



GROSSMONT-CUYAMACA
COMMUNITY COLLEGE DISTRICT

*Project Labor Agreement Evaluation Plan
March 16, 2017*



PROCEDURE MANUAL

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PLA EVALUATION PLAN PROCESS

A. OVERVIEW

In 2012, the Grossmont – Cuyamaca Community College District voters passed a local bond measure, Prop V, for \$398 million. Based on the District’s Facility Master Plan, projects were prioritized and a schedule created based on the sale of the various series within the overall bond program for both campuses, Grossmont College and Cuyamaca College. In November 2016, the Governing Board of Grossmont – Cuyamaca Community College District (GCCCCD) approved the use of a Project Labor Agreement (PLA) for several projects under the Prop V bond program. The agreement is effective 30 days after the date the District receives a fully executed PLA with a term of 3 years. The purpose of this procedure is to define the processes of evaluating the impact, if any, to the projects that are subject to the PLA.

Projects

The PLA applies to the projects listed in Appendix A of the Project Labor Agreement. Projects subject to the terms of the PLA shall be:

1. Grossmont College
 - a. Phase 1 Arts & Communication Complex – Teaching & Performance Theater
 - i. Project includes the removal of Buildings 22 A-C and construction of a new 34,870 square foot 390 seat teaching and performance theater.
 - b. Phase 1 Science, Math & Career Tech Complex – Building 31
 - i. Project includes total renovation of 17,582 square foot classroom and lab building.
2. Cuyamaca College
 - a. Ornamental Horticulture Complex
 - i. Project includes renovation of both indoor and outdoor instructional space, including the existing building, nursery and associated site improvements with new greenhouses and storage.

Controlling Laws and Regulations

- California Education Code
- California Code of Regulations
- Labor Code
- GCCCCD Project Labor Agreement

Roles and Responsibilities

The Program Manager - The Program Manager oversees the general health of the program, manages the project managers, consultants and all their functions. The Program Manager tracks and communicates the progress of all aspects of the program to the District, College and other interested stakeholders.



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The Project Manager (PM) - The PM has ownership and responsibility for a specific project(s) from concept through closeout and turn over to the District. The PM reports to the Program Manager and provides necessary information on all assigned projects.

The Director of Labor Relations - Director of Labor Relations oversees the PLA Project Manager and will assist the District and all stakeholders with the management of the PLA. In addition, the Director of Labor Relations will act as a point of information and guidance to the District, the Building Trades, and any interested party.

The PLA Project Manager- The PLA Project Manager provides general guidance and direction and renders assistance to the District and Building Trades to manage PLA compliance, grievances, protests, or any other disputes that may arise from the implementation of the PLA; and collaborates with various labor organizations, District staff, and interested parties to ensure the PLA is managed in accordance with the agreement and state labor laws.

Outreach Coordinator – The Outreach Coordinator will assist with identifying small, disadvantaged and historically underutilized firms on State and local websites for notification of pending bid activities. In addition, the Outreach Coordinator will prepare and maintain database of all contractors including those that are relevant to diversity report. The Outreach Coordinator will also manage Outreach Events, including flyers to be distributed, room reservations, A/V, etc.

Key Terms

Project – Project refers to the projects that are applicable to the PLA, as outlined in Appendix A of the Project Labor Agreement.

The San Diego Building and Construction Trades Council “Council” - In this document, the “Council” refers to the Council that represents the various union trade organizations that are signatory to the PLA.

LCP Tracker – In this document, LCP Tracker refers to the online certified payroll reporting program.



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B. KEY PERFORMANCE INDICATORS (KPI'S)

The KPI's will be divided into Four (4) key sections, they are:

- Local Hire
- Project Cost Impacts
- Project Schedule Impacts
- Program Cost Impacts

Each section will have a baseline against which to measure. This will be based on previous projects completed under Prop R and to date on Prop V. Each section will provide information on how the baseline was created and what will be measured. The results will be transmitted to the District in the form of various reports.

Local Hire

The District has monitored various aspects of bidding participation on each project that has been bid under Prop V and Prop R. These include the number of bids received, if the bidders were small, minority or underutilized businesses, and the location of the bidding company. In addition, through the Labor Compliance Program, data has been compiled to show the zip codes of individuals working on past projects.

The PLA has established and quantified goals which place a strong emphasis on the utilization of residents who reside in the GCCCD footprint and the County of San Diego. The PLA verbiage states the local hire goals as follows:

1. 90% of the positions for Project Work for a particular Contractor (including Core Employees) by craft have been filled with residents of San Diego County, of which 40% should be residents within the District.
2. In the event the Union has no one in its job referral system who resides in the District the Union shall next dispatch residents of San Diego County or Veteran with a verified DD 214.
3. Any District Resident enrolled in an Apprenticeship Program after the effective date of this PLA shall be include in the 40% goal.

Measurement

- Set Baseline
 - The average of the Bidding Summaries for Prop V projects through April 2016 and a Multi Prime project from Prop R will serve as the baseline for bidding participation.
 - The average of the number of labor forces from the District zip code areas as defined above will serve as the baseline for labor participation.
 - Veteran participation has not been monitored or tracked in the past, so a baseline has not been established.
 - Apprenticeship participation is defined by the CA Labor Code, so the baseline will be that legal requirement.



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- Monitor and Measure
 - The bidding Participation summary currently in place will continue for projects under the PLA and will be measured against the baseline on a per project basis.
 - Zip codes will serve as the method for monitoring local labor hire goals. Zip codes will be broken into three different categories; East County, Local and Out of Area. The East County category includes all zip codes within the Grossmont-Cuyamaca Community College boundaries. Local zip codes combines all zip codes within San Diego County. The Out of Area category incorporates all zip codes that fall outside of San Diego County. These will be measured and recorded.
 - Additional information of reported zip code may be requested to verify the address/zip code provided is the employee's primary home residence.
 - The apprenticeship standards and apprentice agreements under which the apprentice is training, or the rules and regulations of the California Apprenticeship Council will serve as the method for monitoring the use of apprentices on the project.
 - The Workforce Dispatch Request Form provided daily by the various trades will serve as the measurable document for:
 - Veteran participation.
 - Apprenticeship Utilization.

The PLA Project Manager will collect the documents as defined in the PLA. During the project, the PLA Project Manager will monitor and report quarterly on the local hire goals utilizing the following documents and programs:

- Attachment "A" of the PLA – Letter of Assent – Form used to confirm the contractor agrees to be bound by the GCCCD PLA Agreement, and require its subcontractors regardless of tier to be similarly bound.
- Contractor/Subcontractor Assignment Form – Form utilized by the Contractor prior to the Pre-Job Meeting to identify the subcontractors being utilized as well as the work being assigned to each union.
- Workforce Dispatch Form – Form utilized by the Contractor to request workforce from the applicable union for the work being performed onsite.
- LCP Tracker – Online payroll reporting system utilized by the Construction Manager, General Contractor or District that allows payroll information to be easily reviewed and reported.

Additionally, per the PLA, the PLA Project Manager will review and report on the information as noted under section 5.5 (b) which states:

- The Contractors and Unions shall cooperate by maintaining adequate records to demonstrate to the Project Labor Coordinator on a quarterly basis that such goals have been pursued.



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Project Cost Impacts

Within the overall project budget is the construction budget. The design of the project must meet the current construction budget and the architect is required to provide a cost estimate at certain milestones of the design process as outlined in the Architectural Master Agreement. The milestone cost estimate is validated by program management and construction management. The current construction budgets have not been adjusted to account for any additional costs that may be incurred related to a PLA, nor has the Facilities Funding Plan, which is a roadmap of the projects, budgets and schedules.

The PLA outlines the bidding requirements in Section 4.2(a), which states if the District does not receive at least three (3) responsive bids or the lowest responsive and responsible bid is in excess of ten (10) percent of the architect's estimate, the District may reject all bids and re-advertise the project with or without the application of the PLA.

Measurement

- Set Baseline
 - The Facilities Funding Plan will serve as the baseline for the overall budget of each project. The Architect's Cost Estimate will serve as the baseline for the construction budget for each project.
 - The average number of bidders from past projects in Prop V and one Multi Prime project during Prop R will serve as the baseline for the bidding pool. Multi Prime is very similar to the Construction Management at Risk (CMAR) delivery method, which will be utilized for the PLA projects.
- Monitor and Measure
 - Based on the Construction Management at Risk delivery method, the projects will have several different bid packages. At the time of bid, the total combined value of all bid packages should not exceed the Facilities Funding plan construction budget and the architect's estimation of cost. The combined cost will be recorded.
 - The projects will have several different bid packages. Each package will be monitored for number of bids received at the time of bid opening and anomalies, if any, will be recorded.
- Rebidding
 - If the District does not receive at least three (3) responsive bids or the lowest responsive and responsible bid is in excess of ten (10) percent of the architect's estimate of any bid package, the District and Program Management will determine how to proceed. The District may, at its discretion, opt to rebid the trade package or if it is determined that re-bidding the project will cause a significant cost or schedule delay that will affect the overall project, the District may accept the lowest responsive and responsible bid. If a bid comes in over the architect's estimate, as outlined above, the analysis of the bid would follow the same protocol as a project that is not under the PLA.



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Project Schedule Impacts

The overall project budget of each project has been created based on the prioritization from the College and when funding will be received from the sale of a Bond Series. It is further defined by five (5) elements within the project lifecycle which are:

- Design
- Division of State Architect (DSA) review and approval
- Bid/Award
- Construction
- Closeout

The construction schedule is updated periodically throughout the design process and will be finalized with the completion of the bid documents. The current construction schedules have not been adjusted to account for any additional time that may be incurred related to a PLA, nor has the Facilities Funding Plan, which is a roadmap of the projects, budgets and schedules.

The PLA outlines the pre and post bid requirements in Article 18 - 19, that do not exist for a project outside of a PLA. These requirements are:

- Pre-bid conference with all trades
- Creation of a Joint Committee
- On- going committee meetings
- Review of Reports

These requirements have not been factored into the construction schedule. Several of the requirements are events that occur prior to construction but might impact the overall project schedule.

Measurement

- Set Baseline
 - The Program Schedule at the time of the PLA execution will be the baseline for each individual project
 - The duration as outlined in the bid documents will be the baseline for the construction schedule.
- Monitor and Measure
 - Pre-bid requirements listed above and record impacts, if any.
 - The extension of the project schedule as it pertains to the rebidding of any bid package because the District does not receive at least three (3) responsive bids or the lowest responsive and responsible bid is in excess of ten (10) percent of the architect's estimate of any bid package, the District and Program Management will determine how to proceed and those requirements will be monitored for time.
 - Contract Negotiation
 - Work Stoppage or Strike



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- Work Slowdown
- Natural events (e.g., weather, fire)
- Unforeseen Conditions
- Owner Requested Changes
- The duration of the construction schedule and any changes for the extension will be recorded. The reason for the extension will also be recorded.

Program Cost Impacts

The cost of administering a PLA was not considered in the Facilities Funding Plan. Since the project budgets have been established and the additional resources required would be a burden on the project, the District has opted to track the PLA Administration at the Program Management level rather than at the Project Management level.

The current Program Management budgets have not been adjusted to account for any additional costs that may be incurred related to a PLA, nor has the Facilities Funding Plan, which is a roadmap of the projects, budgets and schedules.

Measurement

- Set Baseline
 - PLA Administration was not included in prior budget, so the baseline is zero (0).
 - The yearly cost for Attorney Fees directly related to the PLA did not exist, so the baseline is zero (0).
 - The yearly cost for administering the Labor Compliance Program prior to the execution of the PLA will serve as a comparison to the PLA Administration.
- Monitor and Measure
 - The yearly cost of PLA Administration will be measured and recorded
 - The yearly cost for Attorney Fees will be recorded
 - The yearly cost of Labor Compliance Program Administration and the cost of PLA administration will be compared and recorded



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C. REPORTING

The PLA Project Manager, in conjunction with the Director of Labor Relations, Program Management and input from the Outreach Coordinator will report on an annual basis based upon the fiscal year reporting period, or as needed/requested to the District the information in regards to the KPI's outlined in this document and the PLA.

The PLA Project Manager shall verify that:

- All documents have been received and are accounted for within the report(s).
- The information generated from documents received and reviewed match the information given by the Unions.
- Utilizing the information supplied, the PLA Project Manager shall prepare the report, and shall observe the following review process:
 - Provide to the Program Manager, Project Manager, Director of Labor Relations and the Council for review and comments, then:
 - Provide to the Sr. Director Districtwide Facilities and Vice Chancellor of Business Services for review and comment, then:
 - Provide to the Chancellor for review and comment, then, when appropriate:
 - Prepare for presentation to the Governing Board and CBOC

The Director of Labor Relations shall attend (at the direction of the District) the Governing Board Meeting and CBOC meeting to present the report, outline the findings, and answer any questions that they may have.

In addition, program management will continue to report on the contractor bidding diversity for each project bid related to small or underutilized businesses this includes businesses certified as a Small Business Enterprise (SBE), Disadvantaged Business Enterprise (DBE), Minority Business Enterprise (MBE), Woman Business Enterprise (WBE) and/or Disabled Veteran Business Enterprise (DVBE).

D. TEMPLATES, SAMPLES & FORMS

- Labor Participation Summary – by Zip code
- Bidding Participation Summary – By Bidder
- Attachment "A" – Letter of Assent
- Contractor Assignment Form
- Workforce Dispatch Request Form



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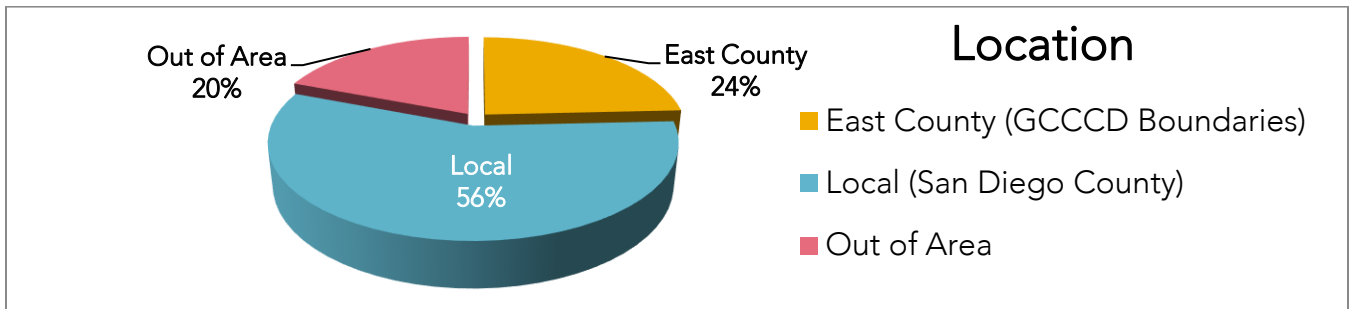
Labor Force Baseline Participation Summary

Propositions R and V

The District has monitored various aspects of bidding participation on each project that has been bid under Prop V and a multi-prime project from Prop R. Through the Labor Compliance Program data has been compiled to show the zip codes of individuals working on past projects. This will be considered the baseline for which we will measure labor force participation for projects that have been identified to be under the purview of the Project Labor Agreement (PLA).

As shown in Chart A (below), the combined labor force for these projects was **900**. Out of this labor pool **719** reside locally within San Diego County, and **213** of these are considered to be East County residents. As outlined in Chart A, the baseline for East County residents is 24%, Local San Diego County residents at 56% for a total combined resident of 80% of the workforce. The remaining came from outside the local area.

Chart A



Location	Labor Force	Percentage
East County (GCCCD Boundaries)	213	24%
Local (San Diego County)	506	56%
Total Local Residents	719	80%
Out of Area	181	20%
Total	900	100%



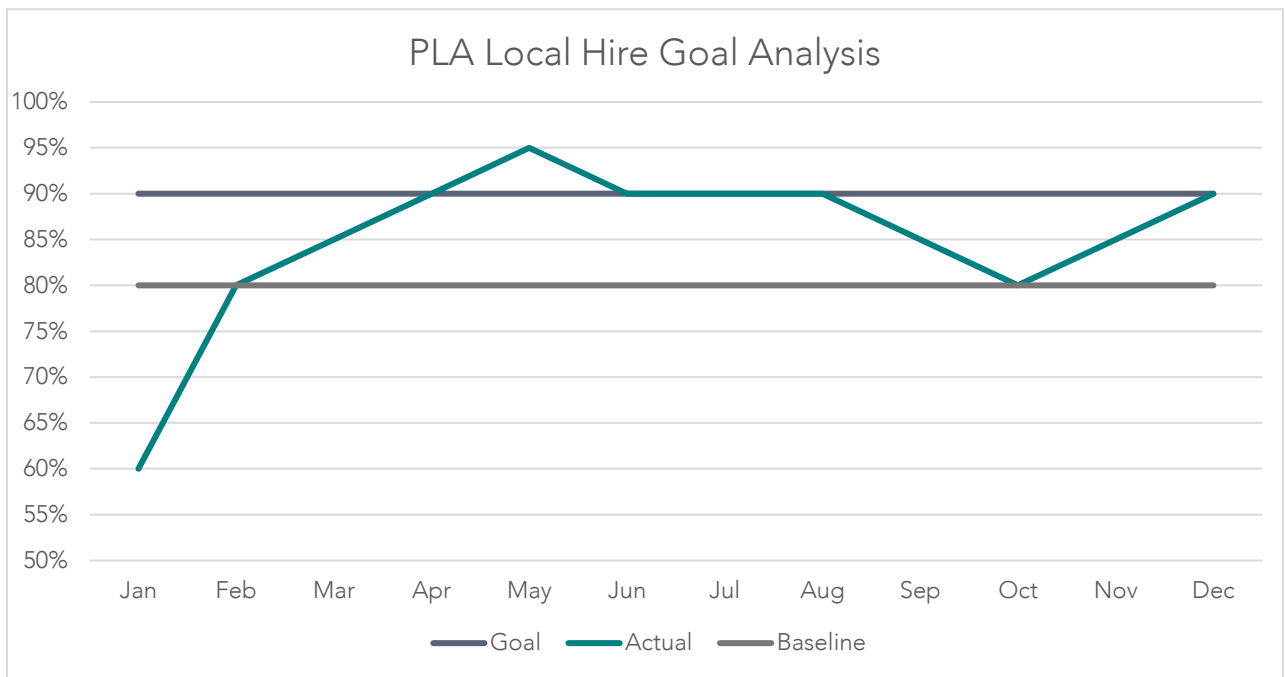
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1. 90% of the positions for Project Work for a particular Contractor (including Core Employees) by craft have been filled with residents of San Diego County, of which 40% should be residents within the District.
2. In the event the Union has no one in its job referral system who resides in the District the Union shall next dispatch residents of San Diego County or Veterans with a verified DD 214.
3. Any District Resident enrolled in an Apprenticeship Program after the effective date of this PLA shall be include in the 40% goal.

As outlined in Chart B (below), the goal of 90% is established for the goal. The 80% represents the baseline. The actual represents the data to be collected from the upcoming PLA projects.

Chart B



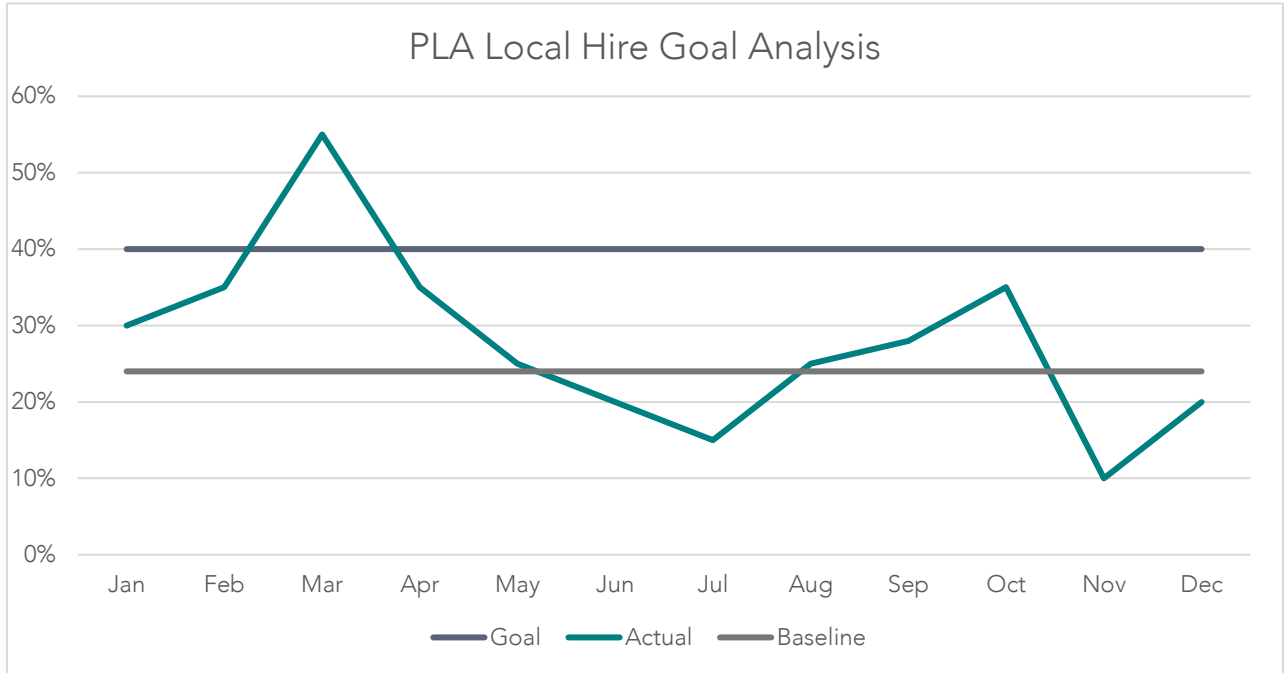
**Baseline established using data collected from the Proposition R Grossmont College Griffin Center/Student Administrative Service Multi-prime project and Proposition V projects that were bid and awarded prior to April 2016.*



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As outlined in Chart C (below), the goal of 40% is established for the goal. The 24% represents the baseline. The actual represents the data to be collected from the upcoming PLA projects.

Chart C



**Baseline established using data collected from the Proposition R Grossmont College Griffin Center/Student Administrative Service Multi-prime project and Proposition V projects that were bid and awarded prior to April 2016.*



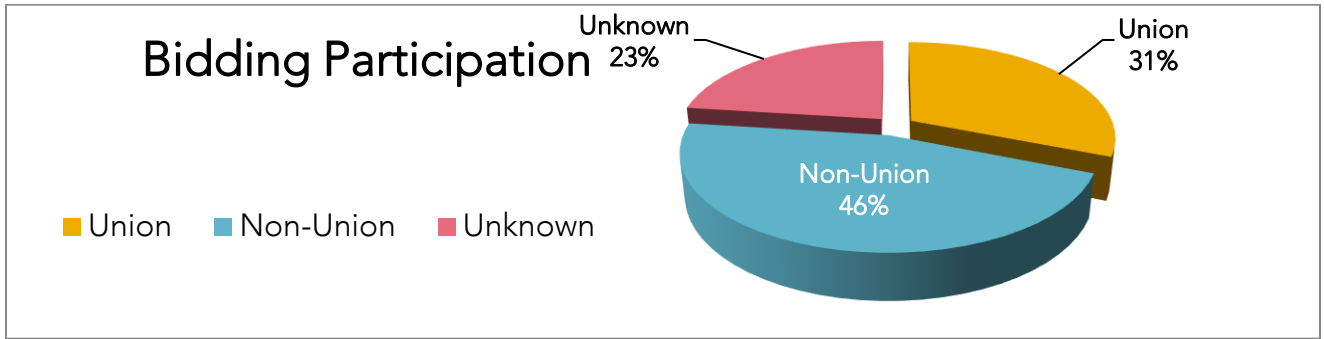
Bidding Participation Summary

Propositions R and V

The District has monitored various aspects of bidding participation on each project that has been bid under Prop V and Prop R. Through the bidding participation analysis, data has been compiled to show the zip codes of contractors that bid on past projects.

Chart D (below) summarizes bidding participation for a total of **41** projects awarded under Propositions R and V. Of the **150** respondents in the bid pool, 47 of them were Union companies, which represents **31%** of overall bidders.

Chart D



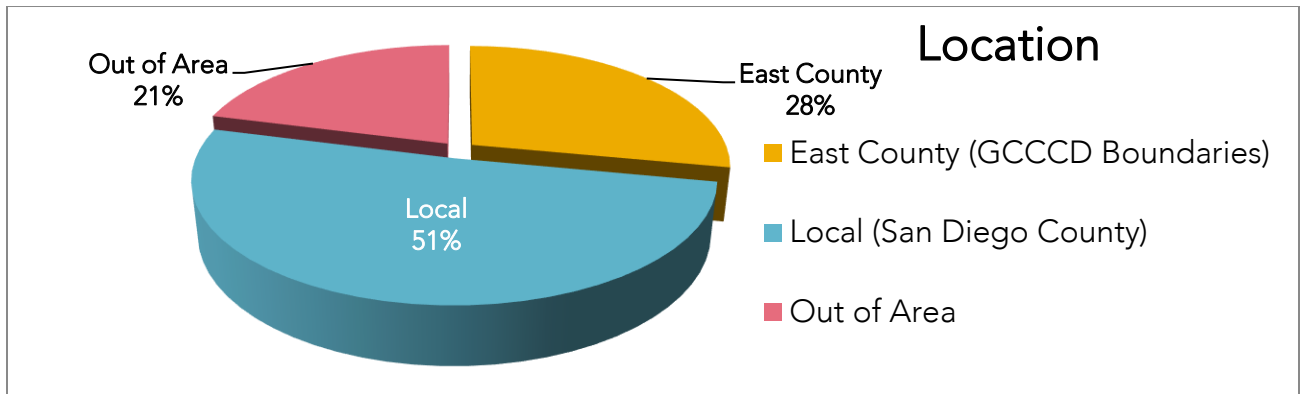
Business Subset	Number of Bidders	Percentage
Union	47	31%
Non-Union	69	46%
Unknown	34	23%
Total	150	100%



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Chart E illustrates the location of firms bidding on projects for Prop R and V. Of these same 150 bidders, 82 are local firms with businesses located within San Diego County, and 30 of these are considered to be East County firms since these businesses are located within the District’s boundaries.

Chart E



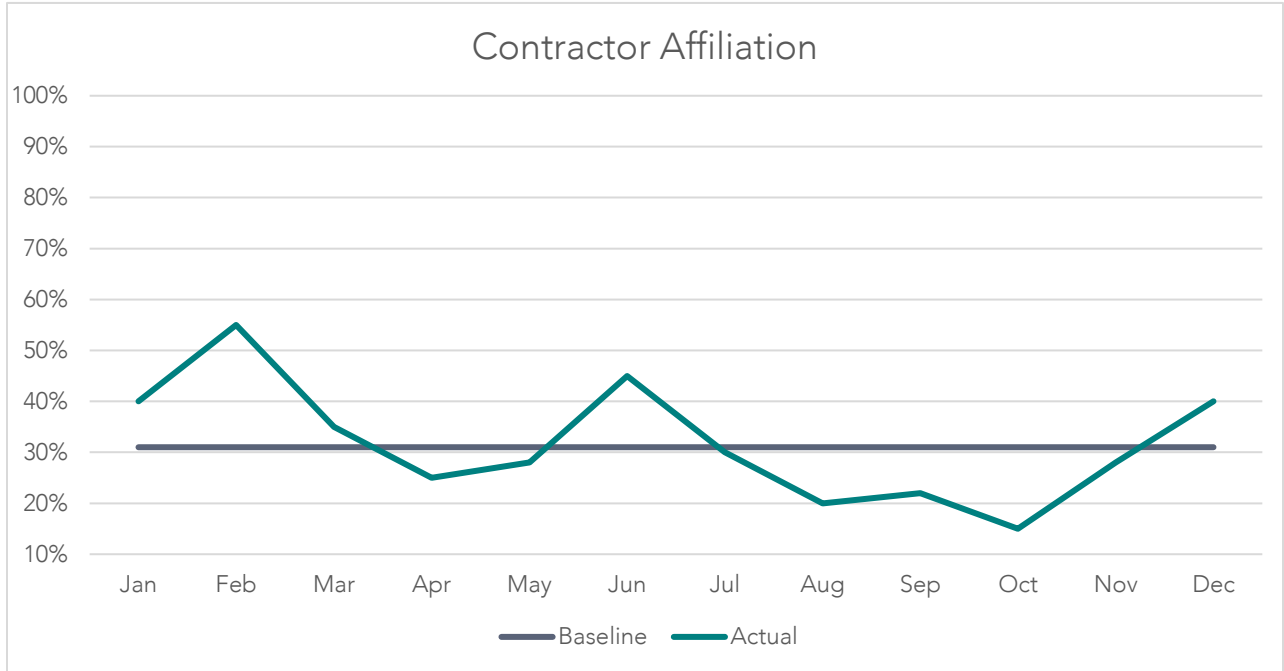
Business Subset	Number of Bidders	Percentage
East County (GCCCD Boundaries)	42	28%
Local (San Diego County)	76	51%
Total Local Business	118	79%
Out of Area	32	21%
Total	150	100%



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For purposes of establishing the baseline, contractors were separated into two categories - union affiliated and open shop. The baseline was further developed by comparing the percentage of union and open shop contractors. Chart F represents the baseline of 31% for union affiliated contractors that bid on the Proposition R Grossmont College Griffin Center/Student Administrative Service Multi-prime project and Proposition V projects that were bid and awarded prior to April 2016. The actual will be determined based on the same criteria used for establishing the baseline.

Chart F



**Baseline established using data collected from the Proposition R Grossmont College Griffin Center/Student Administrative Service Multi-prime project and Proposition V projects that were bid and awarded prior to April 2016.*