



OREGON WORKFORCE PARTNERSHIP

Apr 25, 2025

HEATHER DESART
OWP Chair
Northwest Oregon Works

ERIN CARPENTER
OWP Treasurer
Eastern Oregon Workforce Board

BRIDGET DAZEY
Clackamas Workforce Partnership

ASHLEY ESPINOZA
Lane Workforce Partnership

HEATHER FICHT
East Cascade Works

ANDREW MCGOUGH
Work Systems Inc

KIM PARKER-LLERENAS
Willamette Workforce Partnership

HEATHER STAFFORD
OWP Vice-Chair
Rogue Workforce Partnership

SARA STEPHENS
Southwestern Oregon
Workforce Investment Board

Dear Co-chairs Sollman and Ruiz and members of the Ways and Means Committee,

On behalf of the Oregon Workforce Partnership and the nine local workforce development boards we represent, thank you for the opportunity to testify before you yesterday and share the progress and impact of all our programs including our *Prosperity 10,000 (P10K)* program.

We deeply appreciate your time and attention to our presentation, which highlighted the ways Prosperity 10,000 continues to remove barriers, lift Oregonians out of poverty, and respond to the state's most urgent workforce challenges. Our March 2025 data snapshot, as outlined in the [presentation we shared \(link\)](#), demonstrates what's possible when flexible, state-driven funding is matched with local innovation and employer engagement.

With your continued investment, we are not only meeting—but exceeding—our goals. Participants in P10K programs are securing jobs at an average wage of over \$22 per hour, far surpassing our \$17/hour benchmark. These are not entry-level positions. These are living-wage jobs that strengthen Oregon's families, communities, and economy.

We are especially grateful for your recognition that workforce programs cannot operate in silos. The Prosperity 10,000 funds have allowed our boards to braid resources, respond to employer needs in real time, and convene key partners across education, community-based organizations, and industry sectors. Your support affirms the value of local solutions to statewide priorities.

Thank you again for your leadership and for hearing our testimony. We are proud to partner with you to ensure every Oregonian has the opportunity to build a brighter future.

If you have questions or would like to discuss this further, please feel free to contact myself at georgia@oregonwp.org or (503) 530-0405.

Your consideration and support are much appreciated.

Sincerely,

Georgia Conrad
Executive Director/CEO

11575 SW PACIFIC HWY #2135
TIGARD, OR 97223

info@oregonworkforcepartnership.org
oregonworkforcepartnership.org

Georgia Conrad's Script for the Ways and Means Committee

Thank you, Co-Chairs Sollman, and Ruiz. My name is Georgia Conrad. I am the executive director/CEO of the Oregon Workforce Partnership, an association of Oregon's nine local workforce boards to champion workforce development across the state so that Oregon's workforce system is visible, effective, and innovative. I am here today to share with you information on our Prosperity 10,000 program, often called P10K. The following information shows where we are at as of March 31, 2025. Some things to know about the prosperity programs:

- The eligibility criteria is not different from WIOA
- This is work we are doing now and our numbers are still coming in.
- In addition to these numbers listed above, we have helped over 2000 people with expungement services
- Our ask for more funds continues this work
- All of the programs you have heard about today rely on blended funding and would not be sufficient on their own without the support of Prosperity 10,000

Why is this?

To answer some of our questions, OWP commissioned third-party research to be done on our Prosperity 10,000 program to look at the data so we could confidently speak to the program's effectiveness.

The Federal Workforce Innovation and Opportunity Act is the backbone and core funding to the Workforce system nationwide and is an ever declining source of money, particularly due to its unauthorized status which makes us wary of relying on future federal resources. Since 2016, in Oregon we have seen a 41% decline in federal funding, cutting the original resource available to support someone to skill up or retrain nearly in half. We are the safety net for people laid off. People currently on unemployment insurance are required to use our services to help them regain employment. Prosperity 10,000 is the answer to this federal disinvestment and can rapidly assist people to make career transitions at the level of funding required for someone to be successful. Under funding a transition in employment leads to longer and higher unemployment rates, which is a drain on our social assistance funds. This money removes people from poverty – permanently.

This money has two basic uses.

1. It funds established and tested programs
2. It is flexible enough we can be innovative in our approaches in order to reach people we could not find before

For example, Southwestern Oregon Workforce Investment Board (SOWIB) helped Brittney, a single mother looking to get her CDL so she could provide a good life for her

children. Unable to pay for the training herself, but motivated by her family of CDL drivers, Brittney sought help from WorkSource Oregon who helped to pay for her tuition and support her through the short, but intensive program. She graduated with almost perfect scores and landed a job with Pepsi making \$30.64 and full benefits.

Our goal is to aim for wages at or above \$17 per hour, and the program has far exceeded that by supporting participants to land jobs that pay an average of over \$22 an hour - **far beyond \$17** per hour because they remove barriers to tapping into existing skills and talents by matching opportunity and talent. **These are NOT entry-level positions.** We help people land **living-wage jobs** which **pay back into the tax base and replenish the general fund.** Let me reiterate: Investment in Prosperity Programs, OYEP, WEX, Maritime, Workforce Strategies, and Industry Engagement all work together as a unit, blended together and **PAY OREGON BACK.**

In North Marion County, we heard from employers who were having a tough time hiring bilingual EMTs. Ambulance companies were challenged to serve their constituency. With the Prosperity 10,00 money, Willamette Workforce Partnership funded a cohort training for bilingual, bi-cultural EMT students. The majority of these students happened to be women and some decided to pivot and go into another area of healthcare – also in high demand – some continued their education to become Paramedics. These students had the opportunity to explore the healthcare field, gain critical skills and improve their opportunities to make a living wage. This is just one example of how the prosperity funds supported a local economy, driven by local employers, to meet a community demand.

Earlier Heather Ficht talked about targeted sectors, these sectors are identified in each region by the **greatest demand/need, largest growth**, and the **local traction** to overcome workforce needs in their local areas. This model is highly successful because of how the table is set to include employers, community based organizations, government, K-12, higher education, community college and many other relevant parties to that local sector work. The workforce boards are the conveners of these groups, listening and implementing solutions which **won't duplicate services, will target specific needs and can measure local impact.** Prosperity 10,000 funds made it possible to successfully implement and expand these recommended solutions in these sectors because the boards hold the relationships with local business and workforce partners they are the ones that bring everyone together for the same purpose – and this maximizes impact.

Let's talk about our success by the numbers for Prosperity 10,000. Our challenge with Prosperity 10,000 was to serve 10,000 people with \$50 million dollars and meet or exceed the performance requirements and we are on track to serve 10,000 with \$35 million dollars and with completers earning an average wage of over \$22 per hour. This investment paid off! It needs to continue.

Thank you for your time today.



OREGON WORKFORCE
PARTNERSHIP
ADVOCATE | COLLABORATE | INNOVATE

KPL

When Funds **WORK** Together: **OUR COLLECTIVE WINS**

Oregon's Local Workforce Boards

PRESENTED BY:



Kim Parker-Llerenas



Sara Stephens



Heather DeSart

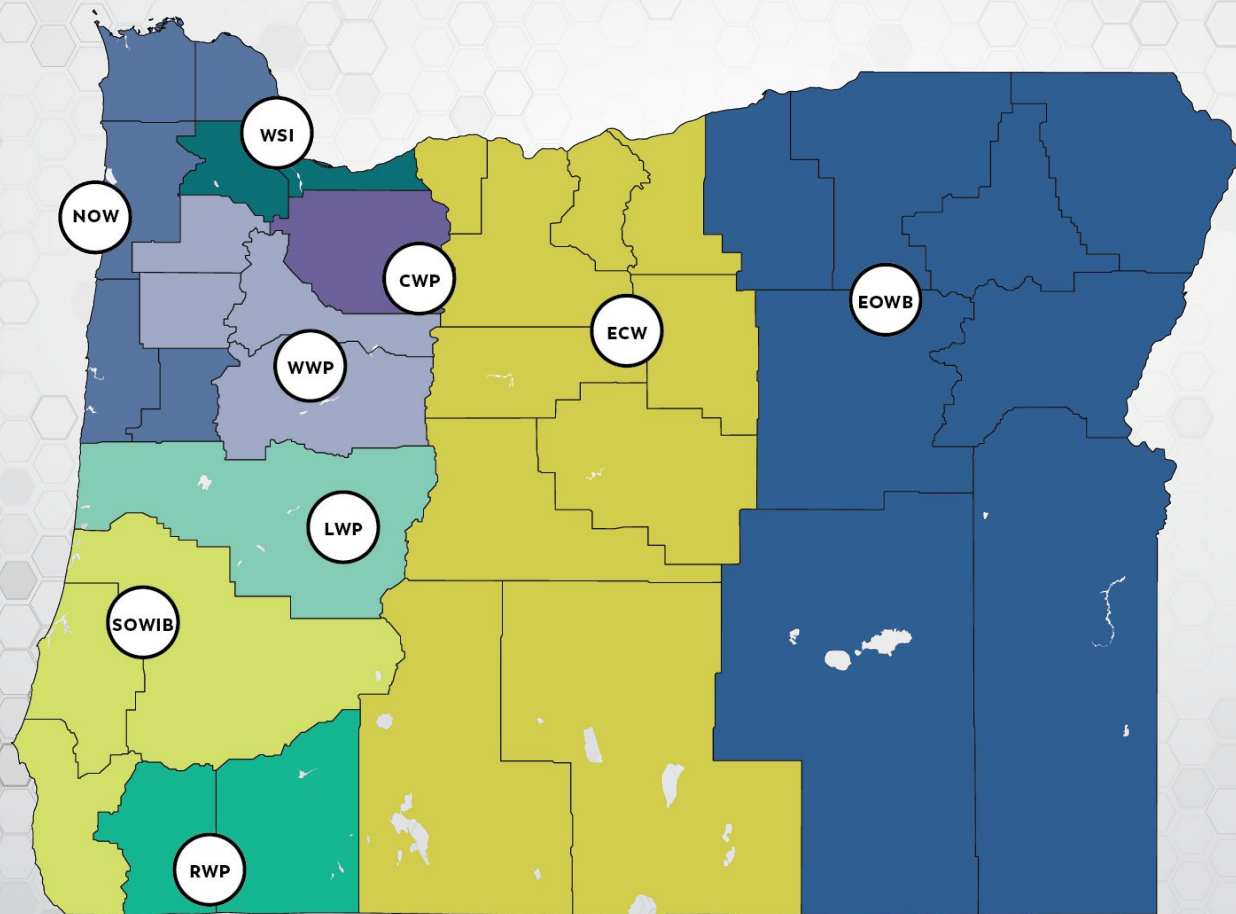


Heather Ficht



Georgia Conrad

LOCAL WORKFORCE BOARDS



RWP



ECW



NOW



LWP



WILLAMETTE WORKFORCE
PARTNERSHIP

WWP



EOWB



SOWIB



CWP



WSI

KPL



50% Local Business and Private Sector



20% Labor and Apprenticeship



Education and Training



**Government, Economic, Community
Development**

Plus, Other Category (Per CLEO)

**113 Private-sector
businesses sit on our
LWBs**

**We engage with an
additional 927
businesses in
high-growth, living-wage
occupations and
industries**

WORKFORCE BOARD MAKEUP

WHO DO THESE PROGRAMS HELP?

PEOPLE

- 14 or older
- Legally able to work in US
- First time jobseeker
- People changing jobs/careers
- People seeking new skills
- People seeking credentials/degrees
- People who have been laid-off
- People who are unemployed
- Returning neighbors

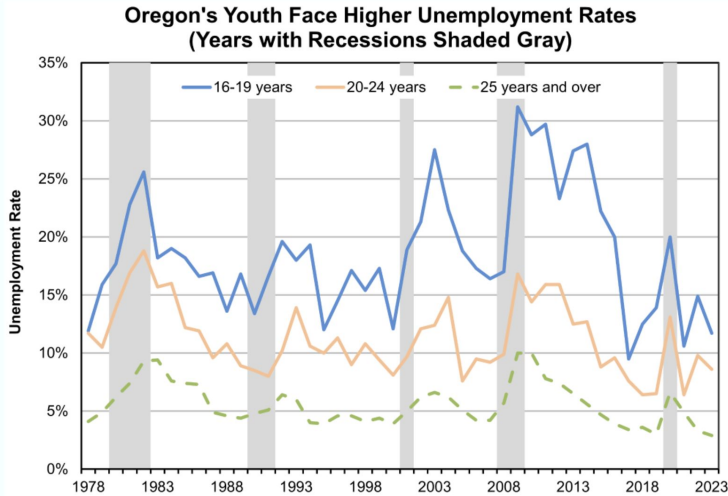
BUSINESS

- Business Services includes:
 - Finding employees + access to new talent
- Retaining + advancing employees
- Business operations
- Labor market info + Data analysis
- From entrepreneurs to small businesses to industries – and everything in between

EXISTING PROGRAMS

- **Oregon Youth Employment Programs (OYEP)**
- **Work Ex (Adult)**
- **Maritime**
- **Workforce Strategies**
- **Industry Engagement**
- **Prosperity 10,000**

Oregon Youth Employment Programs (OYEP)

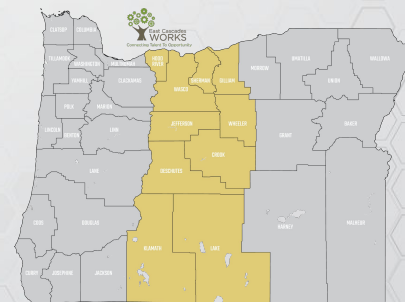


Source: Oregon Employment Department and Bureau of Labor Statistics, Current Population Survey

- **WIOA is focused** on out of school youth
- OYEP creates **additional opportunities** for youth in traditional high school
- These funds allowed us to serve at least **663** youth to-date, including:
 - **439** internships
 - **79** pre-apprenticeships
 - **3** OJTs
 - **314** Occupational Skills Trainings
- **We're not done yet**



PLAY VIDEO
by clicking on the image



Youth Internships in Warm Springs, Oregon

WorkEx (WEX)

This is an adult internship and is intended for people who have little no work experience or need barriers removed.

- **640 people** have been served to date in this biennium.
 - **42% were** on public assistance
 - 26% were from an **underserved** population
 - 10% were **justice** system impacted

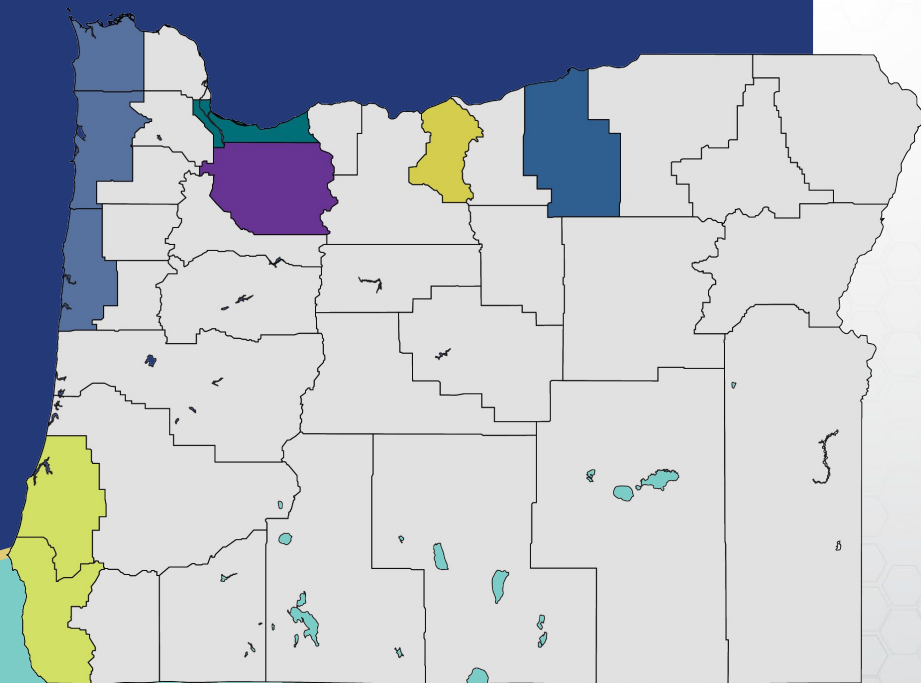


[PLAY VIDEO](#)
by clicking on the image



WEX Success in Multnomah; Reported by KGW8

Maritime



- Five local boards receive maritime training funding
- Enhance pipeline and bring awareness
- More than financial assistance; catalysts for innovation
- Offering targeted training pathways
 - Seafood butchery
 - Marine welding
 - Aquaculture
- Facilitated the creation of vital infrastructure i.e. seafood hubs

HD



Oregon Maritime Workforce Program

[**PLAY VIDEO**](#)
by clicking on the image

Workforce Strategies

- Supports us to convene and engage partners
- Address local needs
- Independent regional grants



Industry Engagement

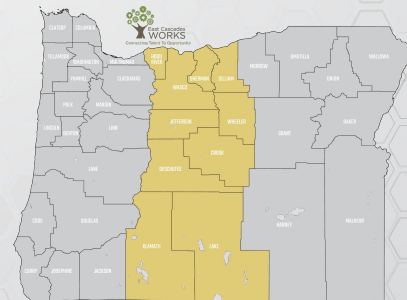
Clean Energy
Construction
Creatives
Early Care and Education
Healthcare
Hospitality & Leisure
Manufacturing
Maritime
Natural Resources
Technology
Transportation
Wood Products

12 Targeted Sectors





PLAY VIDEO
by clicking on the image



Tofurky, Hood River, Oregon

Prosperity 10,000 Successes to-date

These funds reach
people we couldn't
find before.

- Total Served: 6449
- 96% identified with at least 1 high need community
- \$22.83 is the average hourly wage

Updated on March 31, 2025



Portland State
UNIVERSITY

Portland State University conducted a study of P10k's effectiveness. The study identified P10K's successes and distilled them into 4 Key Findings

WE ASKED PSU TO LOOK AT OUR DATA

KEY FINDING #1

→ **41% real decline** in federal workforce development funding per capita to Oregon since **2016**

P10K investments are critical in addressing pandemic-related workforce and community needs, but also **long-term federal disinvestment** from workforce development programs.

\$11.35 per person invested in 2016 = \$6.66 today

KEY FINDING #2

- **6,449 individuals** provided with employment and training services
- **96%** of individuals were most **impacted by unemployment** and at risk of falling into **long-term dependance on public assistance.**

Local Workforce Development Boards invested P10K funding into **established and tested workforce programs**, as well as innovative programs to reach **underserved** populations and **community workforce needs.**

KEY FINDING #3

→ **83% successful program completion**

→ **73%** of jobseekers obtaining **employment after exit**

→ **85%** placed into jobs earning **\$17** per hour or **more: average wage is \$23.85.**

P10K enabled workforce providers to serve individual jobseekers more effectively by **reducing barriers to access** and allowing more **flexible, holistic service delivery**, leading to successful outcomes.

KEY FINDING #4

- **21 local workforce programs** and partnerships created or expanded across Oregon as a result of P10K
- **62%** of those programs in target sectors - **health care, manufacturing, transportation, IT, construction**

P10K has been an **important tool** for **strengthening** the capacity of local workforce development organizations to **respond and build collaborative partnerships** to address the changing workforce needs of their communities.

Prosperity **SUCCESS** by the NUMBERS

Updated on March 31, 2025

KPL



Program Completion
Goal: 80%
Outcome: 85%



Participants Employed
Goal: 75%
Outcome: 75%



Women Enrolled
Goal: 50%
Outcome: 46%



**Wage over \$17 per
hour:**
Goal: 75%
Outcome: 85%

RETURN ON INVESTMENT

These programs deliver measurable financial returns.

Oregon's investment in workforce readiness has already proven to reduce state costs and boost revenue.

- **\$35 million investment will generate \$23.1 million in new tax revenue from increased earnings and \$195.4 million in reduced social services costs. That amounts to an estimated total annual financial benefit to the state and taxpayers of \$219 million.**

\$219 million benefit to taxpayers

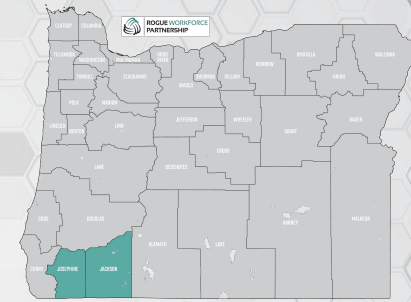


A **fraction** of the **FACES** of those we have helped

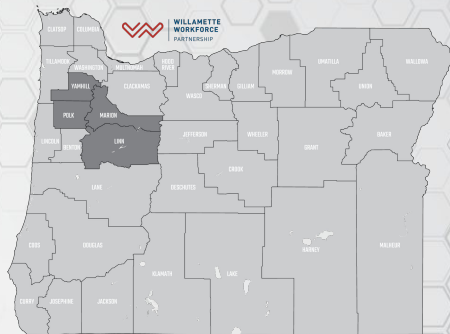
Play Video
by clicking on the images



**ROGUE WORKFORCE
PARTNERSHIP**



Rogue's P10K Programs supporting Healthcare & Construction Trades



**WILLAMETTE
WORKFORCE
PARTNERSHIP**



Mid-Willamette's **FACES** of Health

Play Video
by clicking on the images

The Oregon Workforce Partnership champions workforce development in Oregon by working to ensure our workforce system is visible, effective, and innovative.



OREGON WORKFORCE PARTNERSHIP

ADVOCATE | COLLABORATE | INNOVATE

We believe every Oregonian has a right to PROSPER.

**This investment doesn't just fight poverty—
it ends it, one person at a time**

Unlocking Opportunities:
An Assessment of the Oregon Prosperity 10,000 Program

Report to the Oregon Workforce Partnership

December 2024

Greg Schrock, PhD
Associate Professor and School Director
gschrock@pdx.edu

Surya Joshi
Graduate Research Assistant
joshisur@pdx.edu



Unlocking Opportunities: An Assessment of the Oregon Prosperity 10,000 Program

Executive Summary

Prosperity 10,000 (P10K) is a workforce development program that was created in 2022 through the Oregon Legislature's passage of Senate Bill 1545, which created Future Ready Oregon. \$35 million in P10K funds were distributed to the state's nine Workforce Development Boards (WDBs), to be spent by 2026, overseen by the Oregon Higher Education Coordinating Commission (HECC).

This report was commissioned by the Oregon Workforce Partnership, a membership organization of local workforce development boards, in order to provide an independent assessment of how Prosperity 10,000 has been implemented and what impacts it has generated. Our research for this report focused on three questions:

- 1) Why was the Prosperity 10,000 (P10K) program created? What needs does the program fulfill?
- 2) How have local Workforce Development Boards utilized P10K funds?
- 3) What impacts has the P10K program generated?

We researched these questions through: semi-structured interviews with over 30 individuals, including state program officials, local workforce development board staff, and P10K provider staff; analysis of administrative data entered into the I-Trac database; and review of quarterly reports submitted to HECC.

Findings

- *P10K investments were critical in addressing pandemic-related workforce and community needs, but also long-term federal disinvestment from workforce development programs.*

The COVID-19 pandemic opened up the vulnerabilities in the workforce that were already building prior to the pandemic: employers facing difficulty finding the workers they needed; workers struggling to meet basic needs, especially around housing and child care; and long-term disinvestment in skills training and declining resources for workforce services.

- *Local Workforce Development Boards invested P10K funding into established and tested workforce programs, as well as innovative programs to reach underserved populations and community workforce needs.*

Around the state, Workforce Development Boards moved quickly to get P10K resources out to their provider networks in 2022, enabling them to ramp up their efforts to get jobseekers from priority populations trained and back to work. And at the same time, they used P10K to fund new approaches and expand and diversify their provider networks to reach underserved communities and populations.

- *P10K enabled workforce providers to serve individual jobseekers more effectively by reducing barriers to access and allowing more flexible, holistic service delivery, leading to successful outcomes.*

The flexibility of P10K resources is important in allowing providers to meet employers and jobseekers where they are, for example by layering on wraparound services to ensure individual success, or by crafting hiring and training partnerships more tailored to the needs of individuals and firms, in ways that WIOA resources alone do not permit.

- *P10K has been an important tool for strengthening the capacity of local workforce development organizations to respond and build collaborative partnerships to address the changing workforce needs of their communities.*

P10K funding has enabled WDBs to deepen and broaden the workforce service infrastructures in their regions, and support them to do what they do best: connect stakeholders, integrate resources and invest strategically for the success of jobseekers, employers and the community as a whole.

Conclusions

- *P10K has served an ongoing - not just a pandemic-era - need in Oregon's communities.*

P10K represented a generational investment in the state's workforce, but it would be a mistake to think of P10K as a "one shot" investment for which the need has gone away.

- *P10K has not just been about serving more individuals - but serving them more effectively and holistically.*

P10K has enabled thousands more Oregonians to get trained and connected to jobs and economic prosperity, but the key to the program's success is about how it enables the existing system to *work better* for both job seekers and employers.

- *P10K has strengthened local capacity to innovate and respond to changing regional economic and workforce development needs.*

P10K has demonstrated the important role that local Workforce Development Boards play as critical, on-the-ground leadership capacity for responding to the ever-changing workforce needs of individuals, businesses and communities.

I. Background

A. *What is Prosperity 10,000?*

Prosperity 10,000 (P10K) is a workforce development program that was created in 2022 through the Oregon Legislature's passage of Senate Bill 1545, which created Future Ready Oregon. P10K funds were appropriated to the Oregon Higher Education Coordinating Commission (HECC), which distributed them to the state's nine Workforce Development Boards (WDBs) based on the federal Workforce Innovation and Opportunity Act (WIOA) Title I formula. The legislature appropriated \$35 million in total - \$15m from Oregon General Fund, to be spent by June 2023; \$20m from American Rescue Plan Act (ARPA), to be spent by 2026.

According to HECC¹, the P10K program has the following objectives:

- Include at least 10,000 total individuals who participate in the program;
- Improve the capacity and responsiveness of the public workforce system;
- Ensure that services and benefits available through workforce programs are provided to individuals from Priority Populations;
- Provide increased access for Priority Populations to services and benefits available through workforce programs;
- Ensure that at least:
 - 50% of the individuals who participate in the program are women
 - 80% of the individuals who participate successfully complete the program
 - 75% (of unemployed/never employed) obtain employment
 - 75% (of unemployed/never employed) earn >\$17/hour.

B. *Report objectives*

¹ Future Ready Oregon 2023 annual report

This report was commissioned by the Oregon Workforce Partnership, a membership organization of local workforce development boards, in order to provide an independent assessment of how Prosperity 10,000 has been implemented and what impacts it has generated. As the P10K program is still being implemented, this report is not intended as a formal evaluation, but rather as an opportunity to highlight important themes and contributions of the program to date, as state legislators and agency officials weigh future state investments in workforce development.

II. Research goals, questions and approach

Our research for this report focused on three questions:

- 1) Why was the Prosperity 10,000 (P10K) program created? What needs does the program fulfill?
- 2) How have local Workforce Development Boards utilized P10K funds?
- 3) What impacts has the P10K program generated?

We sought to answer these questions through three sources of data:

- Semi-structured interviews with HECC staff (N=3), leadership and staff from all nine WDBs (N=18), and a sample of ten P10K providers throughout the state (N=12). Each interview lasted approximately 45-60 minutes, and was recorded, transcribed and thematically coded using a qualitative data analysis program. A list of interview questions is provided in the Appendix.
- P10K program data entered into the I-Trac database by P10K providers, which includes information on participant characteristics, program activities, and outcomes. Our analysis of this data was at the level of providers and WDBs, meaning that we did not analyze individual-level participant outcomes.
- Quarterly reports submitted by WDBs to HECC officials, which provided additional qualitative information about program activities, outcomes and challenges. In some cases, WDBs provided us with case study materials that they produced on P10K activities and outcomes.

III. Findings

A. Need for P10K

P10K investments were critical in addressing pandemic-related workforce and community needs, but also long-term federal disinvestment from workforce development programs.

The need for increased investment in workforce development has been recognized for some time. There were efforts to address workforce needs of communities initially realized for East Multnomah County by Oregon Representative Jeff Reardon and subsequently created a bill for Prosperity 1000. While this effort did not bear fruit, the underinvestment in workforce development, changes coming to Oregon workforce and their effect in urban as well as rural communities were long understood.

However, the COVID-19 pandemic brought new attention to the need for workforce development. As one WDB executive put it:

“(O)nce the pandemic hit, everything became a workforce issue. And I think there was this recognition like, wow, we have a whole system. There are people who have been trying to solve this. And so, I think there were a lot of eyes that opened up about workforce development in the early part of the pandemic.”
(WDB exec)

This took several forms:

Employers struggling to find workers. The pandemic brought acute labor shortages for employers across many industries, as many workers exited the labor force due to retirement, health concerns, or to care for children attending remote schooling. Even as pandemic conditions eased, workforce development officials were hearing from employers about the difficulty they faced finding qualified applicants:

“... (E)mployers were having a very difficult time finding skilled employees. And there are a lot of people who didn't have the skills that matched what employers were looking for. ” (WDB Staff)

Although this challenge impacted virtually all sectors, it exacerbated the shortages facing certain sectors like transportation. Across all workforce boards, the supply chain crisis of 2021/22 meant that there were more opportunities for commercial truck drivers. Industry across the state collaborated with Worksource Oregon to reach out to people who were interested in joining the workforce and trained them for Commercial truck drivers licence.

Un- and underemployed workers struggling to meet basic needs, especially housing. Many Oregonians, especially in service industries, lost their jobs during the pandemic, and even those who maintained their jobs were living paycheck to paycheck and risked losing their housing, especially once pandemic-era eviction moratoria were lifted. While all other social services were strained, there was a need for workforce programs that could allow people to get into short-term training and into jobs where they could get a living wage. But in some cases, housing insecurity or lack of access to affordable child care remained significant barriers to participating in training programs or showing up to a job.

Workforce segments facing new barriers. The pandemic introduced new strains and barriers for many workers and workforce segments, which posed challenges for workforce development providers to support them effectively in accessing and maintaining employment. For many adults, the pandemic brought mental and sometimes physical health challenges that required additional support, necessitating more sustained engagement by workforce provider staff.

“We have such an array of options and abilities. We have some veteran services programs that are specific. We have housing and support service programs for active, addicted customers who are dealing with, you know, homelessness, or who are trying to get into sober living, who are trying to

get connected with stability. And that's anywhere in their addiction process. It could be in recovery. It could be active. So we can serve depending on where they're at in different ways. Any barrier population that may have lost their job during Covid. We serve that on a separate grant and separate level as well." (Lead, provider organization)

Young people who had been sequestered at home in remote learning during critical development periods faced challenges to adapt to the professional norms and expectations of the workplace.

".....a class on just general professionalism. You know what expectations are in the workplace. Stay off your phone, show up prepared, show up on time that sort of thing, and then one on job interviews and a mock interview. After that they go and do 20 hours of service learning in our agency typically in our community connect program, but anywhere they can work with the supervisor where they get a chance to show that supervisor is the. You know this individual is work ready. And so after that 20 h, we have a good idea of whether or not the youth is going to show up on time or whether or not they're going to follow instructions. Well, basically, it gives us an extra chance to vet the youth before we send them out to go work for a business and represent us..." (Provider, career coach)

For lower-income and new immigrant populations, the rapid shift to online service delivery in the pandemic increased the need for laptops and Internet access to support training and job search activities. Programs that require participation of minoritized communities and youths have the main challenge of being sticky enough to engage participants for the full service cycle and cooperation.

Long-term effects of federal disinvestment. The acute nature of the pandemic simply reinforced the challenges that local Workforce Development Boards faced due to long-term declines in federal support. Although WDBs had become creative and entrepreneurial in expanding their resources (e.g., leveraging the federal "SNAP 50/50" program), the decline in federal support

through the Workforce Innovation and Opportunity Act was significant, as one WDB executive described:

“As a state, we've experienced a 50% decline in federal resources for workforce development over the past 12 years. So we used to get \$60 million as a state and now we get about 30. And the mandates just keep coming.”
(WDB exec)

This decline in resources meant that, even before the pandemic, local workforce professionals struggled to meet the demand adequately. One WDB staffer put it this way:

“Be really honest. When you have very low funding, which is what we did, we were kind of like, shoestringing it along and just barely making it, our providers didn't have enough staff to be able to staff the center as well as being able to go out and do the recruitments because people aren't coming to the centers like they were before.” (WDB staff)

In practice, declining WIOA resources meant that workforce boards have been forced to curtail their training activities and be more selective about who gets training. This has hampered innovation, as new demand in childcare, IT training and manufacturing training are often not addressed. Training tailored to specific community needs is difficult to organize due to the lack of commitment from state or federal agencies.

The pandemic has put additional strains on this limited funding base, both through cost pressures and the increased need for ancillary supports, as one WDB exec described:

“The cost per participant has increased extensively right now, just because of the level of barriers of people, but also people aren't willing to just go to training. It's not good enough to just pay for training anymore. You got to pay for training, supportive services and all the barrier reductions.” (WDB Exec)

While the acute pressures of the COVID-19 pandemic have abated to a significant extent, the chronic funding challenges faced by local WDBs

remain. The P10K program played a critical role in “surging” resources into the workforce investment system to help meet that acute need, while at the same time helping to revitalize a system under strain from long-term disinvestment.

B. How P10K has been used

Local Workforce Development Boards invested P10K funding into established and tested workforce programs, as well as innovative programs to reach underserved populations and community workforce needs.

The state’s nine WDBs each used their P10K funding in ways that reflected the needs of their communities. Four specific themes emerged from our analysis:

- *Boards put funding into established and tested programs.*

To a significant extent, local WDBs worked through their existing networks of providers and programs with a track record of performance and success. This was especially true in the first year of the program (2022/23), when boards were allocated \$15 million of General Fund monies that needed to be spent by the end of the fiscal year. The initial funding had to go out the door to communities quickly. This made it reasonable for WDBs to fortify their existing programs rather than try to stand up new programs. The additional resources from P10K enabled those providers to serve more jobseekers than they had been previously, and to offer more significant interventions, such as paying for workforce training programs, than they would have been able to otherwise. In this regard, the surge of P10K resources into the workforce system gave providers an unprecedented opportunity to increase capacity to address the needs facing job seekers who were newly unemployed and wanted to change careers but because of financial needs to pay bills, they were not able to join training programs. This enabled a variety of established programs to scale up.

For example, Worksystems prioritized “shoring up” the programs that they had a long relationship with, including the pre-apprenticeship programs which already had a lot of success in the previous year were able to benefit from better funding and support service. Similarly in the same region, “Driving Diversity” programs expanded in partnership with Waste Management and Rose City Hauling with Interstate Trucking as a training partner. The training allowed people to train regardless of their background to get the training with 80% placement rate.

Workforce boards exist as a collaborative entity between local industries, chamber of commerce, non profits, labor unions and community to fund the local workforce development, set local priorities and goals to meet local employment and skills demand. This made the nine workforce development boards a primary and preferred way to get the funds out to the needed communities. The existing partnerships allows funds to flow through the existing contract with flexibility that P10K funding offered. This type of existing relationship not only allowed funds to be rapidly deployed but also helped supplement existing programs that were already supporting people in the communities.

- *Boards funded needed wraparound services and supports.*

In addition to supporting traditional workforce development services such as career coaching, skills training, and on-the-job training, local WDBs used P10K funding to support “wraparound” services that addressed barriers to completing training or holding employment.

According to I-Trac reports, 26 percent of the direct spending by P10K providers statewide went to wraparound services, with 10% going to housing and rental assistance, 4% to transportation, and less than 1% to child care (Table 1). These kinds of wraparound services were very difficult to provide otherwise because of WIOA budget limitations and other service limitations. WDBs felt that this increased the participation rate and success of their jobseekers.

Table 1
P10K Provider Direct Spending by Category

Category	Grand Total (\$)	Percentage
Tuition and fees assistance	2,865,093	53%
On-the-job training (OJT)	627,388	12%
Wages	493,234	9%
Wrap around services - total	1,373,402	26%
Residential assistance	531,537	10%
Stipend	280,000	5%
Transportation	219,472	4%
Tools	169,880	3%
Other services	160,604	3%
Childcare	11,909	0%
Grand Total	5,359,119	100%

Source: I-Trac

Across the board, some of the biggest support services funds have been spent on housing and rent payment. For example Southern Oregon Workforce Board not only paid housing costs for people in CDL training but also in some instances provided hotel costs and cost for mobile housing for the duration of CDL training. Allowing people who were homeless or at risk of being homeless to attend on demand training while providing wraparound services to ensure successful outcomes.

In other cases, training stipends were an important way to help individuals meet their household needs while they were participating in training programs.

- *Boards created innovative new programs and partnerships.*

Even while they invested in their existing workforce infrastructure, many WDBs took advantage of the flexible P10K resources to create innovative new programs and partnerships reflecting unique local labor market needs. These new programs were often developed in consultation with the local business community. Some examples, elaborated in [Appendix A](#), include:

- Dental assistant apprenticeship (Columbia River Gorge)
- Crane operator training (NW Oregon)
- Restaurant entrepreneurship training (NW Oregon)
- Pilot training for Afghan refugees (WWP)
- Expungement services (CWP).

In some cases P10K funded training programs that were not on the “Eligible Training Provider List” (ETPL) in their respective regions. Funding eligibility for non-ETPL training can mean a better service for participants and local industry to fulfill what is needed by the industry as well as individual career goals for job seekers. The non-conventional training may also include the service for individuals in conventional training but who needed higher support services in order to successfully complete it. Rent assistance and increased support service and stipend means that a significant number of people were successfully able to complete training and obtain employment (Reference ITRAC data).

Such industry-driven partnerships are pivotal to the mission of WDBs as it is the way they achieve their mission to address needs in the local economy. But partnership does cost as local business partners can provide and subsidize a lot of cost and requirement for training and employment while they are not able to fulfill the individual support service needs and be able to provide a culturally appropriate career coaching service.

An example of this is with Columbia Gorge Community College. By the time CGCC received P10K funding, Hood River county had already recovered to about 2.5% unemployment. The P10K funds thus were utilized for the Dental apprenticeship program because local providers were struggling to hire dental assistants. This type of hyper-local assessment of the local job market

could be only performed locally because of local employer connections that workforce boards and worksource offices possess.

- *Boards expanded and diversified their provider networks.*

P10K funding enabled local WDBs to expand and diversify their provider networks, bringing in new organizations to help them reach underserved priority populations. This includes communities of color, but also rural and frontier communities. Several boards ran RFP or RFQ processes leading into the second year of the P10K program starting in 2023, which was funded through the American Rescue Plan Act.

For example, Lane Workforce Board partnered with local industry partners (Lanz Cabinet) were able to partner with Catholic community services (new providers) to reach out to Latino skilled workers in the area. This allowed the diverse community to benefit from local industry while also shifting cultures and strategy within the industry to accommodate new cultures in the existing workforce.

The allocation of navigation funds allowed workforce boards to establish a network of navigators to do outreach. As one WDB described:

“navigator funds we were using, which are part of that (P10K) package. We're using different CBOs for those and primarily Hispanic CBOs that serve the Hispanic population because that's one of the larger populations in our region, that's very underserved. They don't often utilize workforce services, we're expanding into some new creative CBOs that we haven't worked with yet.” (WDB Exec)

Specially increased outreach from workforce professionals in the rural area helped increase participation from often out of reach communities. In the East Cascades Works region, the mobile van based services to rural communities helped not only make service visible but often helped communities to take benefits of workforce services. It has also supported

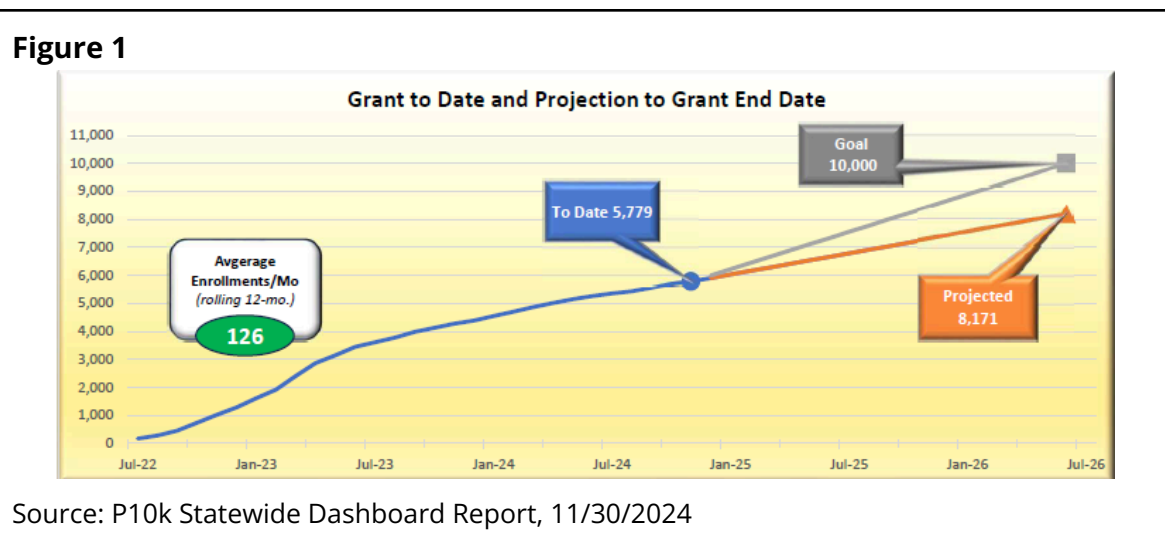
outreach for returning citizens by enhancing services in incarceration facilities.

Another new addition in the provider network was Ant Farm. The organization based in rural Clackamas County provides youth work experience. The P10K program helped Ant Farm to expand their internship program and also allowed them to conduct industry visits to the local manufacturing industry where youths learned about manufacturing jobs and helped create an interest in joining them. For others it provided a valuable work experience and income stream.

C. Impacts of P10K

- *Quantitative outcomes*

As indicated above in section 1.A, the Oregon Legislature established a set of quantitative and qualitative objectives for the P10K program. The quantitative indicators relate to: total number of program participants; the share of those participants who successfully complete their program and

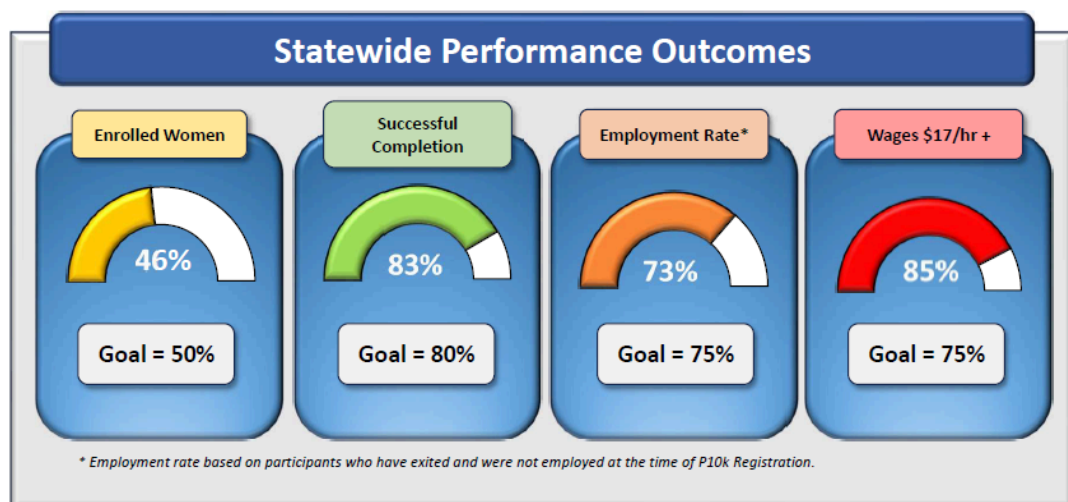


gain employment at wages of \$17 per hour or higher. Additionally, the share of program participants who identify as women.

Based on the most recent Statewide Dashboard Report produced from the I-Trac database, the P10K program is largely meeting its quantitative benchmarks.

- **Total participants:** According to the November 2024 statewide dashboard, a total of 5,779 individuals were enrolled in P10K-funded training and employment services (Figure 1). This figure does not include nearly 3,000 individuals who received services such as record expungement but were not formally enrolled via I-Trac. The current rate of enrollment has slowed significantly since the shift over to ARPA funds in 2023, and is projected to exceed 8,000 by the end of the performance period in 2026.
- **Completion, Employment and Wage Outcomes:** According to the most recent Dashboard figures, P10k providers around the state have exceeded the completion rate target (83%, compared to an 80% target); nearly reached the employment rate target (73%, compared to target); nearly reached the employment rate target (73%, compared to

Figure 2

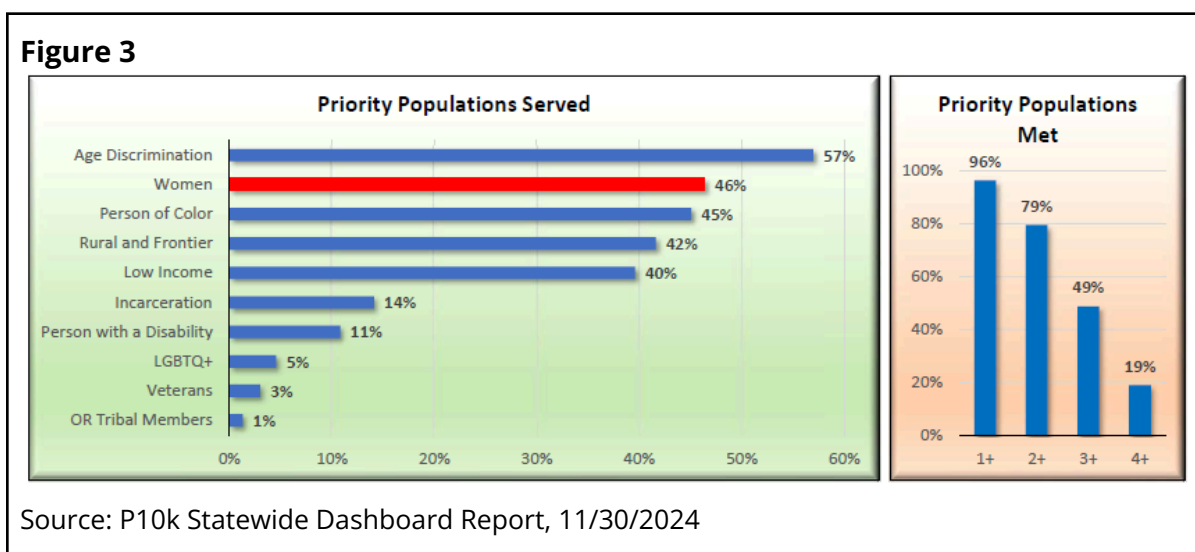


Source: P10k Statewide Dashboard Report, 11/30/2024

75%); and significantly exceeded the share of exiters exceeding \$17 per hour in wages (85%, compared to 75%) (Figure 2). Of the 3,954

employed individuals served through P10k, the average wage reported was \$21.00 per hour, with 66% of individuals receiving health or retirement benefits at their job.

- Priority Populations:** Nearly all (96%) enrolled P10k participants aligned with at least one of the priority population categories established by HECC (Figure 3); nearly 80% aligned with two or more categories and half aligned with three. This includes nearly 57% within populations subject to age discrimination; and nearly half women (46%) and Black, Indigenous and People of Color (BIPOC) (45%). The women participant share is slightly below the 50% benchmark established by the Legislature; the BIPOC share well exceeds their representation in the Oregon population overall (29%)².



As important as these quantitative outcomes are, the purpose of this report is to address the qualitative objectives outlined above - in particular:

- Increase access to services and benefits for Priority Populations; and
- Improve the capacity and responsiveness of the public workforce system.

² US Census Bureau, American Community Survey 2023 1-Year Estimates

- Increase access to services and benefits

P10K enabled workforce providers to serve individual jobseekers more effectively by reducing barriers to access and allowing more flexible, holistic service delivery, leading to successful outcomes.

Reducing barriers to access. P10K enabled local workforce development providers to serve a wider range of people than they were before. The funding gave them the ability to remove barriers for people to participate and get results quickly. Due to funding restriction and unavailability for WIOA program enrollment may take several steps like getting an ID, showing proof of employment eligibility, and upon enrollment few more steps to access training dollars without much support service. P10K in the meanwhile did not have the same restriction and funds could be rapidly deployed for qualified training and support service that leads to their success.

“The barrier was being able to do something quick or in one place, in house, or say, I can take care of these things for, you don't have to go do these seven steps, and you know we can't. We could solve whatever was in front of you right now. So if you were stressing about losing your car or not having a place to sleep or this bill that was preventing you from going to work. We could you know, your utilities are done. So, what's the reason that you're not able to attend training tomorrow?” (WDB lead)

Other factors that reduced barriers were the relatively broad categories for priority populations, which meant that providers did not necessarily need to turn away as many jobseekers as other programs. And while providers are expected to meet post-program job placement and retention outcomes, they considered them less “high stakes” than WIOA performance measures, which have the effect of disincentivizing serving individuals with more barriers.

More holistic service delivery, improving the chance of success. P10K enabled workforce providers to address the needs of jobseekers more holistically, making it more likely that they would achieve success. They were able to

layer on housing, transportation and other assistance to help ensure that the existing participants complete what they were starting. This fostered collaboration between housing service providers and workforce service providers, as one WDB staffer put it:

“I came from a community action agency before this and what really struck me was how impactful a small amount of money made when you're pairing it with the workforce.” (WDB lead)

One example of improved outcomes for both career and housing was the CDL training program that Southern Oregon Workforce Board organized that focused on the unhoused population. Participants getting into CDL jobs were provided with motel vouchers and rent assistance which allowed them to better engage in training and get licenced to start the job, permanently mitigating the homelessness for an individual or a family.

“And we paid for a lot of housing to put people into truck driver training. Co-enrolled them. I co-enrolled them with or we had a big EDA grant that was doing truck drivers. And so you could take some of those living on the street in four to five weeks in a hotel. They had gone through truck driver training and they just went from homeless to \$65,000 a year with minimal investment. We did some rapid rehousing. We did a little bit of rental assistance.” (WDB lead)

The staff further elaborated that altogether 80 individuals who were housing insecure were able to get services from the program, resulting in a significant positive impact for the unhoused population in their community.

Such a success on individual outcomes were also affirmed by a HECC official:

“... qualitatively, we have a lot of examples of participants saying, but for that gas card or but for that housing stipend, I would not have been able to complete this program and through P10K, it is really the partnerships. I mean, you know this. The boards aren't actually the service providers in most cases, but it's through those regional partnerships and service providers

where qualitatively, we're hearing stories of success for individuals. It's that flexibility of funding that has made all of the difference in expanding the breadth of who can be served and what what can be paid for." HECC official

The ability to utilize wrap-around services also prove that increased support does allow workforce service providers to be more creative, and ensure participant success. This is demonstrated by both the number of people served and the quality of outcome they have generated.

- Improve system capacity and responsiveness

P10K has been an important tool for strengthening the capacity of local workforce development organizations to respond and build collaborative partnerships to address the changing workforce needs of their communities.

P10K funding has given WDBs the unique opportunity to both *deepen* and *broaden* the workforce service infrastructures in their regions. By giving them the flexibility to deploy resources in ways that meet the needs of their communities, P10K has supported local WDBs to do what they do best: connect stakeholders, integrate resources and invest strategically for the success of jobseekers, employers and the community as a whole. P10K funding has enabled them to collaborate with other local organizations that were not previously part of their provider networks.

In some cases, WDBs have provided technical support and project design to local organizations seeking funding directly from HECC through Future Ready Oregon (FRO) grant programs. Although there is some concern that FRO investments bypass the local WDB infrastructure, the boards can play an important integrative role at the regional scale:

"... the challenge and the opportunity is really in this sort of storming and norming around systems change and the alignment of the system, both recognizing and respecting regional differences while also elevating a statewide strategy. That both and how we're expanding the partners that

comprise the workforce system in a way that is integrating with the workforce system.” (HECC official)

One of the key systems outcomes of P10K has been to support regional capacity. Even if P10K funding does not continue in the future, it has been an important tool for relationship- and network-building within local areas, which will strengthen their ability to collaborate and respond to future challenges.

IV. Conclusions

Prosperity 10,000 (P10K) was a bold experiment in workforce investment on the part of the Oregon Legislature. By sending \$35 million to the state’s nine Workforce Development Boards (WDBs), the Legislature and the Higher Education Coordinating Commission (HECC) seized the moment of the COVID-19 pandemic to inject resources into a critical infrastructure for helping Oregonians get back to work, advance their careers, and strengthen the state’s economy. Nearly three years later, even as providers continue to use that funding to achieve the program’s goals, we can take stock of the impact that P10K has had.

P10K has served an ongoing - not just a pandemic-era - need in Oregon’s communities.

The pandemic served as a wakeup call for how important workforce development programs and institutions are in helping individuals succeed in the job market, and supporting businesses to find the workers they need. The acute labor shortages experienced in 2021 and 2022 helped to motivate the creation of the P10K program, but they were a manifestation of several long-run trends that preceded the pandemic, such as: private and public disinvestment in workforce skills and training; housing insecurity and unaffordability; and the inaccessibility of affordable, quality child care. The pandemic simply exacerbated these issues, while introducing novel workforce challenges and barriers for many priority populations.

In this context, P10K - and the Future Ready Oregon program overall - represented a generational investment in the state's workforce. But it would be a mistake to think of P10K as a "one shot" investment for which the need has gone away. Federal disinvestment in workforce programs over the years has made it very difficult for local workforce boards to meet the needs of their communities, a trend that is unlikely to change in the next four years. Without P10K, the ability of local workforce boards to meet the needs of communities across Oregon would be significantly weakened.

P10K has not just been about serving more individuals - but serving them more effectively and holistically.

The name - Prosperity 10,000 - points to a very straightforward impact of the program: thousands more Oregonians have gotten access to workforce services as a result of these legislative investments. Workforce boards and providers reported that P10K enabled them to break down barriers to access and serve more people than they ever could before - both because existing providers did not need to turn away people in ways they have been forced to in the past, and because they could invest in new capacity to reach underserved populations.

But P10K also did something important: it enabled workforce providers to serve their customers *better*, more effectively and holistically. The flexibility of P10K funds gave providers the ability to start where the need was - whether it was a jobseeker experiencing significant barriers to employment, or a business facing difficulty finding qualified workers. In many cases, workforce providers used P10K funding to layer on supports such as stipends and career coaching, and wraparound services such as transportation, housing or childcare, that were critical for individuals to successfully complete their WIOA-funded training program or retain a family-wage job. In other cases, it gave workforce providers the ability to develop innovative, customized training programs in collaboration with local businesses.

P10K has strengthened local capacity to innovate and respond to changing regional economic and workforce development needs.

The success of P10K reflects an important point about the roles that local Workforce Development Boards (WDBs) play in supporting Oregon's economic vitality. WDBs are much more than just administrative bodies for implementing Federal and State workforce programs; they are critical, on-the-ground leadership capacity for responding to the ever-changing workforce needs of individuals, businesses and communities. The P10K program has entrusted boards to invest those resources in ways that best reflect the needs of their communities, through a combination of established and innovative programs and providers that enable local workforce ecosystems to adapt and change over time. Oregon's economy benefits through these investments in regional workforce development capacity, and should be sustained into the future.

Appendices

- A) Examples of Innovative P10K-Funded Programs
- B) Full List of P10K Provider/Contractors
- C) Interview Protocols

Appendix A

Examples of Innovative P10K-Funded Programs

Gheen Irrigation (Lane Workforce Board)

When Gheen Irrigation upgraded their equipment and needed workers who were skilled in robotic welding, they could not hire anyone locally. They approached the Lane Workforce board and used some of the P10K funds to train their incumbent workers. Training was provided by the equipment manufacturer. This allowed Gheen irrigation to remain competitive and even expand their operation.

Ant Farm (Clackamas Workforce Partnership)

Ant Farm's youth work experience program in rural part of Clackamas county served youths to get workplace training and work experience with local employers. The bilingual component of the program helped Spanish speaking youth to take part in the program while also providing youths to visit local businesses and learn about manufacturing, Construction and IT professions. This also helped local businesses to hire locally and often address their workforce needs.

Bilingual EMT training (Willamette Workforce Partnership)

Willamette Workforce Partnership worked with local ambulance companies from the northern part of Marion County, specifically Woodburn, while other providers mentioned that they need more bilingual Emergency Medical Technicians (EMT). They funded a bilingual EMT program with Chemeketa Community College and with a community based organization. This allowed the trainees to become EMTs in the local areas while also getting interested in other healthcare programs and seeing a path to success.

Dental assistant apprenticeship (Columbia Gorge CC/East Cascades Works):

Columbia Gorge Community College (East Cascades) was approached by Community Health, a local medical, dental and mental health provider in Hood river and the Dalles. They were struggling to fill the dental assistant position locally and could not hire from other areas as well as the cost of living in the area was high. They partnered with Southwestern Oregon Workforce Board's Partner Allied health Crane operator training (NW Oregon). The program helped to train 6 medical

assistants with all but one graduate working locally. Then when the Dental Apprenticeship program was approved by BOLI, 4 people are on course to finish the program by October, 2024 and CGCC is also covering the cost of their radiology exam.

Driving Diversity CDL training (Worksystems inc): 28 participants, primarily women and people of color graduated from Driving Diversity CDL training from Interstate Trucking, a black owned CDL training institution. This program has been formed in partnership with local waste haulers. Successful participants are able to secure jobs among the waste hauling companies in the area. These are union jobs with full benefits and retirement and offer stable jobs to diverse communities which would otherwise have a hard time stepping their foot at the door.

Quick Start Semiconductor Training (Worksystems inc): Quick Start Semiconductor training is organized in partnership with Intel and intends to train people for entry level positions in semiconductor manufacturing. The sophistication of tools and processes makes it difficult especially for people of color to set foot in the semiconductor industry. This program provides stipend to the participants for completing the training in addition to interviews with local semiconductor manufacturers. Participants from various industries have benefited from this training to switch into manufacturing positions.

Restaurant entrepreneurship training (NW Oregon Works):

With the flexibility of P10K funding one of the several innovative training that Northwest Oregon WOrks did was cohorts of small business. Among one of them they did a restaurant entrepreneurship training that helped local food entrepreneurs to learn on establishing their own food business. Since the region is a major hub for visitors, the training helped folks in the region who are not going to community college or other institutions for other career track training to focus on their small business and entrepreneurship.

Crane operator training (NW Oregon Works):

WTC Marine, a local company in Astoria worked with the NW Oregon Workforce board to run a cohort of crane operators to work on a giant crane that they just

brought to serve large vessels. Program fulfilled the workforce needs of a local company while also helping them to expand their business and grow. Part of the trainees were incumbent workers from the company which also allowed them to hire less experienced staff from within the region.

Pilot training for Afghan refugees (WWP):

Salem for Refugees was provided funds to train a cohort of Afghan pilots who already had flying experience in Afghanistan to get used to language, and technology and also get their flying license. Six of the 7 participants who started the program were able to get their flying license.

Expungement services (Clackamas Workforce Partnership):

CWP worked with Clackamas Family and Community Connection to run an expungement clinic. Over 2000 people were able to take advantage to clean their record and be able to re-start their life in the communities. This opportunity not only allows returning citizens to expunge their records but also opens opportunities to get employment, training and stabilize their housing situation.

Appendix B

Prosperity 10,000 Service Providers

Metro

WSI

- Immigrant and Refugee Community Organization (IRCO)
- Central City Concern
- CSS Commercial (Administrative)
- New Avenues for Youth
- Creating IT futures/ COMPTia training
- Portland Community COLlege (PCC)
- Portland Opportunities Industrialization Center (POIC)
- SouthEast Works
- The Urban League
- Mount Hood Community College (MHCC)
- Latino network
- Human Solution/ Our Just Futures
- Interstate Trucking
- Depaul Industries (Administrative)
- FCCC (Administrative COntact)

Clackamas

- Ant Farm
- Clackamas Community College
- Clackamas Family & Community Connections
- Oregon Manufacturing Extension Partnership, INC
- Immigrant and Refugee Community Organization (IRCO)

Coast

Northwest Oregon WDB

- Arbor Foundation DBA Equus Workforce Solutions
- Community Service Consortium

Valley/Mid-Willamette

WWC

- Chemeketa Community College
- CSC
- Demuniz
- INterface Network
- Medical Training Academy
- Micronesian Islander Community
- Mid-Willamette Valley Community Action Agency-DeMuniz
- Salem for Refugees
- South Coast Business

Lane

- Connected Lane County
- Lane County Health and Human Services
- Lane Workforce Partnership

Rogue

- Golden Rule Re-entry
- Project Youth Plus
- Valley Immediate Care
- Worksource Grant Pass
- Worksource Medford

Southern Oregon WDB

- Alternative Youth Activities
- South Coast Business - Coos Bay
- Southwestern Oregon Community College
- Southwestern Oregon Workforce Investment Board
- Umpqua Community College

Eastern

East Cascade Works

- Central Oregon Intergovernmental Council
- Columbia Gorge Community College
- Klamath Works

Eastern Oregon WDB

- Training and Employment Consortium

Appendix C

Interview questions

P10K state program officials

1. What was the context behind the legislation that authorized the Prosperity 10K program? What was the need for the program?
2. How are you working with local Workforce Development Boards (WDBs) to implement the P10K program?
3. Has the P10K program been successful in meeting its objectives?
4. What challenges or barriers have you observed in the implementation of the program?
5. How would you compare P10K with other programs funded through Future Ready Oregon? What is unique about it?
6. Do you see an ongoing need for a program like P10K in the future, or can other programs address those same needs?
7. What do you see as the most important information gaps for legislators and workforce decision-makers in understanding how the P10K program has been implemented so far?
8. Are there any other things that you think are important for us to know about the P10K program?

Workforce Development Board staff

1. What was the need for the Prosperity 10K program?
2. How has your Workforce Development Board utilized its P10K funding? What types of programs, populations and communities have you prioritized?
3. How would you compare P10K with other workforce programs or funding you oversee? What is different about it?
4. What successes has the program achieved?
5. What challenges or barriers have you experienced in the implementation of the program?
6. Do you see an ongoing need for a program like P10K in the future? What would happen if the program went away?
7. What do you think the most important “story” is about the P10K program that legislators and workforce development decisionmakers need to know about?

8. Are there any other things that you think are important for us to know about the P10K program?

P10K providers

1. Tell us about your organization and the range of services and populations/communities that it works in/with.
2. Why did your organization pursue P10K funding from the WDB? Did this funding support ongoing staff, programs or service delivery, or new programs?
3. To what extent has P10K funding been helpful in serving specific populations and/or addressing specific barriers to employment more effectively?
4. What successes has the program achieved?
5. What have been the main challenges in operating your P10K program?
6. Do you see an ongoing need for a program like P10K in the future? What would happen if the program went away?
7. What do you think the most important “story” is about the P10K program that legislators and workforce development decisionmakers need to know about?
8. Are there any other things that you think are important for us to know about the P10K program?