

# METHODOLOGICAL APPENDIX

## IDENTIFYING PROGRAMS WITHIN THE INFRASTRUCTURE INVESTMENT AND JOBS ACT THAT EMPHASIZE OR ALLOW WORKFORCE DEVELOPMENT ACTIVITIES

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This document provides more background on the methodological approach the Brookings team used to identify programs and funding within the Infrastructure Investment and Jobs Act (IIJA) that emphasize or allow workforce development activities. We defined “workforce development activities” as those related to recruiting, training, and hiring workers. Since there is no single federal agency or program responsible for workforce development within the IIJA, we conducted an extensive review of the legislation and related documents to examine programs and funding levels.

We carried out our analysis using the following four steps:

1. To identify IIJA programs emphasizing or allowing workforce development activities, we relied on three methods:
  - a. *Keyword search.* Using the Ctrl-F function, we carried out a keyword search of the IIJA’s legislative text and inventoried the provisions that matched with a keyword. We used the following eight keywords in our search: apprentice, worker, workforce, career, skill, community college, training, and job.

In addition, the team analyzed a set of other workforce-related keywords that either failed to appear in the IIJA, lacked enough specificity to yield a clear range of programs, or provided duplicative results compared to the above eight search terms. These other terms are: human capital, CTE, Perkins, career and technical, technical, school, education, STEM, talent, learn, counseling, service, services, awareness, outreach, navigate, navigation, one-stop, one stop, and AJC.

- b. The November 2022 White House report, [Equitable Workforce Development for Infrastructure Jobs](#). This report identifies programs within IIJA that can support workforce development activities, as well as other federal funding streams and programs that support education, skill-building and job placement. We inventoried the IIJA programs highlighted in the report, many of which also appeared through our keyword search.

- c. *Supplemental review of publicly available documents.* In a limited number of cases, we added programs that we did not identify through the keyword search or White House report based on other sources suggesting that recruiting, training, and/or hiring workers would be an implementation priority. These sources included the following:
- Notice of Funding Opportunity for the [Department of Transportation’s Multimodal Project Discretionary Grant Opportunity](#) for FY 22, Amended May 18, 2022 (for the Nationally Significant Multimodal Freight and Highways Projects grants program [INFRA])
  - Environmental Protection Agency Memorandum, “[Implementation of the Clean Water and Drinking Water State Revolving Fund Provisions of the Bipartisan Infrastructure Law](#),” March 8, 2022 (for the Clean Water State Revolving Funds and the Drinking Water State Revolving Funds)
  - [Notice of Funding Opportunity for the Federal-State Partnership for Intercity Passenger Rail Program](#), December 7, 2022.
2. We cross-referenced the list of programs identified in Step 1 against programs inventoried in the [Brookings Federal Infrastructure Hub](#), and dropped programs not included in the hub.

The hub is one of the most comprehensive databases of IIJA programs, organized by infrastructure type (transportation, water, broadband, etc.), federal agency, and estimated spending levels. Most important for our purposes here, the hub only includes programs tied to authorized or appropriated funds. It does not include policy changes that are not tied to funding, such as directing an agency to form a working group but not funding that action. Limiting our analysis to programs in the hub allowed us to focus on programs that send funding to states, localities, and other entities eligible for federal dollars—the focus of this brief.

3. We used our subject matter expertise to determine whether the remaining IIJA programs included a substantive focus on recruiting, training, or hiring workers. To inform that decision we consulted the legislative text; reviewed other publicly available documents from the Biden administration related to the infrastructure bill; and consulted executive agency staff.

In reviewing the legislation, we included programs if they met at least one of three criteria: 1) their stated purpose focuses on recruiting, training, or hiring; 2) workforce development activities are a consideration or priority in awarding grant funding; and/or 3) workforce development activities (recruiting, training, or hiring) play a role in carrying out the provision’s stated purpose.

Only a handful of programs met the first criteria. Although we set clear criteria for including provisions in this analysis, the task inherently included some ambiguities and required judgment calls; the purpose of legislative text is not to comprehensively describe the full range of activities involved in designing and carrying out policy. In some cases, we used our subject matter expertise to assess the relative importance of workforce development activities in carrying out the program’s purpose.

4. Drawing from the Brookings Federal Infrastructure Hub, we provided further information on the list of programs resulting from Step 3, including the agency in charge of the funds, total dollar amount authorized or appropriated, whether the program is new, and whether it is, funded by formula or competitive grants. This resulted in several summary statistics that we highlight in the main analysis. However, further monitoring and evaluation of the use of these funds over time is needed to fully analyze the ultimate reach and impact of any workforce development activities supported by the IIJA.