we do.” [#I-23]

On the other hand, some interviewees reported no barriers to recruiting women to enter and/or complete pre-apprenticeship and apprenticeship programs. [e.g., #I-07, #I-09, #I-10a, #I-16a, #I-21, #I-22b, #I-42] Remarks include:

- A Hispanic American representative of a construction trade union indicated that there are no barriers to recruiting women and noted that the union supports its female members. [#I-08b]
- The representative of a construction trade union said that there are no barriers to recruiting women into apprenticeship programs, pre-apprenticeship programs or other training programs. [#I-16a]
- When asked if there are barriers to recruiting women into apprenticeships or pre-apprenticeships, the representative and head of training of a construction trade union said there are no barriers. He went on to say that they bring female apprentices to job fairs to assist with recruitment. However, he indicated that recruitment of women can be difficult despite this effort. [#I-21]

**Barriers to recruiting people of color into apprenticeship programs, pre-apprenticeship programs or other training programs.** Contractors and trade unions/associations discussed whether there are barriers to recruiting people of color into pre-apprenticeship and apprenticeship programs or other training programs. Some also reported no barriers to program completion. [e.g., #I-10a, #I-16a, #I-21, #I-22a]

Some interviewees reported unfavorable industry image, low availability of minority workers, transportation issues and drug tests as barriers. Comments include:

- When asked if there are barriers to recruiting people of color into apprenticeships or pre-apprenticeships, the representative of the Construction Workforce Board stated, “I think the trades are predominantly ‘white male.’ Perception is the biggest issue. Union leadership works on inclusion training to get people of color interested in the trades.” [#I-36]

- When asked if there are barriers to recruiting people of color into apprenticeship or pre-apprenticeship programs, the white female representative of a construction trade association stated, “The numbers for people of color are lower.” She added, “I think that if we knew how [to] flip the switch and fix that then we probably wouldn’t be having this giant study.” [#I-42]
- The representative of a labor training organization commented that drug tests pose a barrier to people of color, especially African Americans and city residents. [#I-11]
- When asked if there are barriers that prevent people of color from completing pre-apprenticeship and apprenticeship programs, the representative of the Construction Workforce Board stated, “I think reliable transportation and failed drug tests are the largest barriers.” [#I-36]
- Regarding barriers for people of color to complete pre-apprenticeship or apprenticeship programs, the white female representative of a construction trade association reported that transportation is a “huge issue.” She added that the physicality of the industry and working in challenging conditions also presents additional barriers. [#I-42]
- An African American union journey worker in a construction trade said, “It’s the ‘good [ol] boy’ system. If you don’t fit in or know somebody, you’re out [and] you’ll get no work.” [#W-17]
- The African American union journey worker in a construction trade reported, “A lot of the jobs [are secured] through nepotism. They [have] some programs where you can get in, but it’s mainly who you know.” [#W-21]
- The African American apprentice in a construction trade said, “I believe ... people do not know the opportunities and programs that are available. Also, it is hard for people that may come from bad backgrounds to focus on education and programs after high school. They might feel like they are destined for dead end jobs, and that is not the case.” [#W-85]

One interviewee reported movement towards more positive trends in the recruitment of people of color into union training programs. The representative of a construction trade union said, “Again, [there are] preconceived notions that trades aren’t inclusive .... There’s a lot of preconceived notions of [a] white, racist male industry, [but] it’s just not true ... especially ... nowadays. Those individuals that have that mentality are retiring and going away. Younger people don’t see that.” [#I-22b]

Some indicated no knowledge of barriers affecting recruitment of people of color into training programs, including pre-apprenticeships and apprenticeships. [e.g., #I-09, #I-10a, #I-16a, #I-23] Remarks follow:

- When asked if there are barriers to recruiting people of color into apprenticeships or pre-apprenticeships, the representative and head of training of a construction trade union said there are not. [#I-21]

The same trade union representative said his organization looks for recruits with hands-on experience. He estimated that 80 percent of people who do [specialty construction services] across the City are people of color, particularly Hispanic Americans. [#I-21]

- Regarding barriers to recruiting people of color, the representative of a construction trade union perceived no barriers for people of color. However, he indicated that everyone must pass a difficult, four-hour exam. [#I-20b]
- The representative of a construction trade union reported no knowledge of barriers to recruiting people of color into the apprenticeship or pre-apprenticeship programs. He stated, “We’re between 25 and 30 percent minority in our program right now .... Black and Latino [apprentices] are pretty prevalent.” [#I-07]

#### **Barriers to recruiting city residents into pre-apprenticeship or apprenticeship programs.**

Interviewees discussed whether there are barriers to recruiting Kansas City, Missouri residents into pre-apprenticeship and apprenticeship programs or other training programs.

Many interviewees reported that recruitment of city residents is a challenge for varied reasons. For example, a representative of a construction trade union reported, that despite recruiting efforts to garner interest his union, the union had difficulty recruiting city residents. [#I-20b]

Several interviewees reported transportation as a barrier to recruiting City residents to pre-apprentice and apprentice programs, as training is often held outside the City. For example:

- The representative of a construction trade union indicated that a lack of public transportation in the city can be a barrier to completing pre-apprenticeship and apprenticeship programs. He reported that construction jobs at schools also present barriers because of certain worker requirements such as passing security and background checks. [#I-22b]
- Regarding barriers to recruiting city residents, the African American female former worker in a construction trade reported that pre-apprentice/apprentice training for certain trades takes place outside of the city with no public transportation available. [#PC-09]
- The representative of a construction trade union reported that transportation to and from training centers and the job site can be an issue for some. [#I-09]

Others reported no direct recruiting of city residents, or that once a city resident makes a “decent living,” he or she is likely to move from Kansas City, Missouri to the suburbs. For example:

- When asked if there are barriers to recruiting city residents into the pre-apprenticeship or apprenticeship programs, the white female representative of a construction trade association reported that her organization does not directly recruit city residents. She added, “[It is] antithetical to how we operate to look at just one jurisdiction.” [#I-42]
- When asked if there are barriers that prevent city residents from entering and completing apprenticeship or pre-apprenticeship programs, the representative and head of training of a construction trade union reported that his organization does a lot of recruitment in the city although they have very low numbers of people that actually follow-up and are interested in construction. [#I-21]

He continued that the organization struggles with recruiting city residents. When asked why, he stated, “I know what it is ... from our experience we have ... KCMO residents [that] become a member and then they make twice as much money as they use to, and then they move to Lee’s Summit or Joplin ... or something like that. It’s tough for us to keep our members in the city .... Recruiting can be a struggle too, but then once you do, it’s only a matter of time, it seems like, before they then move out of the city.” [#I-21]

Some public comments identified the need to increase awareness of the trades among city residents, as well as support education that can foster early student interest in pre-apprenticeship and apprenticeship programs. Some public forum participants and others reported first learning about the trades as part of shop classes and industrial arts programs. These and other interviewees reported that the Kansas City, Missouri school district and urban schools have “abandoned industrial arts” as a curriculum and that there is a “stigma” among students that is associated with working construction, for example. Comments include:

- When discussing barriers to recruiting city residents, the African American representative of a construction firm reported, “One of the consistent problems has always been a pathway for kids in the urban schools to move to the industry .... [There’s no clear way to get] into the construction industry and have a pathway of training.” He continued, “Our school district, for whatever reason, has abandoned the industrial arts .... We had a viable industrial arts program back in the day .... We had kids in elementary school who learned how to go into shop.” [#PC-03k]

The same business representative went on to say, “Our unions [and] industry leaders who are builders don’t have a great populace to choose from. There are not a lot of minority kids, or Hispanic kids, that are in that workforce by training.” He suggested, “The builders, and the Heavies, should get behind a very concentrated program from elementary, to middle to high school so that that pathway can be developed .... [We] have to try to build kids who want to go to work with their hands, [and] who don’t see working in the industry as a negative.” [#PC-03k]



- The female representative of a construction firm discussed recruitment to pre-apprenticeships and apprenticeships, “By all means necessary ....” She added, “They need to put the trades back into the high schools. They are not being taught about these ... jobs in the high schools. I remember ... building a shelf in the shop when I found out about the trades, and that’s how I got started.” [#PC-01b]
- When asked about recruiting students to pre-apprenticeships and apprenticeships, the representative of a construction trade union reported, “I think it’s getting harder to recruit to the construction industry because of the stigma ... associated with being a construction worker .... That we’re non-educated, non-skilled, things like that.” He added, “I was shocked at the [limited] number of Kansas City [Missouri] residents that we have ... we’re more suburban .... Construction is just not appealing to ... today’s youth.” [#I-22a]

**A number of interviewees and public forum participants indicated that Kansas City, Missouri public schools primarily focus on delivery of college-bound curriculum thereby limiting student exposure to the construction trades.** Without early exposure to the trades and some level of vocational training, these interviewees reported that recruitment of city residents to pre-apprenticeships and apprenticeships is a challenge. [e.g., #PC-02b, #I-09, #I-22b] Remarks include:

- Regarding city schools, a member of the Construction Workforce Board reported education as “canalizing kids.” He stated that education is focused on “shaping persons for jobs in corporate America.” He explained that education and training are too narrow and that there is a need for high schools to “mix studies” of core curriculum with hands-on vocational training. He added that with “broader education” comes choices thereby avoiding the consequences of tracking some students as college bound while others are tracked for the trades. He indicated this training could be administered through area high schools, community colleges and local unions. [#I-43]
- The representative of a specialty contracting firm commented, “I can tell you where in Kansas City, Missouri ... my personal issue is .... It starts at the top ... with the Superintendent, and when you have a school district that’s trying to turn out college kids for test scores you’re not [going to] get anybody to go into the trades.” He reported that he advocated for starting a trades program and was rebutted. He went on to say that he then took this idea to North Kansas City and that the school district embraced the idea and will be graduating their first students from the program next year. [#PC-02h]
- Regarding barriers to recruitment through school-sponsored career days, the representative of a construction trade union stated, “The problem we’ll run into is [that] these high schools are segregating us. They’re putting us up on the mezzanine, they’re putting us in another room and the colleges are out on the main gym floor.” He clarified, “If the kid is not familiar with the trades and the money we can make and the benefits we have, then they don’t even come in that room ... they don’t guide them into that room, they have to stumble on us, or they’ve been recommended by a friend or a family member ....” [#I-17]

- The white female representative of a construction firm reported, “We do need to ... work on that pipeline coming from the schools to our companies, because the workers are hard to find.” She added that the firm recently discussed how difficult it is to find “workers of any kind.” She said that Kansas City Public Schools’ focus is on accreditation, and commented, “The high prize of the school district is how many students you graduate and enter into college [for] four-year university degree[s].” She went on to say, “We ... see how many people can make awesome livings without a college education. You can even make a better living without a college education in a lot of circumstances.” [#PC-03m]
- Regarding challenges to increasing the number of city residents as well as women and people of color in the field in pre-apprenticeships and apprenticeships, the Hispanic American representative of a construction trade union said, “I go to several career days in high schools and I see ... some of the trades are there ... and it’s apparent that the [school] counselors really push all the students towards the services, and if not the services then the nursing.” He added, “It’s very difficult for us to even get someone to talk to. Should ... KCMO be concerned? I think they should be. I think that somehow the counselors in these schools need to give us ample time [too] .... They just flock to the services.” He reported, “I’m not saying services are a bad thing, but that’s where we’re having trouble, recruiting or getting people into the skill[ed] trades [who aren’t] later in their years.” [#PC-02a]
- When discussing challenges to recruiting high school students, the African American representative of a construction firm reported that high school counselors steer students toward the military and college rather than the trades. He added, “I think they [have to] understand that a lot of kids are not going to the military, a lot of kids are not going to college, some of [them] would love to have an opportunity to work if they were exposed early enough ....” [#PC-02c]

The same business representative also said, “We need to really get these school board leaders to understand the importance of what you guys know, and the importance of these great jobs. I think the school board leaders are the ones who manage the superintendents. I think that they’re the ones that have to have their consciousness peaked to the point of understanding that the construction industry is a great industry [in that] it results in a lot of great [people] who are able to take care of their ... kids and their families ....” [#PC-02c]

- The African American representative of a specialty contractors union stated, “The kids are not being exposed to the trades, whether they’re in elementary school or high school ....” He reported that he felt “shunned off” during a visit to a high school career fair, and concluded, “They treated [us] like we [weren’t] even there ... [they] tried to cut me out.” [#PC-02g]

Required Math training is another potential recruitment barrier that was mentioned by some interviewees. Remarks include:

- Regarding barriers to recruiting city residents, the Hispanic American representative of a construction trade union indicated that educational requirements to enter his trade present barriers to individuals who are lacking mathematical prerequisites. [#PC-02a]
- The representative of a construction trade union indicated that apprentices' educational background can sometimes be a barrier to entering and completing pre-apprenticeships and apprenticeships. He said, "Not only are we a technological industry ... we're also a math-heavy industry .... That's part of our training, but it may be more difficult for somebody that hasn't had that type of an education[al] background with a lot of math ...." [#I-22a]

Some interviewees reported that there are no barriers to entering or completing programs, or that the only barrier is whether a potential enrollee can handle the physical nature of the work. [e.g. #I-07, #I-10a, #I-16a, #I-21, #I-22a, #I-23]

**Potential models for new or improved training opportunities for construction workers.** Some interviews identified what makes a great training program; others made recommendations for new training models for the trades.

One interviewee argued that training for "quality" should be the objective rather than "pushing people through" a program. When discussing what makes a great training program, the white female owner of a construction firm said, "That's a double-edged sword." She added, "My father was a [specialty contractor] growing up, my grandfather was ... and I see their work standard compared to the work standard that somebody younger has today and it's not necessarily the same ... people feel more entitled now." She later reported, "I've seen the change over the years of ... the quality of employee they used to turn out." [#I-29]

When asked if she thinks the training program has changed, the same business owner said "Absolutely, 100 percent." She added, "I don't know if that's laziness or your just pushing people through ... I have friends who are teachers at the hall and their standard hasn't changed so I don't know what has changed within the union itself. I don't know if they got to a point where ... you just needed people so let's push [them] out on the street." [#I-29]

Elaborating on recent changes in training programs, she stated, "It's changed with social media ... back in the 70s, 80s you had people dying to get into the union, where now ... they don't quite have the reputation like they used to .... Kid's aren't getting out of high school and going to a trade, they're going to college, so they're not necessarily looking for manual labor, but those jobs are still needed." [I-29]

**Another interviewee made recommendations for public-private partnerships to facilitate training opportunities.** The African American owner of a business assistance organization suggested that the City partner with companies to make sure that they have training programs in place. He explained, “What that would look like is if you have a public-private partnership [or] a project that’s going forward, then the City could establish a rubric [where] if you have ‘X’ amount of [workforce] participation ... there ought to be points ... to give a non-union company a competitive advantage.” [#PC-03g]

The same business owner continued, “Another thing the City could do ... [is] take specific projects and instead of just awarding them or treating them as a typical project, why not make it a pilot project where we make sure there is a hands-on training component [and] hire a company that has lots of experience that we know can see the project through.” He added, “It may cost us more, but the City pays for cost overruns all the time .... Why not just be intentional about a project [and] make it a pilot training project?” He went on to say that the City could partner with the Kansas City Public Schools and other public organizations. [#PC-03g]

**Many contractors, trade unions/trade associations and training organizations discussed what makes a great training program, including for pre-apprentices, apprentices and others.** A number of interviewees indicated that safety training is an important aspect of any training program. [e.g., #I-04, #I-10b, #I-20a] Others emphasized up-to-date curricula and hands-on learning on the job. Comments from the in-depth interviews include:

- Regarding what makes a training program great, the representative and head of training of a construction trade union stated that a great training program is open and produces a quality product. [#I-19b]
- The representative of a construction trade union stated, “From the coordinator down to the instructors ... staying up-to-date on training [is important].” [#I-10a]
- When asked what makes a great training program, the representative of a construction trade union indicated, “Qualified instructors and ... up-to-date curriculum ... both of which ... we have. Our training center was the second in the country to ... get ... certification from an international [organization].” He continued, “We are very qualified to do what we do, and we have very, very good instructors ... [and] state of the art equipment.” [#I-07]
- A representative of the Construction Workforce Board stated, “Organic training programs make the best programs. Training programs must change because industries change and curriculum changes. Certifications help too.” [#I-05]
- The white female owner of a construction firm stated, “Leadership, dedication and structure. There are multiple ways of doing something and the outcome should be the same. I think structure makes a great training. Everyone has the same thing.” [#I-28]

- When discussing what makes a great training program, the female owner of a construction firm stated, “One that takes into consideration the needs and levels of the employees of where they start at and take them from there. A good program not only allows them to do the classroom, but the hands-on and also keeps them paired with someone who has the experience to help walk them through as they perform the services.” [#I-35]
- The representative of a construction firm, when asked what makes a great training program stated, “Teaching the person the tools of the trade from safety, quality, production, quality and ability to get along with others.” [#I-40]
- The African American female representative of a construction firm reported that a great training program gives workers the skills that they need to be safe on the job, to complete the requirements of the job and to advance in their career. She added that a great training program has a superintendent that workers can communicate with and an equal employment opportunity member to consult, when needed. [#I-34]
- An African American female owner of a construction firm reported that she prefers the way that her firm does training. She stated that her firm pairs new workers with “seasoned employees.” She added, “Those employees, I can send them out and I know it’ll get done the way I want it to be done.” [#I-12]
- When asked what makes a great training program, the owner of a construction firm stated, “I think, personally, doing it in-house does it better than even the unions in a sense.” He added, “If they’re going to be working for us, we’re going to make sure that they truly pay to attention to what we’re trying to tell them.” [#I-45]
- The white female performing as a union contractor (signatory with multiple unions) commented on the importance of training in general, saying, “Would you want to fly in a plane if the pilot was picked off the street, or visit a nurse that was picked off the street?” She reported paying for the training of her construction workers, and said, “If they sat at a desk at a large computer firm, they’d get training, why would [the importance of training] be any different for them in construction ... [there’s] no difference.” [#I-03]
- When discussing what makes a great training program, the representative of a construction trade union stated, “We offer a lot of hands-on ... it’s really trade-related, its geared for what they’re doing out in the field.” He added, “We’re kind of giving them the foundation of what they’re doing and then they go out and they do it out in the field.” He later stated, “We give them a lot of ... certifications so that they’re worth the money they’re making .... We make ... really good wages.” [#I-17]
- The white female owner of a construction firm remarked, “A program that actually focuses on construction ....” She reported that an ideal training program would combine classroom education with a gradual introduction of real-life job site work. She indicated that she does not know of any training programs like this other than possibly through the union. [#I-37]

- The representative of a labor training organization reported that being skills-based makes a training program noteworthy. He added that the skills are what determine the highs and lows of the different wages. He added, “Number one it’s the engagement. Can you get the people ... truly engaged to want to learn and want to develop and/or retain the information that’s provided? I think also ... once you’ve done training, provide an opportunity for those people to actually go utilize that training. I think it helps with the retention of what they’ve just learned.” [#I-38]
- When asked what makes a great training program, the representative of a construction trade union said, “A great training program is one that has good instructors, that’s able to give an apprentice or a journeyman the information necessary [and] a well-rounded curriculum .... Not only that, but also some skill-specific training, to have industry experts to be able to give them the training that they’re looking for.” [#I-22a]
- When asked what makes her union’s training program good, the female owner of a construction firm said, “I think the fact that you are getting the on-the-job and the school at the same time is awesome because you can learn a lot that you won’t get at school.” She added, “In school you’re getting that other ... that you might be missing on the job ... they cover everything ....” She added that the union also offers classes for further education for individuals once they complete their apprenticeship. [#I-30]
- The Hispanic American representative of a construction trade union indicated that some training programs approved by the Department of Labor’s Office of Apprenticeship Training are “not up to par.” For example, he commented that The Builders’ Association and other non-union training programs are not to the same standard as his union’s programs. He indicated that when students finish the union’s program, the local community college grants 42 credit hours towards an associate degree because the program’s curriculum is accredited. [#I-08b]

The same trade union representative later indicated that his union partnered with Full Employment Council in the past, which increased the number of union applicants. He indicated that hands-on training and providing quality equipment to trainees are keys to a great program. [#I-08b]

**Partnering with City of Kansas City, Missouri on workforce training.** Trade unions and training organizations were asked whether they have ever partnered with the City on workforce training. Although many could envision ways to partner with the City on potential training programs, none reported having been invited to partner with the City to expand workforce training. [e.g., #I-07, #I-08b, #I-10a, #I-11, #I-22b]

Several interviewees reported on training opportunities they have observed that could become a model for training in the construction trades. For example:

- The owner of a construction firm indicated that the hands-on aspect of training programs is not as prevalent as it used to be. He said, “I’m on-the-job trained. No college degree or anything like that . . . . The industry is really moving at a thousand miles an hour now, [but] if [the City] put the break on for a minute to go back to maybe some basic principles that worked back then, [it would help].” He added that high school students should be given “more exposure to the business world.” [#PC-03i]
- When discussing pre-apprentice programs, the male representative of a construction trade union reported on the Kansas City International Airport (KCI) project pre-apprenticeship program including three weeks of paid classroom instruction. He reported that the KCI apprenticeship program is sponsored by contractors, who pay apprentices’ tuition. He indicated that the KCI apprenticeship is a good thing because contractors have “skin in the game.” [#I-19c]

Regarding the Kansas City International Airport (KCI) apprenticeship program, another representative of the construction trade union indicated that the joint venture involved is awarding points to contractors bidding, and that one way to get points is to hire from the pre-apprenticeship program. [#I-19a]

He stated that even if their job is not needed at the time, individuals may be sponsored in the program and work on other jobs until they are needed on the KCI project. He indicated that this is a way for them to become skilled before working on the KCI project, which will save project time and money. [#I-19a]

- A Construction Workforce Board member indicated knowing of career training summer programs for middle school students that advance students’ math skills and could be used as a model to introduce students to construction-based trades. She commented that middle school students are too young to work and too old for summer camps, making them an ideal group for fun, hands-on learning. [#I-44]
- Regarding training programs in the City, a public forum participant indicated that training programs in the City do not focus enough on young people. He suggested that the City should partner with “[Kansas City] Public Schools and charter schools [to] develop a strong pre-construction training program.” He also commented, “There needs to be a commitment to developing young people for careers in construction. The industry only takes people who are in the industrial workforce. There needs to be pathways from our schools to the trade.” [#PC-06]

**Workforce development programs that assist individuals in their careers, and any deficiencies in these programs.** Comments regarding such programs were broad. [e.g., #I-10a, #I-22b] One mentioned The Builders’ Association. A few reported about programs that benefit those leaving correctional facilities. One interviewee reported that programs operated by “any government agency” do not help. Many reported little or no knowledge or experience with workforce development programs. [e.g., #I-06, #I-12, #I-13, #I-17, #I-25, #I-28, #I-29, #I-30, #I-33, #I-46]

**Many reported having experience with a one or more workforce development programs.** Comments include:

- The representative of a construction trade union said that the union works very closely with The Builders’ Association on workforce development. [#I-07]
- Regarding her experience with workforce programs, the female owner of a construction firm reported, “I’m ... a member of the Builders’ Association, they ... where they have career opportunities for ... either kids coming out of high school or possibly non-union people that want to be paid a better wage to learn about how to get into the union.” [#I-24]
- When asked if his union has experience with any workforce programs, the representative of a construction trade union noted that his union has experience with Helmets to Hardhats, a national non-profit that connects transitioning active-duty military and other military personnel into the construction trades. [#I-20b]
- When asked about any workforce development programs that assist individuals in their careers, the white female performing as a union contractor (signatory with multiple unions) indicated knowing of a program that recruits women into the trades that are leaving correctional facilities. [#I-03]
- Regarding his experience with any workforce programs, the representative of a construction trade union indicated having worked with ReEngage, Beyond the Conviction, Neighbors United, 816 Felon, the Veterans Community Project, the Full Employment Council, and others. [#I-19a]
- A representative of the Construction Workforce Board and construction trade association indicated knowing of workforce development programs that recruit women and those leaving correctional facilities, clergy-based programs designed to increase interest among parishioners, and school outreach programs in elementary school (e.g., “Block Kids,” which is run by National Association of Women in Construction “NAWIC”), middle school (put on by National Institute for Construction Excellence “NICE”) and high school, which is run by the Builders’ Association. [#I-04]
- Regarding the recruitment of workers, the representative of a labor training organization said, “We are pushing really hard to get minorities in, and we are making a strong push to partner with people ... in the trade colleges. We are working with people that are coming out of the offender’s programs [too]. [#I-11]



- The African American female representative of a construction firm indicated that she has experience working with the Full Employment Council and the Job Corps. [#I-22a]
- When asked if she has any experience with workforce development programs, the white female owner of a construction firm reported that she is on a workforce development committee. She indicated that her work with the organization is currently focused on informing high school students of career opportunities in the trades. [#I-37]
- When asked if she knows of any workforce development programs, the female owner of a construction firm reported, “Kansas City Community College. They have a program that is workforce-based and we have utilized some of their services.” [#I-35]

Some reported limited success working with workforce development programs or other deficiencies. Comments include:

- In discussing her experience with workforce programs that focus on hiring, the white female owner of a construction firm indicated that she has not had much success. She reported, “I’ve worked with KANSASWORKS, I’ve worked with Missouri Works, I’ve worked with veteran associations, I’ve worked with ... single mom non-profits ... trying to get a good variety of people to come in through our doors to hire, and it just doesn’t happen.” She added, “I haven’t had any success with working with any of those programs ... in hiring an employee that stuck for a very long time.” [#I-32]
- The African American female representative of a construction firm indicated that she has experience working with the Full Employment Council. She stated, “I think they do a good job when they get people in.” However, she noted, “I don’t know how often they bring people in and how often their programs run.” [#I-34]
- When asked if he has experience with workforce development programs, the co-owner of a construction firm stated, “Just with the City, the federal government has some too.” He added, “With the programs that are run by any government agency ... I don’t think they help.” [#I-27]

Some interviewees reported on model workforce development programs that stand out from the rest. For example:

- When discussing workforce programs that stand out from the rest, the representative of a construction trade union mentioned that the Full Employment Council’s “Project Prepare” efforts have been great. [#I-22b]
- When discussing workforce programs that stand out, the representative of a construction trade union said that ReEngage is the most positive, realistic program to prepare people for work. He added that it is a “no nonsense” program and that the construction industry needs people from that type of program. He said that workers from ReEngage are well-prepared. [#I-19a]

- Regarding workforce programs that stand out, the representative of a construction trade union reported that they recently began working with a program through ReEngage, which helps individuals understand what they need in order to be successful in the trades. [#I-22a]
- A representative of the Construction Workforce Board reported on two workforce programs that she believes benefit both businesses and workers. She explained that City of Detroit allows non-union houses to work on city jobs if they pay union wages and contribute \$1,500 to a worker training program. She indicated that this program works because it is well-managed and a business can follow its money to the training program supported. She added that as part of a large airport construction job in City of New Orleans, contractors could do on-the-spot hiring of OSHA-trained workers through a designated hiring trailer. [#I-01]

## F. Recruitment and Retention

The study team asked interviewees to comment on recruitment and retention of construction workers in the City of Kansas City, Missouri marketplace. Topics include:

- How potential workers learn about the construction trades;
- Recruitment of workers to the construction industry;
- Barriers to recruitment and retention of workers, in general;
- Barriers to female workers entering and working in the construction trades;
- Barriers to people of color entering and working in the construction trades;
- Barriers to recruiting City residents to work on construction projects;
- Whether the City of Kansas City, Missouri Construction Workforce Ordinance affects recruitment;
- Retention of workers in the construction industry;
- Challenges to retaining journey workers; and
- Reasons for leaving the trades.

**How potential workers learn about the construction trades.** Many interviewees reported ways potential workers are informed about the industry.

Most interviewed indicated that workers learn about work in the construction trades via **word-of-mouth**. Most interviewees indicated that workers learn about work opportunities in the local construction industry through word-of-mouth referrals. [e.g., #I-13, #I-27] Some also mentioned trade associations and community- and neighborhood-based resources including friends and family and the “good ol’ boy” network. Comments include:

- The African American female representative of the Construction Workforce Board indicated that recruitment of workers is a “club,” familial or through “a friend of a friend.” She added that hiring decisions are through the “good ol’ boy” network. [#I-44]

- A representative of the Construction Workforce Board said, “Workers typically learn ... through word of mouth, family or friends, and outreach events.” [#I-05]
- When asked how workers learn about work in the field, the white male owner of a construction firm stated, “Early on we were affiliated with a trade organization ... and we got a lot of our employees through that. Since then, we’ve gotten a lot bigger and its mostly word of mouth.” [#I-06]
- When asked how workers typically learn about working in the field, the representative of a construction firm indicated, “Word of mouth. Maybe high school counselor, somebody within the trades that they know [such as a] friend, relative, neighbor.” [#I-41]
- Regarding how workers typically learn about working in the field, the owner of a construction firm offered, “We have fathers who sons and now daughters are coming in [via] word of mouth, churches and internet.” [#I-31]
- Regarding how workers learn about working in the field, the white female co-owner of a construction firm reported how the firm primarily finds workers, “A lot of it is word of mouth ... a lot of our labor force is family-related ... so they bring in their cousins, brothers, sisters and mothers. That’s just how it works ... which is great because once you find a skilled worker in a family, then you usually find an entire family of skilled workers in that area and they tend to have the same work ethic.” [#I-15a]
- Regarding how workers typically learn about working in the field, the white female owner of a construction firm said, “A lot of it, I think, is you’re brought up as a union family.” [#I-29]
- Regarding how workers learn about work in the field, a representative of the Construction Workforce Board indicated that Associated Builders & Contractors (ABC) offers training that is open to all workers, including those without union affiliation. She added that high school vocational programs and community colleges offer training for non-union workers as well. However, she also reported that her firm relies on internal on-the-job worker training. [#I-01]

**One African American female owner of a construction firm reported community partnerships as a way for workers to learn about the trades.** She indicated, “We have various methods .... I like community engagement, I like community partnerships.” She reported that their partnerships help them to get referrals and spread their information through word of mouth. She later commented that her firm does not put advertisements on the internet and instead engages the community. [#I-12]

Some interviewees also indicated that workers can learn about construction work through online job-posting sites, job fairs or other targeted recruiting (e.g., Full Employment Council). These include:

- Regarding how workers typically learn about working in the field, the white female owner of a construction firm reported that a lot of hiring is through referrals and word of mouth from others. She mentioned that her firm also posts opportunities online through Craigslist and CareerBuilder. [#I-37]
- When asked how workers typically learn about working in the field, the white female owner of a construction firm reported, “We’ve tried to attend some career fairs.” [#I-33]
- When asked how workers learn about work in the field, the African American male representative of a construction firm stated, “Multiple ways through job postings [and] word of mouth. We have a community relations specialist who we outpost to various sites that are primarily Kansas City sites.” [#I-39]
- Regarding how workers typically learn about working in the field, the African American female representative of a construction firm reported that her organization posts opportunities online and conducts outreach through the unions and the Full Employment Council. [#I-34]
- A representative of a construction firm whose workers primarily learn about opportunities via the unions stated also to have “done some workforce ... informational meetings within the metropolitan area to raise awareness ....” He reported that these meetings range from younger people in high school and college to professionals working in other fields. [#I-38]

A number of interviewees reported the trade unions as a primary source for finding out about opportunities to work in the trades. Examples include:

- When asked how workers learn about work in the field, the representative of a construction trade union said the union keeps an out-of-work list. He said employers will call for referrals .... [#I-19c]
- Regarding how workers typically learn about working in the field, the white female owner of a construction firm concluded, “There’s a lot of [union] advertising now for construction jobs because they are lacking in personnel.” [#I-29]
- When discussing how workers typically learn about working in the field, the owner of a construction firm answered, “We either get them through the union hiring halls or they get the message via word-of-mouth from fellow employees. That’s very common.” He later commented that unions advertise on television, radio and [the Kansas City] Labor Beacon. [#I-45]

- When asked how workers typically learn about working in the field, the female owner of a construction firm stated, “They go through a five-year apprentice program . . .” She added, “I get everything through the union. It’s wonderful.” [#I-24]
- When asked how workers typically learn about working in the field, the representative of a construction firm said, “All of our folks come through the union trades, so it’s through the unions. [#I-38]
- The owner of a construction firm stated, “Usually [workers find about opportunities] through the union. We use a lot of pre-apprentices.” [#I-31]
- When asked how workers learn about work in the field, the representative of a construction firm stated, “We are a union company in Kansas City, so we hire through the union. [We also rely on] word of mouth [and] different functions throughout the City, like iBuild . . . There are all kinds of events . . . some sponsored by the union, [and] other job fairs that the unions will go to. The unions are out there recruiting people to work.” [#I-40]
- When discussing how workers typically learn about working in the field, the representative of a construction firm said, “I can’t [answer] that because we have to hire from the union hall.” He later added, “The union makes the decision on . . . who gets put on the list for employment, and we hire from that list . . . It’s a completely . . . objective scale [that] they base [on] prior work history, education [and] military service, then they have tests that they have for them . . . The last thing they do is interviews.” He also stated, “After they’ve built their list, you can always ask for minorities and women if they’re on the list and you can skip down . . . to those folks to bring them in.” He explained that you cannot skip up on the list to bring in workers, you can only go down on the list. He stated, “We almost always ask and send a letter to the union . . . asking for women and minorities for apprentices.” [#I-26c]
- The female representative of a construction firm said, “The local [union] has two open enrollments during the year in May and September, and part of our affirmative action program is to announce that open enrollment to . . . organizations that help women and minorities find work . . . Twice a year I do up a flyer and I send it out to these women’s organizations and minority organizations to announce the open enrollment . . .” She reported that these flyers contain information on what potential workers should bring to the union if they are interested in a career in construction. [#I-26b]

To generate worker knowledge of the trades, the representative of a construction trade union reported that the union combines working with a local school with other outreach efforts. This trade union representative reported working with a local technical high school to assist their instructors and programs. In addition, he explained, “There’s a couple of minority caucuses that do inner city job fairs. We participate in all those, every chance we get.” He added, “We do a lot of industry promotion [combined with recruiting promotion] on . . . multiple radio stations, television stations, websites . . .” He commented that the apprentice school, at least twice a year, sends out a mailer to all the local schools, local vocational schools and employment councils, and holds tours for interested students. [#I-22b]

Regarding recruitment of workers, the same trade union representative said, “We’ve worked a lot with the ... Kansas Works .... We developed a women’s workshop where it was really recruiting women into the trades ....” He added, “We would have a breakfast for them. We did it a couple of times a year [where] we just invite women from the community in. We visit with them about the various crafts [and] we take craft representatives down there, both male and female, [and] talk to them about it and then let them choose which craft they want to go in to.” [#I-22b]

Another interviewee confirmed that potential workers often learn about the trades through high schools, colleges and other teaching facilities. When asked how workers typically learn about work in the field, the white female owner of a construction firm stated, “My experience is they go to [a] learning facility, colleges or speaking events. I go to high schools and speak about what the trades [do].” She added, “They usually go to trade schools.” [#I-28]

However, one business owner noted that students entering the trades post high school rarely consider working for subcontractors, which can be a missed opportunity. This white female owner of a construction firm stated, “It’s almost a secondary thought. I think most people coming out of school ... think ‘general contractors,’ they don’t think ... ‘subcontractors.’” She reported that she recently talked with students visiting a builders’ trade show, for example. Those students almost exclusively displayed interest in working for general contractors. She added that most of her employees started their careers working for general contractors, and that most people don’t consider starting their careers working for subcontractors. [#I-14a]

**Recruitment of potential workers to the construction industry.** Comments regarding worker recruitment paralleled the efforts interviewees made to promote the trades.

Interviewees discussed the typical channels for recruiting individuals into the construction trades beginning with “word of mouth.” [e.g., #I-30, #I-35, #I-37] Comments include:

- Regarding typical channels for recruiting individuals into the construction trades, the white female owner of a construction firm remarked, “Word of mouth is always the best.” She added, “The last two or three people that we hired came from an individual that we knew here that was already employed.” [#I-32]
- When asked about typical channels for recruiting individuals into the construction trades, the co-owner of a construction firm stated, “It’s usually word of mouth.” He reported that his firm also uses labor staffing companies to recruit workers into the trades. [#I-27]
- Regarding typical channels for recruiting individuals into the construction trades, the representative of a construction firm said, “This is an industry where typically you’re born into it, you marry into it .... There’s no school ... you can’t go to college to learn this ... most people don’t know what it is.” [#I-26c]

Others mentioned job fairs, middle schools, high schools, trade schools, community colleges and workforce boards as paths for recruiting potential workers to the trades. [e.g., #I-22a, #I-30, #I-33, #I-45]. Examples include:

- When asked about typical channels into the construction trades, the owner of a construction firm stated, “The best thing you can do ... is get into the high schools and talk to the kids that know they’re not going to college.” He added that it needs to be told to children as young as 5th grade that the construction industry is a “viable industry, that you should be proud of.” [#I-45]
- The representative of a construction firm said The Builders Association in Kansas City is attempting to reach potential workers before they reach high school. He remarked, “They started a thing ... once a year for kids to come and ... play with certain trades.” He indicated that the purpose of this activity is to give middle school-aged children the opportunity to learn about and explore crafts represented by The Builders Association. [#I-14b]

The same business representative later reported tapping vocational schools outside of City of Kansas City, Missouri and schools outside of the City that have vocational and technical classes. However, he went on to say that the firm receives a lot of workers through referrals and by “word of mouth.” [#I-14b]

- Regarding how her organization gets people interested in working in the construction trades, the white female representative of a construction trade association stated, “We do a lot of promotion in high schools and are sponsoring curriculum and trying to get more schools to provide those exposure opportunities at an earlier level.” She reported that her organization also markets digitally, as well as directly to communities and works closely with workforce boards. [#I-42]

A few reported that industry associations and unions are the primary channels for recruitment to construction trades. [e.g., #I-24, #I-38] For example:

- Regarding typical channels for recruiting individuals into the construction trades, the representative of a construction firm reported that Associated General Contractors and the unions recruit members into the trades. [#I-46]
- Regarding typical channels for recruiting individuals into the construction trades, the white female owner of a construction firm said, “We’re union, so ... our first recruit [method] is the union.” She added, “If we are going out to look for an apprentice, we have people recommended to us ... somebody who already has an interest ....” [#I-29]
- Regarding typical channels for recruiting individuals into the construction trades, the African American female representative of a construction firm said, “The superintendents let me know we have a need .... I’ll call [the unions] and see who’s available, what’s available and then basically they’ll meet with the superintendent and start working.” [#I-34]

- Regarding how her business recruits workers into the trades, the white female owner of a construction firm stated, “We are not going direct because they have to go through the union, they have to get their training before we can hire them .... They start out as an apprentice ... learn the trade ... typically ... the union [then reaches] out to us to say, ‘Will you sponsor this individual?’” [#I-33]

Many interviewees indicated tapping internal and external workforce development mechanisms as well as implementing broad-reaching recruitment efforts. These comments include:

- Regarding how the union gets people interested in working in the construction trades, the representative of a construction trade union reported, “In 2017 we did 29 outreach programs ... a little more than two a month.” He added that his union works with The Builders’ Association and does their workforce development, and that the manager at The Builders’ Association schedules vocational schools to come to the training center and spend time with each of the trades. He added, “We also do ... career fairs, high school career fairs ... women career fairs ... minority career fairs [and] quite a bit of outreach.” [#I-07]

When asked how entrants are recruited, the same trade union representative said, “They’re given [a] list of our contractors and it’s up to them to go sell themselves and find their first job .... Once the contractor agrees to hire them, they’ll provide them with the letter of intent to hire, and then they come back to the training center and we ... enroll them into the apprenticeship program.” He added that the union got rid of the requirement that required recruits to have a valid driver license and a high school education. [#I-07]

- A member of the Construction Workforce Board encourages broad-reaching recruitment methods, including the local skilled trades career expo, Job Corps (training in the trades), vocational-technical school, community colleges, pre-apprenticeships (“soft-skills training”) and apprenticeship programs and other avenues. She added that some construction trades “lean to workers with associate degrees,” such as carpenters, and said that nearly all trades require a high school diploma or GED equivalent. [#I-02]
- When asked how the union gets people interested in working in the construction trades, the representative of a construction trade union commented, “We do outreach .... We do everything [we can].” He added, “The coordinator has done several outreach programs ... usually it’s like [through] iBuild ... [and] going to different schools. We go over to Kansas City, Kansas quite often [too], trying to recruit from there.” [#I-16a]
- A Hispanic American representative of a construction trade union indicated that one of the union’s constituency groups holds career fairs geared towards diverse communities. He reported that the group publicizes career fairs for a wide range of organizations, including electrical, power, lighting and other trades and craft unions, as an attempt to share information with community residents on how to get into the trade. [#I-08b]



Some interviewees discussed their successes and strategies for improving recruitment and diversity among potential workers. For example:

- The representative of a construction trade union commented, “We basically have been doing targeted Facebook ads, specifically for females, and our application rates [have] gone up a bit for females, and people of color is going up at least 10 percent.” [#I-10b]
- The representative of a construction trade union indicated that the organization’s workforce development program helps get women and people of color into the various trades. He noted that they probably placed 12 of approximately 30 applicants who applied to the program. [#I-09]
- Regarding worker recruitment, the Hispanic American representative of a construction trade union said that the union does not outreach exclusively to young people. He said that while career fairs at schools tend to be geared towards youth, his union’s fairs are geared towards all capable workers, regardless of age. He went on to say that his union must “expand the funnel” and outreach to more populations to increase their diversity. [#I-08b]
- When asked about typical channels for recruiting individuals into the construction trades, the African American representative of a construction firm stated, “We use our access to different organizations like [Women’s Business Enterprise National Council], [National Association for] Women in Construction, Mountain Plains Minority Supplier Development Council, so our role in diversity and inclusion is we try and make our opportunities visible to as many ... support programs as possible.” [#I-39]

**Barriers to recruitment and retention of workers, in general.** A number of interviewees reported on typical recruitment and retention challenges, as well as barriers faced by “new” workers.

Many contractors, representatives of trade unions/trade associations and workers reported unreliable transportation combined with no public transportation as major barriers affecting recruitment and retention of workers in the construction industry. [e.g., #I-01, #I-02, #I-05, #I-09, #I-22b, #I-27, #I-28, #I-34, #I-36, #I-42, #W-04] A few offered suggestions to remedy transportation-related barriers. [e.g., #I-12, #PC-09] For example with many public transportation limitations, the representative of a trade union noted that when working construction, a car is a necessity. As the City of Kansas City, Missouri turns over its vehicles every few years, this representative suggested that the City partner with ReEngage to put potential workers on a payment plan to buy the its retired vehicles. He stated that this plan would give workers a “hand up” rather than a “hand out.” He explained that workers sometimes travel to as many as three different jobs per day and that a working car would help workers secure work opportunities. [#I-19a]

A number of interviewees reported that recruiting is difficult because construction is no longer considered to be an attractive career, for some. Several others reported on increasingly limited availability of young workers and drug use combined with transportation issues as barriers to recruiting quality workers. Remarks include:

- The representative of a construction firm stated, “The one thing that is concerning with the workforce and the union trades is the younger people are not getting into the skill[ed] trades.” He reported that there is parental pressure for students to enter college after high school rather than the unions. He explained that the average age of one of their skilled trade employees is between 45 and 50. [#I-38]
- A representative of the Construction Workforce Board indicated that the construction industry is “struggling to fill positions.” He explained that competition to recruit young workers is fierce, as few of them are interested in working construction. He stated, “Generally, construction is a brick and mortar business, it’s the image. Interest among young people is low ... [there’s] a negative impression of construction workers as working in construction because they ‘can’t do anything else.’” [#I-04]
- Regarding barriers to recruiting workers, the co-owner of a construction firm reported that young Americans think, “I’m not a success unless ... I’ve got a job that I wear a shirt with a collar on it, or I’m working in an office.” [#I-27]

Regarding barriers to entering the trades, the same business owner said, “I think the biggest challenge to entry is [finding] experienced crafts people... when workload goes down at all it’s always the inexperienced people that get let go, and they’re the hardest to hire because [they] don’t have a ton of experience.” He added, “Somebody who’s got 25 years’ [experience] being a carpenter, it’s very easy for them to be hired.” [#I-27]

He added, “It’s drugs. Drugs are a huge problem.” He reported that his firm requires workers pass a pre-employment drug test and are subject to random testing throughout the year. He commented that his firm will also not hire anybody with a felony conviction because it creates a liability for the company. [#I-27]

- A member of the Construction Workforce Board indicated a need for unions, regardless of trade, to unify the requirements for joining. He stated, “[The] real problem for unions [is that] the patterns [for entering unions] are not clear. He explained that the path for workers varies by trade, and commented “It’s very mysterious to get in.” He suggested that universalizing and streamlining union operations would increase overall efficiency by reducing barriers to entry, such as “the bunch of hoops to jump through.” [#I-43]

The same Construction Workforce Board member suggested that to successfully recruit new workers there is a need to promote construction as a “craft” with “capacity to move through a range of skills.” He added, “Size something up ... [promote] the richness about the craft.” [#I-43]

- The journey worker in a construction trade indicated that drug and alcohol abuse affect recruitment and retention of construction workers. He commented, “The biggest problem with construction is that so many of us are hooked on dope or booze.” [#W-09]
- The representative of the Construction Workforce Board responded, “Childcare and transportation is a barrier. City of Kansas City, Missouri is 332 square miles and holds 460,000 residents. The other issue is [that] ... companies stick to their core group of workers. A new apprentice might get on a job out of school and have work for the first three months, but then won’t be called on for additional work. Now they’re blowing up their credit so that tanks, and now they can’t pass a credit check even if they land another job. It’s a cycle.” [#I-05]

Many interviewees, mostly workers, specifically described challenges to entering and staying in the construction trades as “new” workers, particularly when unskilled. [e.g., #W-04, #W-06, #W-15, #W-26, #W-39, #W-45, #W-54, #W-59, #W-62, #W-63, #W-65, #W-66, #W-68, #W-71, #W-78, #W-80, #W-83, #W-86] Several indicated an uptick in unskilled and lower skilled workers attempting to enter the trades. [e.g., #W-11, #W-25, #W-32, #W-35, #W-64, #W-76] Comments include:

- When asked to describe current difficulties to entering the construction trades as a new worker, the African American apprentice reported on his challenges, “I’m new to the industry so I’m learning new things I’ve should’ve learned before.” [#W-37]
- When asked to describe any barriers to entering the trades as a new worker, an apprentice reported, “A lot of education and knowledge is needed to enter the industry and be successful.” [#W-02]
- The Hispanic American worker in a construction trade stated, “With no education, and at my age, I can’t get into a regular ... company.” [#W-55]
- An African American apprentice said, “I believe that it is hard to get the proper training and background to be a successful new worker. We are not setting up new workers for success going forward in the industry.” [#W-85]
- When asked to describe current difficulties to entering the construction trades as a new worker, the journey worker reported, “Companies want people with five to ten years of experience.” [#W-60]
- The female owner of a construction firm reported observing new workers not wanting to do hard work, “Something I’ve noticed ... more recently is more wash out of apprentices .... I don’t think people are willing to work as hard as they [once] were .... We grew up in a time when you worked hard, or you starved ... we see it in every area of our business, actually.” [#I-29a]

- Regarding current difficulties to entering the construction trade as a new worker, the apprentice remarked, “You almost have to know people to get the job.” [#W-43]
- The representative of a construction firm stated, “My opinion is ... that people have other opportunities .... A lot of these guys that will go in the field are very well educated and they have other opportunities ....” He added, “We don’t lose a whole lot of guys who’ve been with us for a long time, that’s very rare .... We do see apprentices wash out. I think a lot of these guys think that the job is going to be different than it is .... Not only is it physically demanding, but it’s also stressful because ... we’re dealing with life-saving systems.” [#I-26c]

**Many other workers experienced few or no challenges to entering the construction trades as a new worker.** [e.g., #W-01, #W-05, #W-8, #W-9, #W-10, #W-13, #W-14, #W-16, #W-18, #W-20, #W-22, #W-28, #W-34, #W-36, #W-40, #W-42, #W-46, #W-47, #W-48, #W-50, #W-51, #W-53, #W-56, #W-58, #W-67, #W-69, #W-70, #W-77, #W-84] For example:

- The Native American journey worker in a construction trade indicated that there are few challenges to entering the trades. He said, “There are tons of companies looking for entry-level workers.” [#W-19]
- The Asian American worker in a construction trade reported that “if one has experience, then it is not difficult to enter.” [#W-41]
- The journey worker in a construction trade commented, “Apprentices are now highly employable.” [#W-82]
- The African American journey worker in a construction trade reported, “It’s competitive, but it’s not hard to get your foot in the door.” [#W-52]
- The white female journey worker in a construction trade indicated that finding a job in the construction industry is not difficult. She said, “The construction industry is continually growing and always looking for new members.” [#W-38]
- The Hispanic American journey worker in a construction trade commented, “Construction companies are in need of workers, but no one wants to do it anymore. Therefore, most companies will hire you.” [#W-31]

**Barriers to female workers entering and working in the construction trades.** Interviewees discussed whether there are barriers to recruiting women to work on projects. Many commented that barriers to industry entry for women are prevalent in the construction trades. [e.g., #I-06, #I-27, #I-29, #I-30, #I-33, #I-34, #I-38, #I-40, #I-41] For example, the co-owner of a construction firm reported that there are differences for women. He said, “It’s a ‘good ol’ boy’ network ... that is a barrier for women ....” [#I-27]

Several interviewees reported construction to be a “male-dominated” industry that makes entry for women difficult or the work environment for female workers unfavorable. For example:

- The representative of a construction training organization commented, “Construction ... isn’t a traditional field of employment [for women]. I think that possibly a lot of women are skeptical about getting into it.” [#I-08a]
- A minority female apprentice in a construction trade reported, “I am a woman and still training as I go. Some males like the idea, some don’t. [I’m] looking to extend training.” [#W-07]
- When asked about barriers to recruiting women on projects, the white female co-owner of a construction firm reported that the “environment and culture” of the construction workforce is challenging for women working in construction. [#I-15a]
- When asked if there are barriers to recruiting women or to industry entry for women, the white female owner of a construction firm answered, “Yes.” She continued, “Me as a woman, I go to these ‘male-dominated’ events. I see that. And you must have the right type of woman in this type of industry to be able to not only come in and do the job or be willing to do the job but to be strong enough to let things roll off your back and not take offence .... It’s still a very male-dominated ... industry .... You have to find the right bodies who want to do this kind of work, and can, and have the right type of attitude, and sometimes deal with these crazy men.” [#I-14a]
- A white female owner of a construction firm commented, “It’s just hard to get women in construction .... When you’re ... one woman amongst a hundred men on a job site, it can be a little daunting.” [#I-32]
- Regarding barriers to obtain women to work on projects, the white female owner of a construction firm stated, “Some women ... they don’t want to put a hard hat on ... it’s a very ‘male-dominated’ business ....” [#I-37]
- The white female owner of a construction firm commented, “You have no camaraderie, so unless you act like a man, you’re not [going to] want to do it.” [#I-29]
- The African American representative of the Construction Workforce Board stated to avoid gender barriers in a male-dominated trade, “Women want to see if they are first ... have other women have gone down this trade path and had success. We use testimonials to convince women. They want to meet construction companies [with female workers]. They want to make sure there are organizational mentors on staff to help them.” [#I-05]
- Regarding barriers to recruiting women, the representative of a construction trade union noted that three women participated in the last recruitment, and stated, “I think one of [the women] thought that she was applying for like some type of management job because she came in a miniskirt, dressed up, high heels. I don’t think she realized what she was applying for.” [#I-20b]

Many interviewees perceived the “physical nature” of construction work as a barrier for some women workers. Comments include:

- When asked if there are barriers to recruit women to work on projects, the representative of the Construction Workforce Board reported that heavy lifting in the trades may intimidate women into not applying. [#I-36]
- When asked if there are barriers to obtaining women to work on projects, the representative of a construction firm stated, “Yes and no I guess.” He added, “Some of it is very hard, physical work .... There’s some physical barriers and that’s just by body types.” He later indicated that there are not many females who are interested in the construction industry. [#I-46]
- Regarding barriers to including women on construction projects the representative of a construction trade union said, “Sometimes, especially for women, type of work is a little too strenuous .... That would be the only barrier that I could think of.” [#I-07]
- Regarding barriers to recruiting women to her field, the female owner of a construction firm stated, “We always are looking for females to perform the labor .... We do very intense work and it’s hard to find a female that can haul a bundle of [specialty products] up ten flights of stairs.” [#I-24]
- The representative of a construction firm commented, “There are very, very few women that apply because it’s a very physically demanding job, and there aren’t as many women that are capable of doing it because of their size and weight ... but we do have women that apply and we have had women employed.” He added, “... it burns people up, it’s hard to hold [materials] over your head all day long ....” [#I-26c]
- When asked if there are barriers to recruiting women to work on projects, the African American representative of a construction firm stated, “Sure, I think the general nature of the construction industry, with the heavy lifting, [is a barrier]. There doesn’t tend to be as many women in the space. So, our efforts tend to be around making sure we hire the most diverse staff as possible.” [#I-39]
- A representative of the Construction Workforce Board indicated that some trades may be more difficult for women to enter due to the physical nature of the work. He reported, for example, that “rodbusters need brute force.” [#I-04]

Several interviewees perceived construction as a career that is not suited to women. For example, some interviewees perceived that women may not want to work outdoors or travel between job sites. One mentioned that women “head of households” may find inconsistency in work schedule a barrier. These include:

- The female owner of a construction firm stated, “Yes because there are beliefs among those who aren’t involved in the field or haven’t been home grown in the construction field ... that there are significant barriers to women working in the field, and it deters those who could be successful or could operate in it because of some of those beliefs and the preconceived hurdles or doors that are closed .... when you have two paths, one that looks like a clear path and one that looks like you’re going to have to fight for where you want to go. The easier course is normally chosen.” [#I-35]
- Regarding barriers to recruiting women to the trades, the white female owner of a construction firm said, “We have to be really up front with the duties of being a [worker in our trade]. [Women] don’t want to work outside.” She added, “It’s also a very labor-intensive job. You’re moving for ... a full day of work, [so] it’s very exhausting.” She elaborated, “We have a very difficult time finding any women that want to do ... outside work, [and] it’s a lot of heavy lifting .... You’re driving from job to job, [so] the pace that you have to keep isn’t appealing.” [#I-32]
- When asked if there are barriers to obtain women to work on projects, the representative of a construction firm stated, “Finding women that are interested in certain crafts ... there [are] certain crafts that are harder for them. Maybe they’re not as interested in as other trades.” He explained, “I’ve noticed over the years that there [are] certain trades that women just aren’t as interested in, or maybe it’s more difficult for them to get into that trade.” [#I-41]
- The owner of a construction firm stated, “We don’t have a whole lot of interest from women. Now if a qualified woman wanted to interview, then ‘yes’ absolutely, but we just don’t see a lot of interest.” [#I-06]
- An African American female owner of a construction firm reported, “I got more than enough women on the construction side.” However, she added, “Our construction projects are in and out ... so there may be a lull in between projects. There may be one that’ll last a month, and then we don’t have another project for two or three weeks ... especially if you’re looking at women who are ... head of households, that three weeks gap can make a big difference in their day-to-day lives.” [#I-12]

**Some contractors reported that a low availability of women interested or involved in construction trades is a barrier to recruiting them.** One interviewee commented that the availability of women “is just lower.” Another said that there are “no women” in her trade. [e.g., #I-33, #I-30] Comments include:

- When asked if there are barriers to obtaining women to work on projects, the co-owner of a construction firm replied, “It’s just availability.” He added, “I think minorities and women who are in the industry see an opportunity because the City has requirements to go start a business as an opportunity to make money as opposed to being in a trade [and] learning a trade .... I think that actually hurts a little.” [#I-27]

- When asked if there are barriers to obtaining women to work on projects, the white female owner of a construction firm stated, “I think the lack of women [available], most definitely.” [#I-29]
- Regarding barriers to obtaining women to work on projects, the representative of a construction firm said, “The only barrier to it is the limited number of females that are in the industry.” [#I-38]
- When asked if the retention issues are different for journey workers who are female, the white female representative of a construction trade association indicated that because there are generally fewer women in the construction industry that there are issues with mentoring opportunities and “modeling.” She commented, “We don’t have as many women to recruit other women.” [#I-42]

**A few also commented that issues with child care could be another barrier to recruitment of women workers into the construction trades. For instance:**

- When asked if there are barriers to recruiting women or to industry entry for women, the white female owner of a construction firm went on to say that there is little schedule flexibility for women with children, and especially for single mothers. She stated, “The demands of the positions sometimes do not allow women to easily fulfill mom roles if they don’t have support at home.” [#I-14a]
- Another white female owner of a construction mentioned, “If they have children at home, that’s difficult.” [#I-37]
- A representative of the Construction Workforce Board responded, “Projects begin early in the morning. It’s harder for women to get child care for their kids. Even if they could get child care, what happens if the kid gets sick or has to be taken out of school? A woman couldn’t leave a job site as opposed to another type of job to take care of the child.” [#I-05]

**Some interviewed reported that unions create some barriers for recruiting women into the construction trades. These comments include:**

- The white female owner of a construction firm indicated that recruiting women to work on projects is “dependent on union work rules.” [#I-13]
- The representative of a construction firm said, “We request minorities and women ...the union currently only has one woman in the workforce and it’s been that way for a really long time ....” [#I-26c]



- Regarding women’s entry into the trades, another white female owner of a construction firm reported, “The union is the barrier.” [#I-28]
- Regarding barriers to recruiting women to work on projects, the representative of a construction firm indicated that the availability of women in construction is limited explaining, “It depends on the [number] of women working for those union halls because that’s the pool to draw from.” [#I-40]

One retired female journey worker indicated that industry entry was not difficult for her but there was a disparity in number of days worked, advancement opportunities and pensions for female workers when compared with male workers. This retired female worker stated, “It wasn’t hard to get in, but at the time they had a 15.5 percent minority participation and 6.9 percent women participation. I knew a guy who referred me and suggested I get in. He started about the same time I did and he ended about the same time I did. Well now I’m of age, getting my pension and my pension is just \$122 a month versus his which is \$1,300 a month. The difference is [that] I might work a day here or there; the time would average three to four [days] a month. [And] he would average eight months and beaucoup overtime. So, that made the difference.” She added, “I had three strikes against me: ‘female, black and age.’ My friend was a black male and only two years older than me.” [#PC-01b]

**Barriers to people of color entering and working in the construction trades.** Some discussed whether there are barriers to recruiting people of color to work construction.

Some interviewed identified barriers that people of color face when entering or working in the trades. Challenges include lack of construction experience and training and limited access to transportation, as well as issues with retainage, attendance and working conditions. Comments include:

- The white female owner of a construction firm indicated that there are no barriers to obtaining people of color to work on projects, as long as they have experience. [#I-37]
- When asked if there are barriers to recruiting people of color to work on projects, the representative of a construction firm answered commented, “Training will be the biggest thing ... but that’s what some of these unions are for and some of these other schools that can help us out.” He continued, “We’re needing workers ... [race] doesn’t matter.” [#I-46]
- The African American representative of the Construction Workforce Board stated, “People of color live in different parts of town. Projects are generally in other parts of town. Access to transportation is [a] problem too for minorities. Also, the objective should not be to get them a job, it’s to keep them in the industry.” [#I-05]

- Regarding barriers to obtaining people of color to work on projects, the owner of a construction firm said, “So many of the younger minorities, sometimes they don’t finish high school or if they finish high school ... their only training is at McDonalds or something like that.” He added, “In today’s world we have so many things like the 30-hour OSHA class, the 10-hour OSHA class, all these different things that guys have to have before they can legally go to work for us.” [#I-45]

He added, “Part of the challenge is ... this just isn’t a minority issue, this is a young persons’ issue ... part of the challenge is transportation. We work all over the metro area.” Further describing barriers, the owner of a construction firm stated, “There’s also a challenge, believe it or not, in that some of these guys don’t want to work when it’s 12 degrees outside and they don’t want to work when it’s 100 degrees outside but that’s what this business is ... again that’s not a minority issue that’s just a human being issue.” [#I-45]

- When discussing barriers regarding the recruiting of people of color to work on projects, the representative of a construction firm stated, “We haven’t had a problem hiring enough minorities, [but] we’ve had a hard time retaining [them].” He added, “Usually it’s because they leave ... construction.” He later mentioned that most people of color that the business has hired have dropped out during the five-year apprenticeship. [#I-26c]
- When discussing challenges around retaining people of color to work on projects, the female owner of a construction firm commented, “There are a lot of minorities working for the union that I could pick from and that I have chosen to have be employed. Whether they choose to show up is another story, [and] whether they choose to know how to do quality work is another story .... That’s sad to say but it’s unfortunately ... probably the reason I don’t have them right now.” [#I-24]
- The white female owner of a construction firm stated, “If they can do the job and they want to show up and they want to work ... then we’ll [work with and train them].” [#I-18a]

The owner of a construction firm perceived that although barriers are fewer for people of color than for women, people of color face “self-inflicted” segregation, as do white workers who “intermingle” with them. This interviewee reported hiring 20 specialty construction workers of color and 20 white workers; he observed that on the job site the two groups rarely intermingled. He added that those who do intermingle are sometimes ostracized by their respective group. [#I-31]

One African American representative of a construction firm reported that people of color specifically face unfavorable hiring and firing conditions, often being the “last hired, first fired.” He stated, “When we’re talking about putting people to work ... minorities [are] the last ones to get hired and the first ones to get fired.” [#PC-03b]

This same representative added, “The projects that minority contractors are getting is so small [that] by the time they get on the workforce and work a little bit, it’s time to go. The job’s over and now the contractor has to find another job.” [#PC-03b]

Another interviewee reported that being “young” adds a challenge to working in construction. The owner of a construction firm commented, “Part of the challenge is ... this just isn’t a minority issue, this is a young persons’ issue ....” He went on to explain that experience and transportation are real barriers for young people of color and other non-minority youth. [#I-45]

**Some reported no barriers to recruiting people of color into the trades.** [e.g., #PC-03f, #I-15b, #I-28, #I-29, #I-30, #I-33] Some of these interviewees reported their strategies for developing relationships that enable outreach to people of color:

- When asked if there are barriers to recruiting construction workers who are people of color, the owner of a construction firm stated, “When we first started [there were barriers] because we didn’t know anyone. When we became affiliated with [Associated Builders and Contractors of America] we had more minority candidates and they recruited their friends. We would train them in-house, so no, we haven’t had a tough time.” [#I-06]
- When asked if there are barriers to recruiting people of color to work on projects, the female owner of a construction firm stated, “No, because we have intentionally sought out to establish those relationships.” [#I-35]
- The African American female owner of a construction firm reported no barriers to recruiting people of color to work in the construction industry. She explained, “Ninety percent of my employees are African American ... and it’s probably more than that.” [#I-12]

**Some contractors indicated that a low availability of people of color interested or involved in construction trades is a barrier to recruiting them.** A few interviewees commented that they are unsure why availability is low for recruits who are people of color. Comments include:

- The white female owner of a construction firm commented, “We ... over the years, have employed people of color from all different walks of life. We don’t get a ton of interest, [but] couldn’t tell [you] why.” [#I-32]
- Regarding barriers to obtaining people of color to work on projects, the co-owner of a construction firm stated, “I don’t really see [a] barrier, we just don’t see as many applicants.” [#I-27]
- When asked if there are barriers to recruiting people of color to work construction, the representative of a construction firm indicated, “What I notice is, a lot of the referrals that I get, it’s people who have relatives, or friends, or neighbors whose kids are interested. A lot of farm kids are interested [because] they grew up around construction, whether it was on the farm or from that relative or friend. And so, [for] people of color, it’s just not as common for them to call and say, ‘I have all this experience and I grew up with my dad framing houses or doing remodel work.’ So, I think for them a lot of times maybe the interest dies.” [#I-41]

A number interviewed reported that unions create a number of barriers for recruiting people of color into the construction trades. For example:

- The white female owner of a construction firm indicated that different union work rules can present barriers to recruiting people of color to work on projects. She added that her primary concern is with recruiting capable workers. [#I-13]
- The representative of a construction firm indicated that the only barrier to obtaining people of color to work on construction projects is the limited number available in the unions. [#I-38]
- For her firm, the African American female representative of a construction firm indicated that it is difficult to recruit people of color to work on construction projects. In describing why, she said, “I don’t know if its ... who’s in the union, if there’s seniority issues, I don’t know.” [#I-34]

**Barriers to recruiting city residents to work on construction projects.** Some interviewees discussed whether Kansas City, Missouri residents face barriers to working in the trades.

Many interviewees indicated that availability of city residents is limited in the construction trades as well as in the unions, or that retention can be low for city residents because once established financially they often move to the suburbs. Some added that as business owners they do not know where their workers reside, or they do not specifically recruit for city residents. Comments include:

- One business owner indicated that there is limited availability of potential construction workers within city limits. [#PC-03i]
- The white female owner of a construction firm stated, “Yes, [there are barriers]. I haven’t found that many [city residents]. Everyone lives outside the Kansas City [Missouri] area.” [#I-28]
- Regarding barriers to recruiting city residents, the female representative of a construction firm stated, “There’s not any barriers that keep us from hiring City of Kansas City, Missouri [residents]. It’s just not where they’re not at or applying to the union ....” [#I-26b]

The representative of the same construction firm stated, “I think ... the biggest thing is that they’re not applying to the union ....” He commented that the union has a “stigma” and indicated that some people of color feel as though unions will not allow them to join. [#I-26c]

- Regarding barriers to recruiting residents, the representative of a construction firm stated, “Referrals from the workforce ... job fairs, City of Kansas City, Missouri technical colleges ... haven’t had much luck there.” [#I-18b]

- When asked if there are barriers to recruiting city residents, the representative of a construction firm stated, “There’s projects that require city residents ... and ‘we try to work with City Hall’ and tell them we’d like to have people who live in this jurisdiction to work on these projects.” [#I-40]
- When asked about barriers to recruiting city residents to work on projects, the white female owner of a construction firm said, “I have no clue. I don’t know where our employees live. We work all over the city. I couldn’t tell you how many live in Kansas City, [or] how many live in Independence ....” [#I-13]
- Regarding barriers to recruiting city residents into his union, the representative of a construction trade union said, “We don’t actively go out and recruit Kansas City [Missouri] residents because we have the intent to hire .... We really aren’t set up to actively recruit a specific group, [so] we have to cast a large net and see who comes in.” [#I-17]
- When discussing barriers to recruiting city residents, the representative of the Construction Workforce Board commented that once people make a decent living they tend to move out of the city and into the suburbs. [#I-36]

Interviewees also mentioned that issues concerning limited experience and access to transportation present barriers for recruiting city residents seeking work in the construction trades. For example, comments include:

- When asked if there are barriers to recruiting residents of City of Kansas City, Missouri, the African American representative of a construction firm stated, “I sense that ... transportation for folks who live in some of the disadvantaged parts of the Metro Area or Kansas City [is a barrier]. The transportation factor [and] skills factor tends to be the two biggest ones, but people want to work .... If they do have the skills, then sometimes transportation is the factor.” [#I-39]
- When asked if there are barriers to recruiting city residents to work on projects, the African American female representative of a construction firm noted that if a job is “far out and difficult to get to” that may present a barrier for city residents if they are lacking transportation. [#I-34]
- A representative of the Construction Workforce Board reported that recruiting of city residents is difficult, saying, “The inner city is about ‘transportation,’ and we travel a lot [for jobs].” She went on to explain that many residents do not have reliable vehicles, and that public transportation is not good. She added that poor public transportation is “a huge [barrier]” when trying to recruit city residents. [#I-01]
- Regarding barriers to recruiting residents of City of Kansas City, Missouri to work on projects, the owner of a construction firm remarked that more than 50 percent of his workers grew up on farms in the “country.” He added, “That’s a huge advantage over the city people ... finding city kids who ... understand how hard it is to do this job, that’s challenging.” [#I-45]

- Referring to barriers in recruiting city residents to work on projects, the representative of a construction firm stated, “We have better luck going outside of the Kansas City [Missouri] area to find people, in the rural area because there work ethic seems to be better ... raised on a farm you just understand that.” He added, “The modern ‘city person,’ the first thing they want to do is talk about how much vacation they have.” [#I-46]
- The representative of a construction firm said, “I don’t know anyone who lives in Kansas City, Missouri .... Most of our guys live in the sticks .... I would say at least half of our workforce lives outside the metro area.” He added, “Farm boys, they don’t mind the work ... people who were raised in rural areas ... love the work.” [#I-26c]

An African American female owner of a construction firm reported creative shifts that allow her to hire city residents seeking work in the trades. She commented that being “creative” with how her firm operates worker shifts allows her to utilize more of the local workforce. [#I-12]

Some others reported no barriers for city seeking work in the trades. [e.g., #I-06, #I-29, #I-30, #I-32, #I-35, #I-38] These include, for example the white female owner of a construction firm reported that there are not barriers to recruiting city residents to work on projects explaining that 40 percent of her firm’s work is within city limits. [#I-33]

**Retention of workers in the construction industry.** Contractors, trade unions/trade associations and training organizations discussed worker retention and what makes workers stay in the construction industry.

Some mentioned that longevity in the field requires a “love” for construction, hard work and an outdoor lifestyle. [e.g., #I-14b, #I-22b, #I-40] For example:

- When discussing what makes workers stay in construction, the white female owner of a construction firm said, “They like it, they like being on the road, they have a comradery with each other, they like working with the superintendents ... they just really like what they do.” [#I-37]
- When asked what makes workers stay in construction, the representative of a construction firm said, “I think they have to love it. It’s not easy, it’s risky work. It’s tough work .... I think number one for a lot of them it’s a career because it’s what they want to do. They want to build things and they love it.” [#I-38]
- Regarding what makes workers stay in construction, the white female owner of a construction firm stated, “It’s a tough business [and] it’s physically demanding. A lot of times it could be 5 p.m. on a Friday and [I] get an emergency call and [go] out .... [On] weekends you have to be on call, but you really have to enjoy helping people at some of their worst times.” [#I-18a]

- The white female owner of a construction firm reported that being able to see the tangible results of one's efforts makes people stay in construction. She stated, "You can see, touch and feel. There's a lot of things out there [like] tech that you can't .... It's still the kids who like to play with tinker toys and build something out of it. You get to do it." [#I-14a]

**One interviewee reported the advantages of diversity as a retention policy.** Regarding worker retention, the member of the Construction Workforce Board commented that "controlling male sociality [and] preventing carousing" would help worker retention and keep workers employed. He added that unions need to build commonalities in apprenticeship programs and "share stories," and noted the importance of "get[ting] black, white [and] brown together." He concluded that unions need to actively participate in this process to improve recruitment and retention of workers. [#I-43]

**Many interviewees noted that offering equitable, competitive wages and benefits helps the retention of workers in the trades.** "Steady work" is another path to worker retention, as well as investing in worker training and a business culture that builds loyalty among workers. [e.g., #I-01, #I-05, #I-13, #I-15b, #I-19a, #I-20a, #I-24, #I-27, #I-28, #I-29, #I-30, #I-39] For example:

- When asked how the union retains its journey workers, the representative of a construction trade union reported, "Competitive pay. It's really the only thing anyone does to keep people." [#I-16b]
- When asked what makes workers stay in construction, the representative of a construction firm stated, "The money's good and ... some people just like to work outside." [#I-46]
- Regarding what makes workers stay in construction, the representative of a construction trade union reported, "The brotherhood and the money, and the benefits .... Our journeymen are making \$80,000 to \$100,000 dollars a year, working 40 hours a week with full benefits, insurance [and] retirement ...." [#I-17]
- When discussing what makes workers stay in construction, the African American female owner of a construction firm said, "Work. Making sure there's plenty of work ... that's it." [#I-12]
- Regarding how the union retains journey workers, the representative of a construction trade union stated, "We try to keep them all working .... If they hit a snag, we will try and work with them." Regarding what makes workers stay in construction, he commented, "I would say benefits, wages, you know it's a way of living to provide for the family." [#I-10a]
- When asked what makes workers stay in construction, the owner of a construction firm stated, "I think it's the consistency of the employment." He added, "We work year-round .... Our guys will work 1,800 hours or more, depending on how much overtime they get a year .... If they have the ability to have a paycheck every week ... they're going to stay in this business." [#I-45]

- When asked about retaining workers, the white female performing as a union contractor (signatory with multiple unions) said that when a contractor wants to keep good workers, they “better keep busy, because [if a firm is not busy and doesn’t keep its workers busy] that worker will find another place to work.” She added that the goal for an employer should be to invest in workers to build their loyalty. [#I-03]
- A representative of the Construction Workforce Board stated, “Address time off and ways to fill that time. Workers need to know how to balance their personal finances during times of drought. The biggest takeaways that need to be solved are financial solvency, childcare and retention.” [#I-05]

Some interviewees reported that hiring workers that completed apprenticeships increases the likelihood of retaining those employees as they have made an early investment in construction. Comments follow:

- Regarding retention of workers, the representative of a construction trade union indicated that retention is not an issue for [workers] who complete the union program. He remarked that if a [construction worker] is with the program during an apprenticeship and a company likes them, then [he or she] will most likely stay with the company throughout their career. [#I-20b]
- Regarding what makes workers stay in construction, the representative of a construction trade union reported that individuals in apprenticeship programs tend to stay more often than others. He explained, “I’d say probably 95 percent of them stay. We don’t have a very big turnover rate.” He added that apprentices stay because their friends in college have \$100,000 in loans while they are making \$100,000 and have no school loans. [#I-17]

**Challenges to retaining journey workers.** Interviewees were asked to describe any barriers to retaining journey workers.

A number of interviewees discussed whether it is a challenge to retain “new” journey workers. Some indicated that once an apprentice becomes a journey worker, it is difficult to retain them if there is limited work. Comments include:

- The representative of a construction trade union stated the only thing that would make a journey worker leave the trade is if there is no construction work. Regarding the construction industry, he indicated that when the marketplace is at its peak, it’s “booming,” though when there is no work it’s hard to retain individuals as they pursue employment elsewhere. He went on to say that if an individual has the needed skills, they will maintain a job. [#I-09]
- When asked if retaining new journey workers is a challenge, the representative of a construction trade union indicated, “The only time it becomes an issue is if there is a lack of work or a personal issue.” [#I-10a]



- When asked if once an apprentice becomes a journey worker it is a challenge to retain them, the representative of a construction trade union indicated that new journey workers leave when there are few work opportunities. He said, “The lack of work opportunities is the ... only reason we really lose people .... That goes for all crafts ... across the board.” He added, “A lot of that is economy driven ... so we don’t really have much control over that.” [#I-07]
- Regarding challenges in retaining new journey workers, the representative and head of training of a construction trade union said, “It is construction so it’s cyclical .... Right now, is it challenging? No, because we’ve got lots of work and there’s tons of work coming up, but in 2007 and in 2008 was it a challenge? Yes, it was a challenge to maintain ... because for several years after that construction was still very sluggish. Lack of work is pretty much the reason why people don’t maintain membership.” [#I-21]
- Regarding challenges in retaining new journey workers, the representative of the Construction Workforce Board reported that retention is not a challenge and that unions are protective of their journey workers. He said the unions have a standard of excellence guide that members must follow to remain in the union. [#I-36]
- The white female business representative discussed retention of journey workers as important, “This whole workforce initiative began because the journeymen were not going to work. And so, we need to make sure that while we’re talking about building capacity for the young people moving up, that the journeypersons aren’t left behind.” [#PC-03]

On the other hand, a few stated that once an apprentice moves to journey worker, they are likely to stay in the trades. These interviewees indicated that after making a three- to four-year investment, a journey worker is likely to stay. [e.g., I-16a, I-22a, I-42]

Others reported steps taken by unions to retain journey workers. Comments include:

- The Hispanic American representative of a construction trade union reported that his trade has a very high retention rate in comparison other trades. He indicated that the union specifically retains journey workers by offering good benefits, wages and work opportunities. [#I-08b]
- Regarding retention of new journey workers, the representative of a construction trade union explained how the union has a membership retention program for those past their permit period. He said after apprenticeship and before an individual becomes a permanent member, they are labeled a permanent member for six months. He added that members are tracked and contacted regularly to see how they are doing, and that there are three people assigned to do this. [#I-19c]

- When asked how journey workers are retained, the representative of a construction trade union explained that journey workers must join a worklist when they are out of work, and that when work is available, they dispatch those workmen who are on the worklist to the contract. He added that being on the worklist is also dependent on members paying their dues. He went on to explain that the union dispatches workers according to the order they were placed on the worklist as governed by the Department of Labor. [#I-09]
- The representative and head of training of a construction trade union reported on retention of journey workers, “We do have a volunteer activity that we set up multiple times a month where they can earn their dues payments, so that takes a little burden off of them.” He stated they have other programs where they try and stay in contact with all their shops. He indicated they try to send workers to assignments as quickly as possible. [#I-21]
- When asked how the union retains its journey workers, the representative of a construction trade union stated, “To me it’s [our] retention tool ... our health and welfare program allows them to be laid off a certain period of time and retain their benefits.” He added that this program covers individuals for up to six months, and that workers must have worked 160 hours in a six-month period. [#I-22a]

**Interviewees were asked whether retention issues are different for journey workers who are women when compared with all other workers.** Most reported that retention issues are no different for women journey workers [e.g., #I-08b, #I-09, #I-10a, #I-21, #I-23, #I-36, #I-38] For example, the representative of a construction trade union stated, “Actually, all of our females are always working .... They seem to stay on at the same place.” [#I-16b]

**Some discussed whether retention issues are different for journey workers who are people of color when compare with all other workers.** Most reported that retention issues are no different. [e.g., #I-07, #I-09, #I-10a, #I-23, #I-27, #I-37] Comments include.

- The white female representative of a construction trade association stated that any retention issues are because of “transportation and liking the work.” She added, “It’s not for everybody ....” She also indicated that there are generally fewer people of color in the construction industry. [#I-42]
- The representative and head of training of a construction trade union said that retention issues are not different for journey workers who are people of color. [#I-21]
- The white female owner of a construction firm indicated that reasons for staying at or leaving jobs in the construction industry do not differ for workers who are people of color. [#I-32]
- The representative of a construction firm indicated that retention issues are not different for people of color. He commented that no group is more likely to leave than other groups. [#I-38]

- The representative of a construction trade union indicated that retention issues are not different for journey workers who are people of color. [#I-16a]
- When asked whether the retention issues were different for journey workers who are people of color, the representative of a construction trade union said, “Employers hire people, we don’t. We provide manpower, we provide service, people for employers to hire ... so retainage and stuff like that, it really falls to the employer ....” [I-22b]

**One discussed that African American journey workers are passed up for advancement.** When asked about worker retention, the African American female representative of the Construction Workforce Board reported that there is a persistent problem with African American journey workers “sitting on the bench” stating, “They are no longer the core workforce, there’s no room for advancement.” She concluded that it is “more difficult for black men to stay in the workforce due to culture and climate they face.” [#I-44]

**Some discussed whether retention issues are different for journey workers who are KCMO residents.** [e.g., #I-09, #I-22a, #I-23] One interviewee noted that city residents may sometimes be kept on payroll because they are readily available for local work. For example:

- The representative of a construction trade union reported that retention issues are no different for journey workers who are city residents. [#I-10a]
- The representative of a construction trade union stated, “I think it’s all the same. From everything ... from Hispanics to Caucasians ... everything evens out I would say.” [#I-16b]
- Regarding whether retention issues are different for residents of Kansas City, Missouri, the representative and head of training of a construction trade union said that they are not. He added, “I think some companies go out of their way to try to maintain city residents on their payrolls because they may not need them on this job today, but they might need them on that job tomorrow. So, we’ve got some companies that do a better job of trying to maintain ... the residency thing [which] can help a person to a degree. But everybody is pretty much equal when it comes to the unions.” [#I-21]
- Regarding whether retention issues are different for residents of KCMO, the representative of the Construction Workforce Board indicated that they may be. He said that there is not a high percentage of city residents available and noted that successful construction workers tend to move out of the city and into the suburbs. [#I-36]
- The representative of a construction trade union indicated that retention issues are not different for journey workers who are residents of KCMO. [#I-07]

**Reasons for leaving the trades.** Many reported why workers leave the trades.

Some indicated that **unsteady or seasonal work and economic uncertainty cause workers to leave the industry.** Others reported that the seasonal nature or slow, cold winters and hot summers are cause for workers to leave the industry. [e.g., #I-06, #W-06, #I-09, #W-14, #I-20a, #I-28] A number specifically mentioned layoffs and firings as a barrier to retention. [e.g., #I-32, #I-34] Comments include:

- The representative of the Construction Workforce Board and construction trade association indicated that some workers leave construction due to economic uncertainty. He said that there is a “higher drop-out rate” among apprentices, with journey workers more typically “staying in and riding the economic rollercoaster.” [#I-04]
- When asked why workers would leave the trade, the representative of a construction trade union said, “We’ve had members that have left the trade in the past due to the downturn in the economy and slow work .... Like anybody, they’ve got families to support and kids to feed, and bills to pay, so they need to be able to make a living .... We’ve had some that go into completely different industries ... accounting, sales ... things like that.” [#I-22a]
- The representative and head of training of a construction trade union said, “It can be tough when they hit a slow period and when three different shops lay off 20 guys at the same time.” He added, “Retaining is a little bit of a problem with guys who are not used to the fluctuation and the fact that if they get laid off today, we don’t have a job for them tomorrow.” [#I-21]
- When asked why workers leave the industry, the representative of a construction trade union said some “cannot hack it” and realize how hard the work is due to weather conditions and other factors. He said some may leave due to layoffs. [#I-19c]
- Regarding what makes workers leave construction, the white female owner of a construction firm said, “A lot of times you’ll see a lot of movement in the wintertime because maybe one company will have winter work [and] one will not.” She added, “You’ll see that maybe they think that they can get more benefits or a better job if they move from actually driving a truck to some type of construction work.” [#I-37]
- When asked why people leave construction jobs, the representative of a construction firm said, “It is hard work and it is competitive .... You need to be productive, safe [and] do quality work .... In construction there are a lot of layoffs, so [if you] start a job you’re not guaranteed a job on the next project. You have to ramp up and ramp down. Some people get tired of not getting that constant pay check. And everyone wants the best worker, so the good workers are in more demand than the not so good workers.” [#I-40]

Issues with health, repetitive work injuries and other career-ending injuries cause some workers to leave the industry. Some reported workers leaving for less physically-demanding jobs, especially at older ages. [e.g., #I-27, #I-31, #W-35, #I-45] Comments follow:

- The representative of a construction trade union said that he has had women in the past leave the trade due to career-ending injuries. [#I-20b]
- Regarding what makes construction workers leave, the white female owner of a construction firm said, “I think the older they get ... staying in the manual labor is hard.” [#I-29]
- Regarding why people leave the construction industry, the representative of a construction firm said, “I think a lot of it is it’s not easy, it’s very [laborious] and you’re working in the elements a lot of the times ... they get to a point where their bodies can’t do it or they don’t want to do it ....” [#I-38]
- When asked what makes workers leave the trades, the white female representative of a construction trade association said, “Maybe they find a different job that they like more ... for all the reasons people change jobs.” [#I-42]
- The representative of a construction trade union said that some workers may leave the trade if they get “burnt out.” He commented that “it is hard on your body,” and that some workers’ bodies “break down.” [#I-17]
- Regarding what makes workers leave the construction industry, the white female owner of a construction firm stated, “Sometimes it can be for health reasons because it can be a strenuous profession or there is another opportunity.” [#I-33]
- Regarding why some workers leave the construction trades, the journey worker in a construction trade said, “It sucks. Hard work, injuries, not fair pay for the risk.” [#W-67]

Many workers cited unfavorable working conditions, unfair treatment, racism and gender bias as well as sexual harassment as reasons why women and people of color, specifically, leave construction trades. [e.g., #W-10, #W-11, #W-24, #W-26, #W-28, #W-48, #W-50, #W-51, #W-52, #W-53#, W-54, #W-82, #W-83] Comments include:

- The apprentice in a construction trade stated, “There are a lot of sexist and racist people that do work in construction.” [#W-06]
- The African American worker in a construction trade reported that some women and people of color leave the construction trades because of “racism or sexism.” [#W-07]
- When asked what prompts workers to leave the construction trades, the white female worker in a construction trade reported, “Racism, lower wages [and being] treated differently.” [#W-42]

- A minority female worker in a construction trade said that women and people of color leave the construction trades because of “discrimination and rudeness from others.” [#W-04]
- The white female worker in a construction trade indicated that some women leave the construction trades because of “sexual harassment.” [#W-42]
- The white female worker in a construction trade said, “A lot of the time a certain pressure is put on a woman to look a certain way for the industry and it can be ... unrealistic.” [#W-59]

Some interviewees reported reasons for leaving when performing construction work as a female worker or person of color on the job site including “nepotism,” double standards, unfair expectations or being treated differently. For example:

- The African American journey worker in a construction trade commented that women and people of color leave the construction industry because of “nepotism.” [#W-21]
- The African American apprentice in a construction trade indicated that some women and people of color leave the construction trades because they are treated differently. He said, “Some employees treat [those groups] different from others.” [#W-37]
- When asked if retention issues differ for people of color and females, the African American female representative of a construction firm stated that she has had employees who are people of color approach her and inform her that they were uncomfortable with comments made on the job site. [#I-34]
- The white female worker in a construction trade reported, “[These groups are] tired of being treated like less than they deserve.” [#W-12]
- The Hispanic American journey worker in a construction trade commented on double standards for performance where Hispanic workers expect to work harder than white males, “... the only reason I see is that Hispanic workers will out-work them [white male workers].” [#W-83]
- The African American journey worker in a construction trade reported, “We get all of the work that no one else wants to do, such as prepping.” [#W-21]
- When asked why some women and people of color leave the construction trades, the Hispanic American worker in a construction trade commented, “We [woman and people of color] get treated like ‘work horses.’” [#W-55]

- The African American female owner of a construction firm reported that she has been in meetings where people have complained that all of the African American female workers are “horrible.” She stated that other people describe the way African American women dress for work, for example as, “They’re going to a club, or they come dressed like ... they’re going to bed.” She added, “I was in a workforce board meeting where ... one of the City employees said ... that an African American woman came in her house slippers. ‘I just can’t believe that’ .... When you’re in a room with 20 people and this is what you say, and 18 are Caucasian, what do you think them 18 are [going to] say? ‘See that’s why I don’t hire [them].’” [#I-12]

One business owner stated that the unions play a role in forcing people of color out of the trades explaining that because of issues of “race relations” some black union members leave the union to work with non-union houses. The African American business owner stated, “I’ve had 1,200 employees, I’m nowhere near union ... I’m just a business owner .... These union guys, I’m [going to] throw [them] all under the bus, I don’t believe none of [them]. I’ve had so many employees that are black that have left the unions because [of] the race relations.” He added, “I don’t think this is about the City, I think this is as much about the unions. Let’s remember, the unions have run the country since the beginning of time.” [#PC-02f]

A few perceived that women and people of color “play the victim” or that a “thick skin” is a necessity to survive in the trades, regardless of race or gender. For example:

- When asked why women and people of color leave the construction trades, the journey worker in a construction trade commented, “Not sure. Maybe they like to play the victim.” [#W-67]
- When asked why women and people of color leave the construction trades, the worker in a construction trade commented, “It’s a thick skin career where jokes are made no matter your color or sexuality.” [#W-56]

## **G. Challenges Specific to Women, People of Color and City Residents**

An unlevel playing field in the Kansas City marketplace can put women, people of color and city residents at a disadvantage. Issues regarding race and gender are reported throughout Appendix D. Here we summarize related public input regarding:

- Any unfavorable employment conditions while working construction in the marketplace;
- Challenges for women not faced by male workers;
- Double standards and other unfair treatment of female workers;
- Challenges for people of color not faced by other workers;
- Double standards and other unfair treatment specific to people of color;
- Factors that affect Kansas City, Missouri residents in the construction trades;
- Any unfavorable employment conditions while working on City-funded projects;
- Any challenges regarding comingling of non-union and union workers on job sites; and
- Any suggestions to address barriers or disadvantages for women, people of color and city residents.

### **Any unfavorable employment conditions while working construction in the marketplace.**

Interviewees were asked to describe any challenges while working construction.

A number of interviewees spoke, in general, about job site profanity and other unfavorable working conditions. For example, one interviewee stated that on job sites construction workers are “pros at cussing people out.” [#I-43] Another interviewee reported that a competitor defecated on one of her job sites to harass her workers. [#I-03]

Many interviewees reported challenges when non-union workers are comingled with union workers on job sites. For example:

- A white female owner of a construction firm stated. “Yes, I have.” She added, “I was union ... it’s not something that I ever will do again ... I got out. I had to pay dearly, dearly, it’s what I call ‘extortion,’ because it is.” She continued, “On a couple of the jobs we have been on, a union rep will stop ... jump on our truck and say, ‘let me see your union card’ ... they don’t have the right to do that.” [#I-37]
- When asked if she is aware of any issues that arise between union and non-union workers on the same job sites, the female owner of a construction firm stated, “Yes, again the exclusion and almost sabotaging. We were witness to ... a couple of weeks ago when a heavy equipment operator ran over supplies that were put out for installation and the supplies were for a company that was non-union. It’s not a union site, but they were using some union workers ... the supplies were intentionally destroyed. I have not seen it the other way around.” [#I-35]



- When asked if her firm has ever experienced issues on job sites when working with union workers, the white female owner of a construction firm stated, “With bigger competitors, [there’s] a little bullying. I’ve witnessed that. I know my [family has] witnessed that too ... they’ll try to get your workers to do some of their clean-up work just because they can. Or, your workers may not know to say, ‘No’ to something. [It’s] just little things like that .... You get work taken from you because they have more power. I’ve experienced that [too].” [#I-18a]
- When asked if she is aware of any issues that arise between union and non-union workers on the same job sites, the white female owner of a construction firm responded, “Oh yeah, they don’t play well .... The union guys don’t understand why the non-union guys are working for less money, no benefits .... As a union guy you’re not supposed to work on a job that has non-union people.” She added that there is a stigma against non-union workers who in the past were referred to as “rats.” [#I-29]

**A Construction Workforce Board member reported on some individuals and organizations trying to remedy conflicts between non-union and union workers.** A member of the Construction Workforce Board reported that although he noted that mediators and advocates such as the AFL-CIO, clergy and some labor union people “are working hard at [remediating] this.” [#I-43]

**A few interviewees mentioned that violence was once prevalent when non-union and union workers were comingled but has changed for the better over time.** Several commented that stories of non-union/union confrontations that led to “damaged vehicles” and “broken legs,” are no longer happening. [e.g., #I-06, #I-40] For example, one owner of a construction firm explained, “Definitely. When I got in during the 70s ... I mean ... they were still breaking legs and killing people ... and that hasn’t been that long ago. Thank God it’s a lot better now .... It’s just different now. The issues now are more trade related.” [#I-31] Another interviewee commented, “Those days are gone.” [#PC-02c]

**Challenges for women not faced by male workers.** The study team asked contractors, trade unions/associations and workers in construction trades if there are additional challenges for women working in the trades not faced by male workers. Many reported that construction is a male-dominated industry where women face daily challenges. For example, a minority worker in a construction trade reported, “It’s an almost 100 percent male-dominated workplace with ‘sketchy’ people. To any women with common sense, if you want to be a carpenter keep a taser in your truck.” [#W-63]

A number of workers also described challenges that affect the ability of women interested in construction careers to get training and jobs in the industry. [e.g., #W-10, #W-11, #W-67, #W-83] For instance, when asked to describe factors that affect the ability of women to get construction training and jobs in the marketplace, a minority female apprentice reported, “As a woman it’s been fifty-fifty. I’m looking for more training to enhance my skillset ... some males feel you should not be at [a] worksite.” [#W-04]

**Pay equity issues for women.** Workers, specifically employed by non-union houses, reported wages based on experience. This may open the door to pay inequities for women. For example:

- A white female worker in a construction trade reported, “We do not receive the same hourly rate [as men do].” [#W-42]
- When asked if there are differences in wages between male and female workers, the white female owner of a construction firm stated, “We pay based on experience, so I don’t know.” [#I-18a]
- Another white female owner of a construction firm indicated that there are differences regarding women’s wages. She commented that women often have lower wages because they are “timid” about asking for raises. [#I-14a]
- The female owner of a construction reported that without prevailing wage, she has observed pay inequities on the “non-union side.” [#I-35]

Some interviewees reported that City and unionized job requirements for prevailing wage erase any issues of inequity in pay between men and women. [e.g., #I-07, #I-08a, #I-10a, #I-13, #I-17, #I-20b, #I-26c]

However, many interviewees indicated that women do not get the same advancement opportunities as men which can lead to pay and other inequities for women. [e.g., #I-05, #W-06, #W-10, #W-17, #W-21, #W-24, #W-35, #W-46, #W-57, #W-61, #W-65, #W-79] For example:

- A white female worker in a construction trade reported, “Men have a better chance to [receive] a promotion and [therefore] higher wages.” [#W-42]
- When asked about any inequities in advancement, the African American female worker in a construction trade commented, “It’s still a man’s world.” [#W-78]
- A white female union journey worker stated, “Women don’t get the same opportunities for advancement in most industries in the Metro Area. Unfortunately, it’s been that way here forever.” [#W-03]
- The African American worker in a construction trade reported, “[It’s] quicker for male advancement, especially white male advancement.” [#W-07]
- A Hispanic American female apprentice in a construction trade indicated that women have limited opportunity for advancement compared to men in the industry because they may not be able to lift the weights men can. [#W-69]
- When asked if there are differences concerning opportunities for advancement for women compared to male workers, the female owner of a construction firm stated, “Yes, what I have encountered is the predominant male workforce is not receptive to someone of a different gender, intermingling within the trades.” [#I-35]

Despite the low participation of women workers in the trades, some reported no differences in advancement opportunities for women. For example, remarks included:

- The owner of a construction firm stated, “I think if the numbers were the same there wouldn’t be any differences.” [#I-31]
- A representative of the Construction Workforce Board and construction trade association indicated that opportunities for advancement during union apprenticeships are “pay-based” and incrementally awarded over the course of the apprenticeship, which is typically every six months. He added that workers who have completed an apprenticeship graduate out of the program and become journey workers. Because of the regulatory framework, he indicated not being able to see where race and gender would play a role in advancement among union workers. [#I-04]

Although some reported no differences in women’s ability to secure steady work hours when compared with male workers, a number of interviewees reported that women are at a disadvantage because they are unwelcomed on some job sites or may have competing family obligations that impact number of work hours. Comments include:

- Regarding opportunities to obtain work for females in the construction industry, the African American female owner of a construction firm indicated that one contractor asked her to only supply him with male workers. She added, in contrast, “If my females are qualified to do the job, the females are going to do the job.” [#I-12]
- The white female owner of a construction firm stated, “Yes, that’s difficult because it’s been my experience because the women are the ones who take care of the children . . . . Well when you don’t know what your schedule looks like and you have a kid to get to school, that’s hard.” [#I-28]
- Regarding differences in work hours for women in the construction industry, the white female owner of a construction firm stated that workers at her company can earn higher wages if they work overtime. However, she stated that women may be unavailable to work overtime due to parental responsibilities. [#I-14a]

Although some interviewees reported no differences in opportunities for women on City-funded projects, many commented that female workers in the construction industry receive fewer opportunities. [e.g., #W-10, #W-12, #W-17, #W-21, #W-23, #W-24, #W-26, #W-27, #W-30, #W-35, #W-44, #W-59, #W-60, #W-61, #W-66, #W-72, #W-74, #W-76, #W-78, #W-79] Some of these interviewees reported physical strength as a reason for the disparity. Comments include:

- When discussing opportunities to work on City projects, the journey worker in a construction trade reported, “[Women] get less [opportunities] because people think they can’t do it.” [#W-28]
- Regarding opportunities for females on City construction projects, the journey worker in a construction trade commented, “The average woman doesn’t have the physical strength as the average man.” [#W-11]

- The worker in a construction trade indicated that women may receive fewer opportunities because they are not as physically strong as men. [#W-71]
- The white female worker in a construction trade said, “Women do not have the same chance as men in this field.” [#W-05]
- When discussing opportunities for females on City projects, a minority female apprentice in a construction trade commented, “I feel like you need a male to secure some jobs.” [#W-04]
- Regarding opportunities on City construction projects, a minority female worker in a construction trade reported that female workers receive “less [opportunities], for sure.” [#W-22]

Largely due to the City’s 2 percent goal for female workers, a few workers perceived that women who work on City-funded construction projects have more opportunities than their male counterparts. [e.g., #W-33, #W-70] Comments include:

- The worker in a construction trade indicated that women who work in local construction have more opportunities due to City programs. [#W-16]
- A journey worker commented, “Women have more because every job has [to] have a certain percentage of women on the job.” [#W-49]

**Double standards and other unfair treatment of female workers.** Interviewees were asked about any double standards for women workers. A number of interviewees indicated that women in the construction industry are not treated the same as are male workers. [e.g., #W-01, #W-05, #W-07, #W-10, #W-37, #W-42, #W-44]

Some observed subtle differences in how women are treated, double standards for performance and specifically exclusionary practice. For example:

- When asked if female workers in construction industry are treated the same as male workers, a minority worker in a construction trade said that women are less trusted. [#W-63]
- A minority female worker in a construction trade reported, “Some projects and workers don’t feel women can do as good as a job as a man. It’s been rough a few times.” [#W-04]
- A minority female worker in a construction trade said that women in the industry are “never” treated the same as male workers.” [#W-22]
- When asked if there are differences in treatment on the job for female workers when compared to males, the owner of a construction firm stated, “I’m not going to tell you that there aren’t cases where ... women, and in some cases have not been treated ... as well as they should have been.” [#I-45]

- A representative of the Construction Workforce Board stated that female workers are sometimes referred to by derogatory words. She added that women on the job site are expected to “take [those] conditions.” [#I-44]
- The white female owner of a construction firm stated, “I wasn’t allowed to be on a job years ago .... The maintenance man who was in charge of the [job] said that ... I didn’t look like I knew what I was doing [and] I couldn’t be on the job, but the four men could.” She added, “That was crushing .... I was humiliated and embarrassed.” [#I-18a]
- Regarding treatment on the job, the white female owner of a construction firm said, “I will say I think it’s difficult for women .... men generally have[biases] against women. So, I come in with my own gear. I have my own steel-toed boots. I go out in the field when they don’t expect me to go out. I stay out longer than they expect me to stay.” She continued, “I don’t talk as much ... I ... barely say anything .... I just don’t chat [with the men] because that’s the biggest thing that I hear when I’m out there. [I hear] that women ... take longer in meetings. Time is money. You talk fast .... And I respect that, and I understand it. And so, I just change my mindset when I’m working with guys [compared to] when I’m working with women.” [#I-25]
- Regarding whether treatment on the job differs for women when compared to male workers, the female owner of a construction firm stated, “I think it’s difficult for women in construction, I do.” She added, “I think ... there will always be an attitude.” She indicated that there is a negative attitude towards women on the job from men who assume that they are not physically capable of performing the tasks. [#I-30]
- When asked if there are differences for people of color concerning treatment on the job, the female owner of a construction firm said, “I think males are treated one way, whether you’re of color or non-color ....” [#I-24]

Some indicated “sexism” and that women on the job site are considered a novelty on the job site or are excluded from the “good ol’ boy network.” For example:

- The journey worker in a construction trade commented, “Construction tends to be a sexist industry.” [#W-48]
- The white female journey worker in a construction trade said, “[Women are] treated as dumb and as objects.” [#W-10]
- Regarding treatment on the job for female workers, the journey worker in a construction trade said, “I don’t think women are seen as equal, however that isn’t my belief.” [#W-82]
- The journey worker in a construction trade commented, “There is still a negative and incorrect mentality that women aren’t as capable as men in construction and related fields.” [#W-79]

- The representative of a construction firm stated, “A lot of our guys do not want to hire women just because we have guys that ... want to help the women all the time.” He added, “Men are men ... so you get a ‘girl’ in there and then all of a sudden you have two guys trying to help a girl with her job.” He added that although his firm does sexual harassment training for all of their workers, but added, “Things pop up all the time.” [#I-46]
- When asked if women are treated differently than men in the construction industry, the female owner of a construction firm said, “Sure ... I think it’s a shame that I am discriminated against as a female. .... Normally I’m the only female that is on a job site .... People wonder why you’re there [and not] back at the office.” [#I-24]
- The African American representative of the Construction Workforce Board stated, “It’s harder when you’re not part of the good ol’ boy network.” [#I-05]

**One union worker reported that women in the industry are treated “far better” than their male counterparts.** The union apprentice in a construction trade stated, “[Women] are treated ‘far better.’ They typically do a portion of the work for the same pay and are treated like ‘landmines’ if they make too much fuss .... [This is] part of the many issues with the whole quota thing. We can’t afford to lose them without serious cause, and I mean serious. Once a lady crashed an expensive lift ... and she didn’t get fired. [She was] just sent to a lift-safety class.” [#W-57]

**Challenges for people of color not faced by other workers.** The study team asked contractors, trade unions and workers in construction trades if people of color face any unfair challenges in the workforce.

One African American representative of a local agency indicated that people of color face “racial inequity” that is purposeful and intentional in the local workforce. [#PC-03g] Some others mentioned that people of color have limited advancement opportunities or face other unfair obstacles in the construction workforce, such as fewer work hours.

**Pay equity issues experienced by people of color.** Although most reported that there are no differences in wages when prevailing wages apply, some reported lower wages for people of color on the non-union side. For example, a trade union representative reported standardized wages that equalizes pay for all workers, for example. [#I-07] On the other hand, an African American construction worker reported that people of color “perform harder, more strenuous work for less pay.” [#W-07]

Some interviewees, mostly workers in construction trades, indicated that people of color do not get the same opportunities as other workers to advance in the industry, or may not have the connections or training needed to succeed. [e.g., #I-05, #W-24, #W-44, #W-57] Some reported these forms of inequity affect earnings for people of color. For example:

- The African American worker in a construction trade said, “[People of color are often] placed at the bottom of the job, the pay and even the totem pole in the construction industry. They get paid way less [and are placed in positions] like cleanup, even if skilled, and then [have] to wait or work [their] way from cleanup just to prove that [they are] actually skilled .... That sometimes can take months or even years to get that chance, meanwhile a person of non-color [and] less qualified is getting [paid] twice as much to do the same job or less ....” [#W-07]
- The African American worker in a construction trade stated, “People of color advance slower, skilled or not.” [#W-07]
- When asked if people of color receive the same advancement opportunities as other workers in the industry, the Hispanic American worker in a construction trade stated, “Of course not.” [#W-55]
- The journey worker in a construction trade commented, “[There are] still some negative stigmas that I feel hurt [people of color’s] chances of growth into management positions.” [#W-79]
- In the current marketplace, the African American female representative of the Construction Workforce Board stated that in the trades white male workers are known to discuss the advantages of construction work with the next generation of workers. In contrast, she said that workers who are people of color face time on the bench or other unfavorable working conditions, and therefore do not last long enough in the union trades to share the advantages of construction work with the next generation. She explained, “Black workers cannot talk to their sons and daughters because they do not have a job [in the trades].” She concluded that for black workers the “parental contribution [to next generations] is missing.” [#I-44]
- The African American apprentice remarked, “I believe minorities like myself do not have the same opportunities and abilities to continue to grow in the construction industry. I would like to see more minorities in project management ....” [#W-85]
- When discussing whether people of color have the same opportunities for advancement, the African American journey worker in a construction trade said, “No .... You really have to be in with someone in order to advance.” [#W-17]
- When asked if there are differences in opportunities for advancement for people of color, the representative of a labor training organization reported, “African American males ... may not have had the foreknowledge of ... training or how to get into that .... That’s one of the things that we’re doing with the workforce development, which is reaching out to those minorities ... to meet those requirements ... with Kansas City ....” [#I-11]

One interviewee specifically reported limited advancement among non-English speakers. When asked about any differences in opportunities for advancement for people of color, the female owner of a construction firm stated, “Yes, there are biases when English is not the primary language.” [#I-35]

Some interviewees perceived no unique challenges for workers seeking advancement opportunities. [e.g., #I-20b, #I-26c, #I-28, #I-33, #I-37, #W-01, #W-11, #W-19, #W-79, #W-81]

A number of interviewees discussed whether people of color can secure work hours equal to other workers. Although some reported that people of color obtain the same work hours as other workers [e.g., #I-06, #I-20b, #I-26c, #I-28, #I-29, #I-44], one interviewee reported people of color as “lower on the totem pole” when work hours are assigned. Some other interviewees observed fewer African Americans on job sites in recent times or a drop-in status as journey workers. Examples follow:

- When asked if there are differences in the ability for people of color to obtain work hours when compared with other workers, the female owner of a construction firm stated, “[People of color] can be lower on the totem pole.” [#I-35]
- The female representative of a construction firm said, “There was only one job I can recall that I worked on where the blacks were the majority ... but now I see more whites and Mexicans working.” [PC-01b]
- A white female worker stated that people of color are often restricted to temporary positions. [#W-12]
- A representative of the Construction Workforce Board reported that African American journey workers sit on “the bench” and are not sustaining the “core workforce” positions they once had. [#I-44]

Some workers in construction trades discussed whether people of color have fewer opportunities than other workers to work on City-funded construction projects. Although many reported that opportunities are equal among workers, [e.g., #W-01, #W-05, #W-15, #W-16, #W-35, #W-60, #W-65, #W-66, # #W-71, #W-72, #W-73, #W-77, #W-81], some reported that people of color seeking to work on City-funded contracts may be limited by unequal training and resources, fewer connections and other challenges [e.g., #W-07, #W-78, #W-80]. One indicated that specifically people of color who are female face challenges. For instance:

- An African American female worker in a construction trade indicated that construction workers who are people of color typically receive fewer opportunities. [#W-78]
- The white female worker in a construction trade stated that on City-funded jobs, “Again, minorities are treated differently.” [#W-42]
- Regarding whether people of color have equal opportunity on City projects, a minority female apprentice in a construction trade said, “I feel the opportunity is there, they just don’t have training and tools.” [#W-04]



- The African American apprentice stated, “Equal, [only] if you ‘know the right people.’” [#W-54]
- A minority female worker in a construction trade reported, “I believe if [workers] are ‘male,’ color doesn’t matter.” [#W-22]
- The African American male apprentice in a construction trade reported, “I believe there are more opportunities available to non-minorities as there are minorities. I would like that changed and see how we can attract local minority talent.” [#W-85]

Only a few indicated that people of color have more opportunities than other workers when working on City projects. For example, a minority worker in a construction trade reported, “[Minority workers] have more [opportunity on City-funded projects] because race is such a hot topic.” [#W-63] A minority female worker perceived that male Hispanics “get all the work.” [#W-22]

**Double standards and other unfair treatment specific to people of color.** Interviewees reported on any unfair treatment targeting people of color.

Some spoke of racism and discrimination in the trades. For example:

- The white female worker in a construction trade indicated that “racism [in the industry] still exists, believe it or not.” [#W-12]
- A union apprentice commented, “I think there’s a lot of racism going on.” [#W-44]
- The white female worker in a construction trade reported, “Racism pervades against non-white ethnic groups.” [#W-46]
- A worker in a construction trade remarked, “[It’s] still [a good ol’ boys] network. [There is] resentment toward non-union workers getting jobs regardless of qualifications.” [#W-71]

Many interviewees reported that people of color are held to a “higher standard” and face varying degrees of unfair treatment. Comments include:

- Regarding differences in treatment on the job for workers who are people of color, the representative of a construction firm stated, “You still have issues with that just from the nature of some of the people that we have.” [#I-46]
- When asked if people of color working in the local construction industry are treated the same as other workers, the journey worker in a construction trade stated, “No, they are not.” [#W-80]

- When asked if there are differences in how people of color are treated while working in the City of Kansas City, Missouri construction industry, the white female performing as a union contractor (signatory with multiple unions) said, “Yes, there are differences .... Hands down it happens .... It doesn’t go away ... minorities are held to a higher standard” or have to tolerate name-calling and other forms of unfair treatment. [#I-03]
- The representative of the Construction Workforce Board stated that “nooses have been hung in porta-potties, obscenities on tool pouches or women referred to unpleasant derogatory words.” She indicated that when workers who are people of color speak up to defend themselves, “they lose their jobs.” She added, “It’s a club.” She also commented that women and people of color “have to prove themselves [and] be on the job by 7 a.m.” She noted, “Time [for these groups] matters [more than for others].” [#I-44]
- The owner of a construction firm said, “I had an employee, actually an African American male working on a job site, and unfortunately the superintendent of the general contractor made a comment ... a racially charged comment. [The superintendent] asked him not to [n-word] rig. So immediately, I called the owner of the general contractor, and reported, ‘That wasn’t acceptable [and] I want your superintendent removed from the job.’ We brought our guy in and apologized. I still think [racism] is out there, and I think it’s sad.” [#I-06]
- When asked if there are differences for people of color concerning treatment on the job, the representative of a labor training organization stated, “You’ve got the ‘Me Too’ Movement, you’ve got those sensitivity training[s], you’ve got those language barriers, whether you’re Hispanic, Laotian, or Thai or whatever that ethnic group is ... I would say yes to that ... that’s a blending of cultures and ... with that there has to be ongoing social temperament to say, ‘Hey this is what this looks like, this is how it sounds to somebody else ....’” [#I-11]
- When asked about any differences in how people of color working in the construction industry are treated when compared with non-minority males, a representative of the Construction Workforce Board indicated that, in general, “the Hispanic population is treated very poorly [on construction jobs].” For example, she observed harassment of a Hispanic worker on a private-sector job site in the Kansas City metro area. She described the harassment as “blatant” discrimination. She indicated that because this worker was a non-union worker and a person of color, he was yelled at and called names continuously by white union workers. She commented, “He just wanted to do his job, but the name calling went on and on.” She explained that this worker ultimately left his job as a result of this harassment. [#I-01]
- When asked if there are differences for people of color concerning treatment on the job, the African American female owner of a construction firm said, “I do see a difference.” She added, “We’ve had some missteps, we’ve had some employees that have been called ... derogatory names, pertaining to females, pertaining to a person’s race ....” [#I-12]

- When asked if there are differences for people of color concerning treatment on the job, the female owner of a construction firm stated, “Yes, I have seen there are barriers . . . Like an exclusionary situation. It’s almost like a ‘good ol’ boy’ system, so if you’re in the group, then fine, and if you’re not . . .” [#I-35]
- When discussing the treatment of people of color in the local construction trades, the white female worker in a construction trade reported that “racism still exist[s].” [#W-12]
- Some reported that people of color are treated the same as other workers on the job. [e.g., #I-10a, #I-13, #I-20b, #I-26c, #I-27, #I-28, #I-34]. One indicated that minority workers are treated ‘better’ than non-minority workers. [#W-63] Only two perceived the trades a more “diverse” than other industries. [e.g., #W-62, #W-83]

**Factors that affect city residents in the construction trades.** The study team asked union and non-union journey workers about any factors that affect city residents interested in training or working in the construction trades. Some reported that high rents, inner-city crime and poor schools push workers to the suburbs. [e.g., #W-03, #W-08, #W-16, #W-52] For example, the Hispanic American journey worker in a construction trade stated, “Rent prices are through the roof.” [#W-31] Another interviewee stated that “construction workers go where there is work . . . [and] most construction occurs outside the city.” [#I-44]

Some interviewees explained that workers who choose to remain as city residents may find it difficult to seek training and jobs in the trades. Many reported challenges related to public transportation in concert with high cost of living, poor living conditions and education and other related factors. [e.g., #W-06, #W-07, #W-41, #W-50, #W-55, #W-63, #W-67, #W-83]

Despite these barriers, a Hispanic American worker indicated that city residents in the trades must take what they can get. He commented, “When a job arises that pays well even if its miles away, you got to take it.” [#W-62]

## H. Insights and Recommendations

Some interviewees provided insights for the City of Kansas City, Missouri. Topics include:

- Enforcement of the Construction Workforce Ordinance;
- Recruitment and retention of potential workers to the trades;
- Vocational training, assistance with GEDs and job placement;
- Construction workforce participation among City residents;
- Transportation and resources issues that challenge workers; and
- Messaging, communications and community outreach.

**Enforcement of the Construction Workforce Ordinance.** Some commented on enforcement of the Construction Workforce Ordinance and penalties for non-compliance. Comments follow:

- The representative and head of training of a construction trade union reported, “There was an ordinance now introduced by [Councilperson] Jermaine Reed . . . to try to get all these statutory agencies under some blanket language and get some compliance and some enforcement, get some teeth behind these things which needs to be done because otherwise we all know it’s a waste of time.” He added that compliance and enforcement should be improved stating, “If there’s not some better compliance language and some enforcement language behind that ordinance, that ordinance is worthless. So hopefully something gets done.” [#I-21]
- The co-owner of a construction firm stated, “You have to get the contractors who work in the industry, in the city, to make an actual commitment . . . . He added that rather than imposing penalties for firms that do not meet goals, those firms should have to participate in workforce recruiting, such as going to schools and trade companies. [#I-27]
- The white female performing as a union contractor (signatory with multiple unions) indicated that if the city wants to raise the level of participation for women and people of color, it should encourage participation across all construction contracts in the metro area and not just City-specific construction contracts. [#I-03]
- A Construction Workforce Board representative suggested the need for a neutral entity outside the unions where workers can file a complaint when workforce goals are not being applied. She commented that currently “the union project manager is the only option for filing a complaint.” [#I-44]

**Recruitment and retention of potential workers to the trades.** A number of interviewees indicated a need to encourage early interest in the trades, as early as elementary school age. Some indicated that a collective commitment from the City and the schools, unions, general contractors and hiring agencies is needed to increase diversity and strengthen the construction workforce. [e.g., #I-33, #I-45] For instance:

- The representative of a construction trade union identified the need for improved messaging and communications around the trades. He explained, “Kids today view construction as a fallback job and not a career.” [#I-22b]
- The co-owner of a construction firm suggested that there be a “clearinghouse” created for employees where workers who are looking for a job can put their name on a list to be hired. He added that this clearinghouse should include a drug test and background check. [#I-27]
- A member of the Construction Workforce Board indicated that because many journey workers are in their 50s and 60s, there will be a growing need for expanded training and apprenticeships soon. For success, he indicated that a “commitment of the unions” is needed to develop inclusive opportunities for on-the-job training. [#I-43]
- Regarding recommendations to increase the number of women, people of color and city residents in the future, the white female representative of a construction trade association stated, “In general, we have to find a different overall recruiting strategy because what’s happening across the industry isn’t enough or the numbers wouldn’t be where they are.” She added, “We [have to] figure out how are we going to create a clearinghouse [of interested workers] ... we don’t have enough skilled-trades training happening in the city.” She reported that there are not enough exposure opportunities for students in their schools. [#I-42]
- The white female business owner firm indicated that making an effort to educate children and young people about the industry could prove beneficial. She said, “I think kids don’t know the money they could make, the opportunities that are available [or] the need that’s out there, and the fact that they can learn a skill debt-free and come out of school and make money ....” [#I-25]
- Regarding recommendations on how to increase the number of women, people of color and city residents working in the local construction industry, the female owner of a construction firm stated, “I believe it’s just raising the awareness ... starting at a younger age ... programs reaching out to students, but ... training programs and raising the awareness ... [young people need ] someone to pave the way ... to get in ... then you can really get into the industry.” [#I-35]
- A representative of the Construction Workforce Board said, “We’re trying to change the atmosphere so that we can bring some kids along not only to learn the trade, but to stay with it until ownership .... We have to devise a way so that we’re not just grunts ... [to] move forward.” He added that “something like” the Labor Education Apprenticeship Program (LEAP) needs to be reinstated. [#PC-03]

The same workforce board representative went on to say, “We got to quit debating about union [and] non-union. We really got to try to put a program together to where the young people can make a decent and honest living.” He later commented, “I just see the lack of opportunity [for young people]. We got to get opportunity where there’s asphalt .... We need to try to figure that out.” [#PC-03]

**Vocational training, assistance with GEDs and job placement.** Discussions at the public forums and with interviewees reported that educational emphasis on college-bound students is limiting exposure among students to careers in the trades. [e.g., #PC-02i] These include:

- When discussing recommendations on how to increase the number of women, people of color and city residents working in the local construction industry, the representative of a construction trade union stated, “We got to get vocational training back in the education system.” He added, “Losing vocational education, and you see it more and more especially in inner cities ... unfortunately, a lot of those of those ... households they don’t get [introduced to the trades] in a school setting and they also don’t get it in the home ... they’re not changing tires with their dad or their mom ... they’re not doing that type of work and ... they’re not even exposed to working in the heat, working in the wind, working in the cold, working with your hands ....” [#I-22b]
- When discussing increasing the number of women, people of color and city residents working in the local construction industry, the African American female owner of a construction firm remarked, “We need to go to where they are, we need to get into high schools.” She added, “African American women make up less than 1 percent of construction ... that’s owners, that’s representatives, that’s workers, that’s not a good number.” She continued, “We need to go where they are, we need to go where the women are, we need to go where the African American women are .... We need the decision makers, we need them on both sides of the tables.” [#I-12]
- The representative of a construction trade union reported a need to help potential workers get training to secure their GEDs. He commented that there are “a lot of people who can do the work ... but don’t have a GED.” He explained, “It’s just really amazing in 2018 the number of people who still don’t have a GED.” He concluded, “Getting a GED would open a lot of doors [in the trades] for a lot of folks.” [#I-23]
- A member of the Construction Workforce Board indicated that she is aware of pre-apprenticeship and apprenticeship programs that provide worker training. However, she indicated that these types of programs do not pair training with job placement. She explained that there is a need for sharing of apprentice résumés upon completion of apprentice programs to interested businesses. The same member went on to say that the focus of any apprenticeship should be “training plus placement.” She noted that unfortunately no résumés from any apprenticeship programs have been shared with her company. [#I-01]
- One educational representative reported on the Missouri Option Program as a way for at-risk students to earn a high school diploma. This interviewee indicated that Missouri Option offers the high school equivalency test (HiSET) in math, science, social studies, reading and writing. The program could be a pathway for students seeking entry into apprenticeship programs that require high school equivalency or a diploma. [#I-54]

**Construction workforce participation among city residents.** Some interviewees reported on issues related to the limited participation of city residents in the trades. Examples follow:

- A representative of a construction trade union reported the need to increase inner-city participation within the trades. He commented, “The issue is unions and the community both represent working class people, but the unions have lost that connection with the community, and that bridge has been broken. We need ... to merge that relationship back to where we have the opportunity to try to recruit minorities from the community.” [#I-09]
- The white female representative of a construction firm said, “There has been an outcry by the community to include a goal specifically for Kansas City, Missouri residents.” However, she cautioned, “If we start putting goals ... specifically on Kansas City, Missouri solely, what happens when that work is done? Is Independence going to start setting goals [too]? Is Wyandotte County going to start setting goals? Is Johnson County going to start setting goals? So, this needs to be a part that’s taken into consideration as ... [we] are considering these initiatives.” [#PC-03j]

**Transportation and resources issues that challenge workers.** A number of interviewees suggested ways to overcome transportation and resources deficiencies common to workers. Comments follow:

- When asked how to increase the number of women, people of color and city residents working in the local construction industry, a minority female worker in a construction trade responded, “Training in the inner city on the bus line [would help]. Scholarships for tools and night classes as well as day [would help too].” [#W-04]
- The African American female former worker in a construction trade recommended that unions with apprentice training programs outside of the city provide public transportation passes for city residents wanting to participate in training. She commented that the Full Employment Council could also offer free bus passes or taxi transportation for individuals in training. [#PC-09]

**Messaging, communications and community outreach.** Unified messaging, improved communications and strong community outreach were common themes discussed. For example:

- The representative of a construction firm said, “[The City] need[s] to be working more with the community ... and educating them on what’s available to them.” He added, “I do think that there is a stigma, that they’re not ... going to be given an opportunity .... You don’t see as many ... minorities doing ... construction work in the union.” He later said, “As soon as you tell them we’re union, they kind [of] get discouraged ... if they’re a minority, if they’re Hispanic or black and they come in and they’re looking for a job .... They act ... almost like they’re [going to] be excluded.” [#I-26c]

- A member of the Construction Workforce Board commented that many white, working class men and woman have lost status and resultingly pay. Racial bias, he added, results when the white working class believes people of color have benefited at their expense. He explained that the white working class, people of color and women need to share commonalities and recognize that “they are all getting screwed.” He suggested that community outreach should foster bonding through inclusive “celebratory events” for the entirety of the working class. [#I-43]
- A white female owner of a construction firm commented, “As young kids see [that] there’s people like [them] doing [the work], it opens I think their ... mindset or their purview of potential paths from themselves.” She indicated that programs should start reaching out to younger women and suggested a diversity mentorship initiative that connects potential workers with large general contractors and minority- and women-owned firms. [#I-14a]
- An African American female owner of a construction firm suggested that the City “needs to be creative in what they’re doing, and it needs to be a trickle-down effect.” She added, “Every contractor that does work with the City needs to be creative. The days of saying, ‘Well, I tried ... and I couldn’t,’ has to be over ... that is ‘bull crap.’” She continued, “We’ve allowed the good faith effort and we’ve allowed all of that .... It’s easy to say, ‘I can’t find a qualified African American woman.’ It’s easy to say that, but it’s hard to say, ‘Well ... I’m [going to] keep on trying.’ We don’t want to say that, we want to go with the easy.” She commented that female people of color are an untapped resource. [#I-12]

The same business owner went on to say, “We’ve got to be creative in our methods, then we have to be intentional in what we’re doing.” She later added, “We [have to] get folks out of that cycle, and I don’t think the City has to do it all because it [has to] come from me. I [have to] want to do it.” [#I-12]

- A representative of the Construction Workforce Board remarked, “We got to quit debating about union [and] non-union. We really got to try to put a program together to where the young people can make a decent and honest living.” He later commented, “I just see the lack of opportunity [for young people]. We got to get opportunity .... We need to try to figure that out.” [#PC-03]



## APPENDIX E.

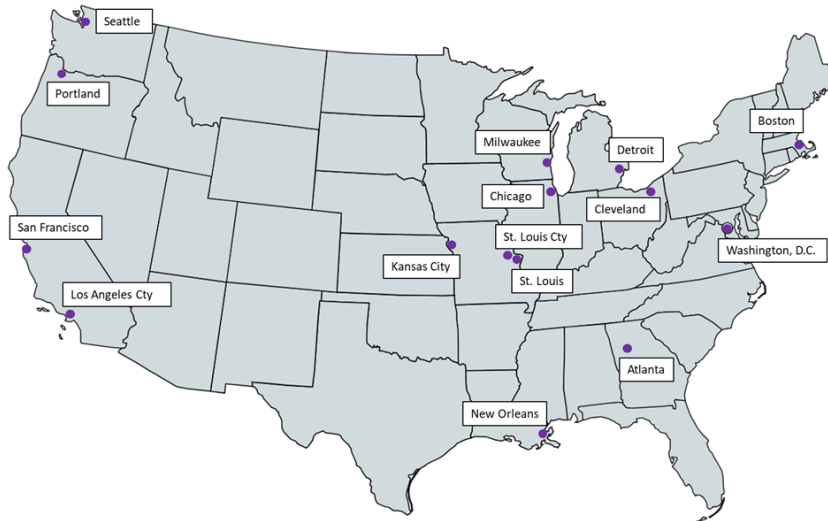
### Other Municipal Workforce Programs

Keen Independent examined construction workforce programs operated by other cities and counties throughout the country. The study team reviewed cities similar to Kansas City, Missouri, as well as larger cities.

Keen Independent examined hiring programs operated by cities including Atlanta, Boston, Chicago, Cleveland, Detroit, Milwaukee, New Orleans, Portland, St. Louis and Washington, D.C., as well as St. Louis County. Some examples of municipalities' hiring programs are in states that have placed prohibitions against race- and gender-conscious programs in their state constitutions through state referenda (including California, Washington and Michigan).

Figure 1.

Cities and counties included in study team research on municipal programs related to hiring for city- or county-related contracts



The balance of Appendix E discusses typical workforce programs, including details on mechanisms used, goals and reporting requirements, non-compliance and other program features. Appendix E also addresses programs that target disadvantaged workers and programs that target residents of disadvantaged areas.

#### Typical Project Goals Programs

Many of the municipalities that Keen Independent analyzed had overall goals for people of color and women, and sometimes city residents, that had to be met on contracts awarded by that local government for projects receiving financial assistance from that local government.

**Mechanisms used.** Municipal ordinances and other various agreement types constitute mechanisms by which municipalities attempt to recruit and retain diverse workers and local residents.

**Municipal ordinances.** Typically, a municipal ordinance consists of a law that is enacted in a town or city. Most of these municipal ordinances target both activities and groups of people. For example, common municipal ordinances that target activities include construction zoning, parking or traffic control. Municipal ordinances that target people can include providing protection to victims of domestic violence, provisions for access to healthcare for self-insured individuals or requiring identification cards for airport taxicab drivers. The purpose of a municipal ordinance is to provide municipalities with the authority to enact local laws that are appropriate for the municipality's jurisdiction. Failure to comply with municipal ordinances can be punishable by various penalties from monetary sanctions up to imprisonment. Many of the workforce programs examined by the study team were created through municipal ordinances (for example programs in Atlanta, Boston, Milwaukee, New Orleans, San Francisco and City of St. Louis).

**Agreements.** Project labor agreements (PLAs) and community benefits agreements (CBAs) constitute the most popular means by which municipalities attempt to recruit and retain diverse workers and local residents. Community workforce agreements (CWAs) are a less common tool used by municipalities to affect workforce participation.

Project labor agreements (PLAs) consist of specific collective bargaining agreements with labor for labor harmony and efficiency. PLAs can be mandated by government agencies or private entities. PLAs typically target labor organizations such as trade unions or labor unions. Provisions of a PLA establish important contract terms such as hourly wage rates and employee benefits for all employees prior to project commencement. The National Labor Relations Act authorizes PLAs and violations may be processed through the National Labor Relations Board.

Community benefits agreements (CBAs) consist of project specific agreements with the community and a developer to ensure the developer at issue provides socially responsible benefits to the community. CBAs typically target broad segments of a local community to foster inclusiveness and provide measurable economic development in the community.

Community workforce agreements (CWAs) identify goals to include workers from the community, women, people of color and apprentices on certain projects. All contractors performing construction on these projects must comply with the CWA. Similar to a PLA, a CWA includes working condition standards and targeted hiring requirements.

**Constitutional prohibition on project labor agreements for cities in Missouri.** In May 2017, Senate Bill No. 182 was signed into law. This law restricts government-mandated project-labor agreements (PLAs) and specifies that PLAs cannot be mandated by the government on state, state-assisted and local construction projects.<sup>1</sup>

**Meeting a goal or showing good faith efforts.** Six of the 14 researched programs require that contractors meet specific contract goals (programs in the Cities of Cleveland, Detroit, Milwaukee, San Francisco and Seattle, as well as Los Angeles County).

The remaining eight programs require that contractors meet contract goals and/or show good faith efforts for compliance when unable to meet contract goals (programs in the Cities of Atlanta, Boston, Chicago, Portland, St. Louis and New Orleans, as well as St. Louis County and Washington D.C.).

Most programs mandate responsibility for both contractors and subcontractors to meet goals, show good faith efforts (in jurisdictions where good faith efforts are required) or both.

Goals for all 14 workforce programs are calculated based on total project labor hours. Some programs, including the program in Washington DC, evaluate workforce participation by hours worked for each trade individually.<sup>2</sup> One program in Atlanta establishes goals based on the number of workers (the First Source Program requires that half of all entry-level jobs be filled with target individuals).<sup>3</sup> Atlanta also has a program that establishes goals as a percentage of construction work hours.<sup>4</sup>

For workforce programs that target city residents or residents of target neighborhoods, most base goal calculations on the total number of labor hours worked by state residents. Labor hours worked by non-state residents are not considered in these workforce participation goals.

The 14 researched programs generally adhere to one of two program styles: either the jurisdiction has standard uniform goals for all contracts, or contract goals change from contract to contract. In some instances, contracts have required goals, aspirational goals, or both. None of the 14 researched programs have company-wide goals that were not aspirational.

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<sup>1</sup> State of Missouri Senate Bill NO.182. Retrieved from <https://www.senate.mo.gov/17info/pdf-bill/tat/SB182.pdf>

<sup>2</sup> Code of the District of Columbia, Chapter 2. Retrieved December 20, 2018, from <https://code.dccouncil.us/dc/council/code/titles/2/chapters/2/>

<sup>3</sup> First Source Jobs Program, Chapter 2 § 1651 - 1672. Retrieved December 20, 2018, from [http://atlanta.elaws.us/code/coord\\_ptii\\_ch2\\_artxi](http://atlanta.elaws.us/code/coord_ptii_ch2_artxi)

<sup>4</sup> Atlanta CityBuild Program, Chapter 2 §1660 - 1667. Retrieved December 20, 2018, from [http://atlanta.elaws.us/code/coord\\_ptii\\_ch2\\_artxi\\_div3](http://atlanta.elaws.us/code/coord_ptii_ch2_artxi_div3)

The types of goals varied by jurisdiction. In jurisdictions with uniform goals, in some instances, these goals were reviewed and adjusted annually or every two years. In addition to goals, some programs also offered incentives. Examples of goals and incentives from the 14 researched programs include:

- Goal includes a 40 percent resident participation program requirement (25% of which must be worked by residents of Special Impact Area zip codes) and a requirement that mandates that 40 percent of apprentice hours must be done by resident participation program certified apprentices, 25 percent of which must be worked by residents of Special Impact Area zip codes.<sup>5</sup>
- Goals are determined by finding the average of past utilization on similar projects in the previous three calendar years and increasing that percentage by no less than two full percentage points beyond past performance.<sup>6</sup>
- Aspirational goal of 40 percent utilization of residents of target neighborhoods by 2025.<sup>7</sup>
- Mandatory goals (that increase as the program ages) that apply to all project work hours within each trade.<sup>8</sup>

Target populations for the researched municipalities include city residents, project area residents, women, minorities, low-income residents and apprentices enrolled in approved training programs.

**Reporting requirements.** Most of the cities and counties surveyed require that both contractors and subcontractors maintain detailed data about each employee from the commencement of each contract until a period of at least three years after final acceptance of work. Typically, reporting requirements mandate that full access to the contractors' and subcontractors' employment data be granted to city and/or county staff, officers or any duly appointed representative for inspection and examination.

Examples of personnel data that must be open for inspection and examination as part of reporting requirements include:

- Employee residency records to ensure that eligible residents are employed on the project.
- Copies of personnel documents supportive of every eligible resident employee's actual record of residence.

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<sup>5</sup> City of Milwaukee Office of Small Business Development. Residents Preference Program (RPP). Retrieved December 20, 2018, from <https://city.milwaukee.gov/OSBD/RPP#.XBvVhs1lBPa>

<sup>6</sup> Seattle, Washington Municipal Code, Chapter 20.37. Retrieved December 20, 2018, from [https://library.municode.com/wa/seattle/codes/municipal\\_code?nodeId=TIT20PUWOIMPU\\_SUBTITLE\\_IIPUWO\\_C H20.37PRHI](https://library.municode.com/wa/seattle/codes/municipal_code?nodeId=TIT20PUWOIMPU_SUBTITLE_IIPUWO_C H20.37PRHI)

<sup>7</sup> Ibid.

<sup>8</sup> City and County of San Francisco Ordinance 0085-14. Retrieved December 20, 2018, from <https://sfbos.org/ftp/uploadedfiles/bdsupvrs/ordinances14/0085-14.pdf>

- Weekly certified payroll reports (U.S. Department of Labor Form WH-347 or equivalent) clearly identifying the actual residence of every employee.
- Name, address and social security number of each worker for the construction contract or subcontract.
- Employee classification.
- A general description of the work each person performed each day, as well as if the worker is an apprentice or skilled construction worker.
- Daily and weekly number of hours worked by each employee.
- The self-identified race, gender and ethnicity of each worker.
- Whether or not the worker is a low-income resident.
- A current file of the name, address and telephone number of individuals who were referred to the general contractor/construction manager but was not hired and the reason(s) why any such person was not hired.
- The certified apprentice program through which the worker was hired.

To facilitate reporting, several cities and counties require that the contractor appoint a designee who performs a project compliance officer role. The project compliance officer meets regularly, or as may be required with the pertinent city or county staff, to ensure program compliance.

Most of the cities and counties surveyed have periodic reporting requirements. For example, the City of Boston requires that one week after the commencement of the construction of the project, and each week thereafter until the completion of the project, general contractors and/or construction managers and subcontractors must electronically submit to the compliance office for the week just ended a report that contains the following information for each employee who performed any work on the project in the week just ended:

- Name;
- Place of residence;
- Race and gender;
- Craft, job category and apprenticeship participation status;
- Number of hours worked; and
- Employer.<sup>9</sup>

The report must also include the total number of hours worked by the total workforce in each craft during the week just ended. For the City of Detroit, at the beginning of a contract, a determination is made as to whether a contract should be measured either monthly or quarterly.<sup>10</sup> This period is referred to as the “measurement period.” At the end of each measurement period, the contractor

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<sup>9</sup> Establishing the Boston Residents Job Policy, Chapter VIII §8-9. Retrieved December 20, 2018, from [http://library.amlegal.com/nxt/gateway.dll/Massachusetts/boston/chapterivcontracts?f=templates\\$fn=default.htm\\$3.0\\$vid=amlegal:boston\\_ma\\$anc=JD\\_4-7](http://library.amlegal.com/nxt/gateway.dll/Massachusetts/boston/chapterivcontracts?f=templates$fn=default.htm$3.0$vid=amlegal:boston_ma$anc=JD_4-7)

<sup>10</sup> City of Detroit Executive Order 2016-1. Retrieved December 20, 2018, from <https://detroitmi.gov/Portals/0/docs/humanrights/Executive%20Orders/EO%202016-1.pdf>

must submit a report that includes total project work hours, total project work hours performed by city residents, and if applicable, the amount by which the contractor fell short of meeting the contract performance goals.<sup>11</sup>

Some cities have contractor requirements that must be met prior to starting a project. For example, the City of Milwaukee requires that prior to commencing work, contractors must submit an affidavit for proof of residency for all employees utilized by the contractor and subcontractors to meet its Residents Preference Program requirements, stating that each employee is either unemployed or underemployed and is a resident of the City of Milwaukee.<sup>12</sup> The City of Milwaukee ordinance mandates that final contract payments are not made until the summary of hours worked specified on the prime contractor's Affidavit of Compliance is completed and on file with the City.<sup>13</sup>

Some cities require contractors to inform them if personnel changes affect contract goals. For example, in New Orleans, if a local worker hired pursuant to achieving local hire goals quits, is transferred or terminated, or otherwise ceases their involvement with the project for any reason, then the contractor has three working days to notify the City.<sup>14</sup>

**Definitions of non-compliance.** Definitions of non-compliance varied between cities and counties that exclusively have project goals versus cities and counties that have both project goals and good faith efforts. For example, the City of Atlanta ordinance includes both project goals and good faith efforts.<sup>15</sup> Where a construction contractor has not met specific program requirements or attained the workforce related goals specified in the contract, that construction contractor may be deemed as compliant by a showing that it attempted, in good faith, to comply by demonstrating that it did all the following:

- Contacted all certified apprentice programs in the registry to identify and request apprentices and skilled construction workers, on a form provided by the City;
- Convened pre-bid and pre-construction meetings to educate its managers and subcontractors on the requirements of the ordinance;
- Developed and submitted a detailed hiring plan for meeting the targeted utilization requirements;
- Contacted the appropriate City department to seek its assistance with identifying apprentices and skilled construction workers;

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<sup>11</sup> Ibid.

<sup>12</sup> City of Milwaukee Office of Small Business Development. Residents Preference Program (RPP). Retrieved December 20, 2018, from <https://city.milwaukee.gov/OSBD/RPP#.XBvVhs11BPa>

<sup>13</sup> Ibid.

<sup>14</sup> Local Worker Participation, Chapter 70 § 496-503. Retrieved December 20, 2018, from [https://library.municode.com/la/new\\_orleans/codes/code\\_of\\_ordinances?nodeId=PTIICO\\_CH70FI\\_ARTIVPUCO\\_DI\\_V3LOWOPA\\_S70-496PRCR](https://library.municode.com/la/new_orleans/codes/code_of_ordinances?nodeId=PTIICO_CH70FI_ARTIVPUCO_DI_V3LOWOPA_S70-496PRCR)

<sup>15</sup> First Source Jobs Program, Chapter 2 § 1651 - 1672. Retrieved December 20, 2018, from [http://atlanta.elaws.us/code/coor\\_ptii\\_ch2\\_artxi](http://atlanta.elaws.us/code/coor_ptii_ch2_artxi)

- Provided regular reports to the appropriate City department on its compliance prior to and during its work on the construction contract; and
- Documented why, despite these efforts, it was unable to meet the requirements of the ordinance.

Other cities and counties that have both project goals and good faith efforts including the Cities of Boston, Portland and New Orleans, as well as St. Louis County and Washington D.C. have protocols similar in nature to City of Atlanta that allow compliance via good faith efforts.

In addition to resident worker goals, the City of Chicago utilizes a comprehensive bid incentive program. For the bid incentive program in most but not all cases, a bidder is deemed to be in non-compliance due to failure to maintain the incentive status and/or eligibility factors for the duration of the contract term, or where the bidder fails to comply with the commitments made to obtain the incentive.

For those cities that exclusively have project goals, failure to meet those project goals results in non-compliance. However, several cities allow modifications to the project goal or exemption of a contractor from the project goals. For example, in the City of Portland in rare, unique, unusual or emergency circumstances, the Workforce Coordinator may exempt a contractor for part or all of the workforce ordinance and impose conditions under which the exemptions may be granted.<sup>16</sup> Similarly, for City of Cleveland, the percentage of resident construction worker hours may be reduced prior to or during construction when a contractor can demonstrate the high impracticality of complying with the established percentage level for a particular contract or class of employee.<sup>17</sup>

**Consequences of non-compliance.** Consequences of non-compliance vary across jurisdictions; however, most jurisdictions include some type of monetary penalty that is most commonly imposed at the end of a project.

Examples of consequences of non-compliance include:

- A fine of 0.05 percent of the contract amount for failure to meet resident/project area work goals (Chicago).
- If bid incentive status is not maintained, a fine three times the incentive amount (Chicago).
- One-year disqualification on bidding for projects and liquidated damages (St. Louis).
- Two-thousand dollar fine for knowingly providing fraudulent data (Milwaukee).
- Withheld payments or penalties for noncompliance (Milwaukee).

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<sup>16</sup> Portland, Oregon, Workforce Training & Hiring Program Administrative Rules, ARB-ADM-1.20. Retrieved December 20, 2018, from <https://www.portlandoregon.gov/citycode/article/408189>

<sup>17</sup> Fannie M. Lewis Cleveland Resident Employment Law, Chapter 188. Retrieved December 20, 2018, from [http://cleveland-oh.elaws.us/code/coord\\_ptone\\_txv\\_ch188](http://cleveland-oh.elaws.us/code/coord_ptone_txv_ch188)

- Withholding ten percent of future construction contract payments (Atlanta).
- Refusal of future bids on city projects or applications for financial assistance from the City (Atlanta).
- Cancellation of the eligible project or contract (Atlanta).
- Failure to comply to be considered in future bids (St. Louis County).
- Liquidated damages (St. Louis County, Portland, Boston and Washington D.C.).
- Contract may be suspended or terminated (St. Louis County).
- Fine of 0.125 percent of the total contract amount for each percentage by which it fails to meet the requirement (Cleveland).
- City may rescind, cancel or otherwise terminate contract, withhold payment, force payment of damages, pursue legal action and disqualify contractor from bidding with the City for two years (Cleveland).
- Suspension of payments, termination of contract and denial of right to participate in future projects for up to three years (Boston).
- Monetary contribution to the City's Workforce Training Fund. Contribution amount based on how much the Workforce Target was missed. Penalties if non-compliance is challenged and found to be valid are different (Detroit).

**Other typical program features.** Some cities have established relationships with trade unions and other local organizations to facilitate the utilization of target workers and meet project goals. Seattle's Community Workforce Agreement (CWA), for example, is an agreement between the City and multiple local trade unions. The CWA facilitates cooperation between the City, trade unions, contractors and workers, among others, allowing the City and participating agencies to more easily work together to meet workforce participation goals.<sup>18</sup>

As part of Atlanta's First Source Hiring program, the Atlanta Workforce Development Agency (AWDA) created and continues to maintain a First Source Register for disadvantaged workers that meet certain criteria.<sup>19</sup> To do this, AWDA works with Georgia Department of Labor, community-based organizations, welfare agencies and other local agencies that work with economically disadvantaged individuals. The First Source Register facilitates contractors finding qualified disadvantaged workers in order to meet their workforce goals.

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<sup>18</sup> Department of Finance & Administrative Services City Purchasing & Contracting Services (2017). *2017 Priority Hire Annual Report*. Retrieved from <https://www.seattle.gov/Documents/Departments/FAS/PurchasingAndContracting/Labor/Priority-Hire-Report-2017.pdf>

<sup>19</sup> First Source Jobs Program, Chapter 2 § 1651 - 1672. Retrieved December 20, 2018, from [http://atlanta.elaws.us/code/coor\\_ptii\\_ch2\\_artxi](http://atlanta.elaws.us/code/coor_ptii_ch2_artxi)



**Common characteristics of programs that routinely met or exceeded program goals.** For jurisdictions with programs where program goals were routinely met and contractors complied most of the time, the following common characteristics were identified:

- Program policy makers had buy-in from unions, contractors, the general public and all other major stakeholders throughout the process of drafting and finalizing the program policy, as well as continued buy-in from stakeholders in an advisory capacity over the life of the program.
- Dedicated program staff worked diligently with contractors to closely monitor compliance and outreached to contractors who were either not in compliance or in danger of not complying.
- Programs included enforcement mechanisms that kept contractors accountable for achieving program goals.

### **Programs that Focus on Disadvantaged Workers**

Some cities have expanded their workforce programs to benefit target individuals, such as residents who are low-income, under- or unemployed, receive public assistance or face other barriers to employment. New Orleans, Atlanta, Los Angeles County, Milwaukee, Washington D.C. and San Francisco all feature programs that include disadvantaged workers, although not exclusively. Programs in some cities include preferences to target disadvantaged areas as well as disadvantaged workers (San Francisco, Los Angeles County, Milwaukee and Atlanta, for example).

Programs that include target individuals often include a certifying agency, and certification may last longer than a worker would otherwise be eligible. Eligibility in Milwaukee's program, for example, must be proved to a certifying agency.<sup>20</sup> Once certified, a worker may maintain their certification regardless of if they meet the unemployment or poverty eligibility requirements. In order to maintain status, however, they must continue to live in the City of Milwaukee.

**Household income.** Many cities created programs to increase the participation of low-income individuals in the construction workforce. These programs preference workers that have a household income below a certain threshold. Some cities qualify residents by comparing their household income to the area median income (for example, San Francisco includes households below 80% of the area median income and New Orleans preferences households below 50% of the area median income).

Other programs include individuals from households that meet certain federal guidelines. Atlanta and Los Angeles County, for example, include households at or below the federal poverty level, while Milwaukee's program includes households that qualify for reduced price lunch in public schools. Cleveland's workforce program includes preference for city residents that qualify as very low-income under Section 8 as established by the US Department of Housing and Urban Development (HUD).<sup>21</sup>

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<sup>20</sup> Milwaukee Code of Ordinances, Chapter 309. Retrieved December 20, 2018, from <https://city.milwaukee.gov/ImageLibrary/Groups/ccClerk/Ordinances/Volume-3/CH309.pdf>

<sup>21</sup> Fannie M. Lewis Cleveland Resident Employment Law, Chapter 188. Retrieved December 20, 2018, from [http://cleveland-oh.elaws.us/code/coor\\_ptone\\_txv\\_ch188](http://cleveland-oh.elaws.us/code/coor_ptone_txv_ch188)

**Unemployment.** Many of these programs also target individuals that meet certain unemployment standards. The program in Washington D.C., for example, includes city residents who have been unemployed for six months or more. Milwaukee’s program preferences city residents that have not worked in the preceding 15 days or have worked less than 1,200 hours in the preceding 12 months. The program in New Orleans includes individuals who have experienced chronic unemployment, while Atlanta’s program preferences individuals who are older workers, along with those who have been dislocated or laid-off.

**Public assistance.** Some municipalities, including San Francisco, Los Angeles County and New Orleans, target populations that receive public assistance. The program in Washington D.C. preferences individuals who specifically participate in Temporary Assistance for Needy Families (TANF) or Supplemental Nutrition Assistance Program (SNAP), qualify for the Work Opportunity Tax Credit, or participate in, or have graduated from the Transitional Employment Program.<sup>22</sup>

**Other barriers to employment.** Many programs also include individuals who face significant barriers to employment. Target groups include:

- Homeless individuals (San Francisco, Washington D.C., New Orleans, Atlanta, Los Angeles County);
- Custodial single parents (San Francisco, New Orleans, Atlanta, Los Angeles County);
- Ex-offenders or individuals with prior involvement with the justice system (San Francisco, Washington D.C., New Orleans, Los Angeles County);
- Veterans (Atlanta, New Orleans, Los Angeles County) and their spouses (Los Angeles County);
- Individuals lacking a high school diploma or GED (San Francisco, Los Angeles County, Atlanta);
- Disabled individuals (Atlanta) and permanently disabled individuals (Washington D.C.);
- Participants of Vocational English as a Second Language programs (San Francisco);
- Individuals emancipated from the foster care system (New Orleans) and former foster youth (Los Angeles County); and
- Teenage parents (Atlanta).

Each of these groups receive preference in their respective municipality workforce program(s).

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<sup>22</sup> Code of the District of Columbia, Chapter 2. Retrieved December 20, 2018, from <https://code.dccouncil.us/dc/council/code/titles/2/chapters/2/>

## Programs that Focus on Disadvantaged Neighborhoods

Some programs for disadvantaged workers examine similar indices of economic distress but focus on neighborhoods rather than the individual. Programs in Chicago, Los Angeles County, Milwaukee, Atlanta, San Francisco and Seattle all preference residents of specific disadvantaged areas, although each define these areas differently. Cities may also apply hiring goals for neighborhoods near a project site.

**Poverty rate.** Los Angeles County's Local Worker program targets neighborhoods with high poverty rates. The program prioritizes workers in zip codes where the average percentage of households below 200 percent of the federal poverty line is greater than the county average. Residents of affordable housing projects and privately financed developments located on County property also qualify as Local Workers.<sup>23</sup>

This program awards the highest priority to qualified workers that are also within five miles of the project site (Tier 1). In order to qualify as a Local Worker, individuals must prove that their primary place of residence is within an identified disadvantaged region and must register with the County of Los Angeles. In meeting the Local Worker goal (30% for approved projects), contractors must first utilize as many workers from Tier 1 as possible. After exhausting workers residing in Tier 1, contractors may then employ workers from other qualified areas that are more than five miles away from the job site (Tier 2).

Milwaukee's Residential Preference Program (RPP) establishes a uniform goal for under- and unemployed city residents (40%) as well as a uniform goal for workers living in Special Impact Areas (SIA) (25%). The City's program also requires that for certain contracts, 25 percent of apprentice hours be completed by RPP certified apprentices, and 40 percent of RPP apprentice hours be completed by apprentices living in SIA zip codes. These requirements can be adjusted or eliminated under certain circumstances (if a project requires highly specialized work, for example). For each work hour completed by residents of SIA zip codes beyond the requirement, the contractor is credited 1.5 hours toward completing the total RPP requirement.<sup>24</sup>

Milwaukee's City Clerk's office identifies zip codes containing at least three census tracts that have 40 percent of residents at or below the federal poverty level.<sup>25</sup> This methodology is based on eligibility for Community Development Block Grant funding by HUD. These zip codes are determined every three years. Qualified workers must register with the City of Milwaukee Department of Public Works or a qualified agency to be considered an RPP or SIA worker. In a recent change, RPP certification now lasts as long as the resident continues to live in the City of Milwaukee (previously, RPP certification expired after five years).

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<sup>23</sup> Los Angeles County (2018). *Local and Targeted Worker Hire Programs Website*. Retrieved from <http://economicdevelopment.lacounty.gov/local-worker-program/>

<sup>24</sup> Milwaukee Code of Ordinances, Chapter 309. Retrieved December 20, 2018, from <https://city.milwaukee.gov/ImageLibrary/Groups/ccClerk/Ordinances/Volume-3/CH309.pdf>

<sup>25</sup> Ibid.

Before starting work, contractors must submit a proposed utilization form detailing RPP and SIA utilization for both labor hours and apprenticeship hours. Along with the plan, RPP workers must notarize an affidavit stating that they are an RPP worker and submit evidence of residency. Records for actual utilization must be submitted within 10 days of contract completion or every three months, whichever comes first.

**Unemployment rate.** Atlanta’s First Source Hiring Program preferences city residents living in census tracts with an unemployment rate over 100 percent of the City’s unemployment rate. Residents are eligible if they live in a qualified area. The City’s program establishes a uniform goal of 50 percent of entry-level jobs for qualified workers.<sup>26</sup>

As part of this program, the Atlanta Workforce Development Agency (AWDA) also created and maintains a First Source Register for target disadvantaged workers. After a contract is awarded but before work begins, the prime contractor works with AWDA to employ sufficient disadvantaged workers. The contractor must review applicants exclusively from the First Source Register for at least 30 days before reviewing applicants from any other source.

San Francisco has a program that includes workers who live in a City census tract that has an unemployment rate over 150 percent of the City unemployment rate.<sup>27</sup> The City has established a goal of 30 percent of work hours for each trade to be completed by city residents and 10 percent of work hours for each trade to be completed by disadvantaged workers. These goals apply to each trade individually.

Before beginning work, contractors must submit a form outlining their anticipated use of qualified workers for each trade included in the project. For city resident worker goals, a fine (via a deduction in payment) is calculated based on the prevailing wage and the number of hours that the contractor fell short of the goal. No penalty is assessed for not meeting the disadvantaged worker goal.

**Other indices of disadvantaged neighborhoods.** Seattle created a program that preferences disadvantaged neighborhoods based on other indicators. Seattle does not state the exact methodology, but the City determines these “economically distressed zip codes” based on the number of people living under 200 percent of the federal poverty level, the unemployment rate and the number of people over 25 without a college degree.<sup>28</sup> There are two tiers of workers within the Priority Hire Program: residents of Seattle zip codes (who receive highest priority) and residents of other zip codes in King County.

For each project, the City determines a requirement for utilizing workers from economically distressed zip codes. Goals for these “Priority Workers” are set for apprentices and journey-level workers separately. Each project has aspirational goals for women and minorities as well. These goals

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<sup>26</sup> First Source Jobs Program, Chapter 2 § 1651 - 1672. Retrieved December 20, 2018, from [http://atlanta.elaws.us/code/coord\\_ptii\\_ch2\\_artxi](http://atlanta.elaws.us/code/coord_ptii_ch2_artxi)

<sup>27</sup> City and County of San Francisco Ordinance 0085-14. Retrieved December 20, 2018, from <https://sfbos.org/ftp/uploadedfiles/bdsupvrs/ordinances14/o0085-14.pdf>

<sup>28</sup> Department of Finance & Administrative Services City Purchasing & Contracting Services (2017). *2017 Priority Hire Annual Report*. Retrieved from <https://www.seattle.gov/Documents/Departments/FAS/PurchasingAndContracting/Labor/Priority-Hire-Report-2017.pdf>

vary by contract but are generally determined by finding the average of past utilization on similar projects in the previous three calendar years and increasing that percentage by no less than two full percentage points. The City has discretion and takes general availability into account when setting goals.

## **Pre-apprenticeship Programs**

Various cities have developed programs and other support for pre-apprenticeship programs. For example, San Francisco has helped to establish CityBuild Academy, a pre-apprenticeship program. CityBuild Academy is administered by the City's Office of Economic and Workforce Development, as a partnership with City College of San Francisco, non-profit organizations in the community, labor unions and construction employers. The program includes an 18-week training program offering college credit, supportive services, certification opportunities, job referrals and placement assistance, among other services.

Atlanta's CityBuild Program was founded to increase the number of low-income city residents who enroll in, participate in and complete pre-apprenticeship and apprenticeship programs.<sup>29</sup> The City compiles and maintains a registry of pre-apprenticeship programs. Each of these programs must meet certain criteria as established by the AWDA. Additionally, if the AWDA deems necessary, it may establish a new pre-apprenticeship program. The City may not develop a pre-apprenticeship program that requires union membership of participants.

The City of Portland's Workforce Training and Hiring Program establishes goals for apprenticeship utilization (20% of labor hours per trade).<sup>30</sup> If there are no state approved apprenticeship programs for a specific trade, there are two alternate options: contractors may provide an outline of an in-house training program for new hires, or contractors may provide a comparable level of training to a pre-apprentice in a different trade. That pre-apprentice must be participating in a state-approved pre-apprenticeship program. Also, because they are not state-registered apprentices, pre-apprentices must be paid journeyman wages.

Seattle's program requires that 20 percent of apprentices be from pre-apprentice programs. Although Seattle has not created a separate pre-apprenticeship program, the City supports existing pre-apprenticeship programs.<sup>31</sup> Seattle established preferred entry into apprenticeship programs for graduates of pre-apprenticeship training programs recognized by the Washington State Apprenticeship and Training Council. Seattle's CWA also gives the Director of Finance and Administrative Services the ability to influence pre-apprenticeship and apprenticeship programs in order to increase graduation, retention and employment rates of women, minorities and other program participants. In Seattle, several pre-apprenticeship programs recruit from prison

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<sup>29</sup> Atlanta CityBuild Program, Chapter 2 §1660 - 1667. Retrieved December 20, 2018, from [http://atlanta.elaws.us/code/coord\\_ptii\\_ch2\\_artxi\\_div3](http://atlanta.elaws.us/code/coord_ptii_ch2_artxi_div3)

<sup>30</sup> Portland, Oregon, Workforce Training & Hiring Program Administrative Rules, ARB-ADM-1.20. Retrieved December 20, 2018, from <https://www.portlandoregon.gov/citycode/article/408189>

<sup>31</sup> Department of Finance & Administrative Services City Purchasing & Contracting Services (2017). *2017 Priority Hire Annual Report*. Retrieved from, <https://www.seattle.gov/Documents/Departments/FAS/PurchasingAndContracting/Labor/Priority-Hire-Report-2017.pdf>

environments, and up to 50 percent of program participants are formerly incarcerated. These training investments in Seattle have led to a greater, more diverse pool of local entrants into the industry.

Assisting pre-apprenticeship program participants with obtaining a driver's license and/or re-licensing constitutes another innovation associated with pre-apprenticeship programs in Seattle. Through its City Purchasing and Contracting Services (CPCS) division, City of Seattle was able to assist residents of economically distressed zip codes, women and people of color with obtaining a driver's license or receive re-licensing services with the assistance of City funding and reduced court fees of up to \$5000 from defendants who owed fees related to securing a driver's license.<sup>32</sup>

## **Apprenticeship Programs**

Some of the workforce programs studied include provisions to support entry into the construction industry through apprenticeship or pre-apprenticeship programs. For example, the Cities of Atlanta and St. Louis, along with the County of St. Louis, establish uniform goals for apprenticeship utilization (10%, 20% and 15%, respectively).

One of the many bid incentives offered by the City of Chicago is for utilizing Chicago Public Schools high school graduates as apprentices. The contractor must be authorized to sponsor apprentices by a union, the apprentice must be either a Chicago Public Schools high school graduate or an individual enrolled at/graduated from a construction training program administered by the City Colleges of Chicago, and the apprenticeship training program must be registered with the US Department of Labor or approved and recognized by the State of Illinois.

To qualify for the bid incentive, the contractor must commit to a specific percentage of total labor hours to be performed by eligible apprentices on the construction project. The commitment ranges from 5 to 15 percent of total labor hours. Contractors must then meet the goal that it has committed to in order to receive the bid incentive.

San Francisco's program requires that contractors completing projects over \$1 million submit a detailed plan outlining planned apprenticeship utilization. The program also requires that at least 50 percent of apprentice hours within each trade be completed by city residents. If a contractor anticipates falling short of the apprentice goal, they may fill out a waiver and agree to sponsor new apprentices into that particular trade.

Milwaukee's RPP program targets under- and unemployed city residents, as well as residents of Special Impact Area (SIA) zip codes.<sup>33</sup> SIA zip codes are identified as those where at least three census tracts within the zip code have 40 percent of residents that are at or below the federal poverty level.

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<sup>32</sup> Ibid.

<sup>33</sup> Milwaukee Code of Ordinances, Chapter 309. Retrieved December 20, 2018 from, <https://city.milwaukee.gov/ImageLibrary/Groups/ccClerk/Ordinances/Volume-3/CH309.pdf>

The RPP program includes requirements that apply to the utilization of apprentices. For awarded contracts between \$100,000 and \$499,999, the RPP program requires that 25 percent of apprentice hours be completed by RPP certified apprentices, and 40 percent of RPP apprentice hours be completed by apprentices living in SIA zip codes. Contracts awarded at \$500,000 or more must utilize apprentices at the maximum ratio of apprentices to journeymen, as established by the Wisconsin Department of Workforce Development.<sup>34</sup>

The City of Portland's Workforce Training and Hiring Program (WTHP) requires, among other things, that 20 percent of the labor hours per trade are worked by state-registered apprentices.<sup>35</sup> Exceptions may be allowed if fulfilling the 20 percent requirement would exceed the apprentice-to-journey ratio allowed by the apprenticeship program standards. Any exceptions to the apprenticeship requirement for this reason must be discussed with Portland Contract Compliance staff.

Additionally, contractors must register as a Training Agent with the State of Oregon's Bureau of Labor and Industries (BOLI), which allow them to hire and train apprentices with state-approved training standards. If, subject to Oregon's BOLI regulations, apprentices cannot be hired to perform work on a project, the contractor is not required to register as a Training Agent.

Seattle's City Purchasing and Contracting Services (CPCS) determines apprenticeship requirements for public works contracts that are estimated to cost \$1 million or more. The Director of Finance and Administrative Services determines these goals based on project size and duration, hours required to complete the project, required skills, historic utilization rates and apprentice availability. These factors are also used to establish aspirational goals for apprentices that are women and minorities. Per the CWA, unions must dispatch workers in order to best meet the aspirational apprenticeship goals for women and minorities.

Apprentices must be enrolled in an apprenticeship program that is approved or recognized by the Washington State Apprenticeship and Training Council. Any apprentice that is not registered in a state-approved program does not count toward the apprenticeship goal. Contractors must submit an apprentice utilization plan at the pre-construction meeting, and all changes must be submitted to CPCS throughout the project. CPCS may also provide resources to contractors in order to meet apprenticeship goals.

Seattle's apprenticeship utilization program also establishes preferred entry into recognized apprenticeship programs. Preferred entry is extended to graduates of pre-apprenticeship training programs recognized by the Washington State Apprenticeship and Training Council. Recognized pre-apprenticeship programs include programs targeted toward women, veterans, minorities and individuals from economically distressed zip codes.<sup>36</sup>

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<sup>34</sup> Ibid.

<sup>35</sup> Portland, Oregon, Workforce Training & Hiring Program Administrative Rules, ARB-ADM-1.20. Retrieved December 20, 2018, from <https://www.portlandoregon.gov/citycode/article/408189>

<sup>36</sup> Department of Finance & Administrative Services City Purchasing & Contracting Services (2017). *2017 Priority Hire Annual Report*. Retrieved from <https://www.seattle.gov/Documents/Departments/FAS/PurchasingAndContracting/Labor/Priority-Hire-Report-2017.pdf>

## APPENDIX F.

### Information to Help Set Company-wide Goals for Women and Targeted Workers

Appendix F provides information to help the City to set company-wide workforce goals for women and targeted workers. The City would set company goals based on information for the primary trade for a company, or a weighted average based on the mix of trades. Some companies would have goals that are higher or lower than others based on availability of workers in the local labor market. This would avoid penalizing companies in a trade in which current availability of female or targeted workers is low. These goals would only pertain to the Kansas City region workforce for contractors that operate outside the region.

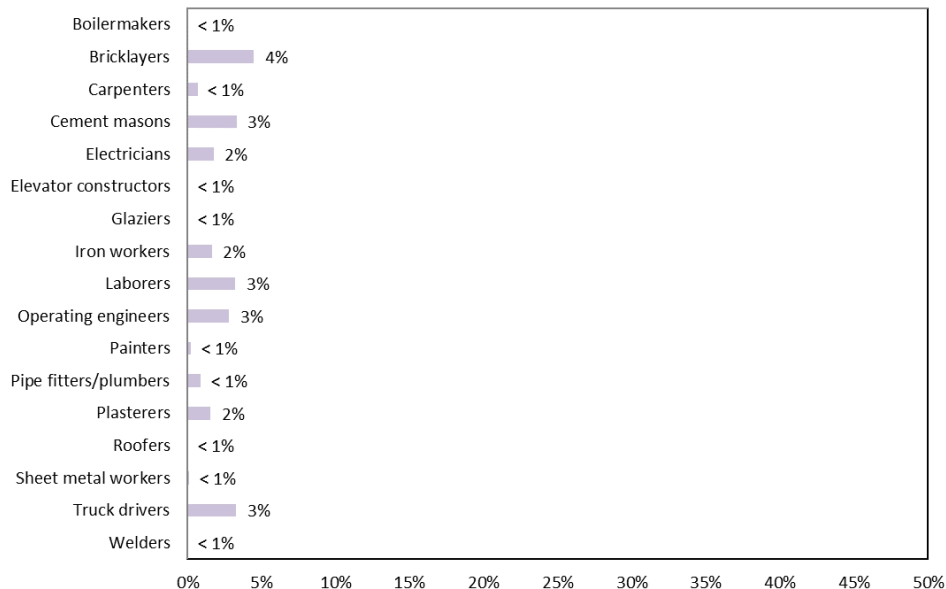
#### Company-wide Goals for Female Workers

The recommendations in the Summary Report for company-wide goals would require two goals for work hours for female workers for each company: one for journey workers and one for apprentices.

Figures F-1 and F-2 examine the aggregate company-wide hours worked by women that were reported by prime contractors that worked on City-related projects for the three years ending in April 2018. The City might consider company-wide goals for individual companies based on the actual achievements for each trade, with a minimum goal of 1 percent (actual participation in some trades was less than 1 percent).

Figure F-1.

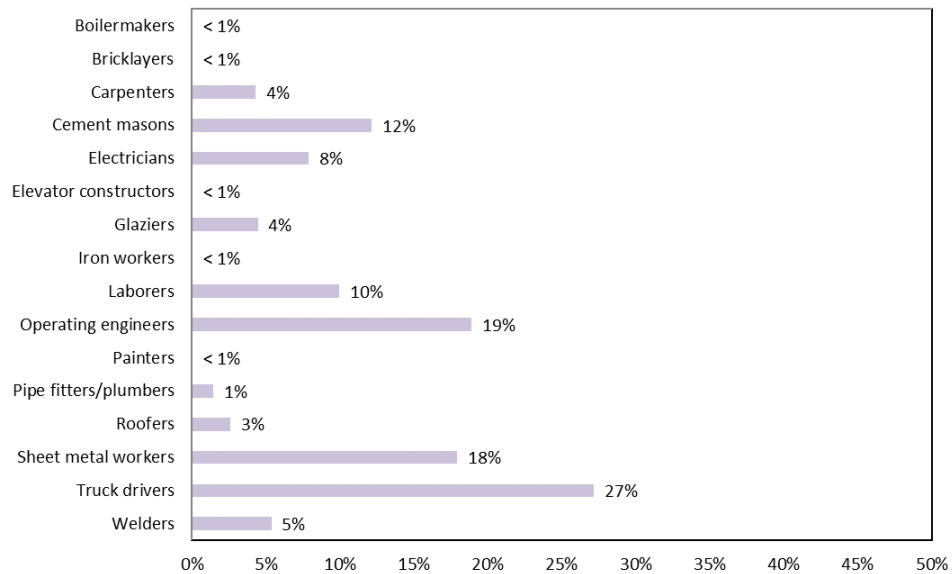
Percentage of company-wide Kansas City metropolitan area journey worker hours for prime contractors worked by women, May 2015-April 2018



Source: Keen Independent from City of Kansas City Human Relations Department Workforce Reports.



**Figure F-2.**  
**Percentage of company-wide Kansas City metropolitan area apprentice hours for prime contractors worked by women, May 2015-April 2018**



**Note:** No apprentice hours were reported for plasterers.

**Source:** Keen Independent from City of Kansas City Human Relations Department Workforce Reports.

As the City compiles more information from trade unions about female representation in each trade, it could incorporate that data into the company-wide goal setting as well.

### **Company-wide Goals for Targeted Workers**

The City would establish percentage goals each year for work hours for targeted workers by trade based on the relative number of targeted workers in apprenticeship programs and who are journey workers. The City will maintain a roster of targeted workers to help it set these goals.

Company goals would pertain to the trade(s) that comprise the company workforce within the Kansas City metropolitan area. The goal would pertain to a composite of the trades at the company for contractors that employ multiple trades. A company for which workers in a trade comprise 80 percent or more of its craft workers could have a goal based on that single trade.

A starting point for goals for targeted workers might be 1 percent for total apprentice hours for each trade once a registry of targeted workers is established. Those goals could grow as the list of targeted workers grows and more targeted workers have entered apprenticeships.