

File No. 220916

Committee Item No. 1

Board Item No. \_\_\_\_\_

## COMMITTEE/BOARD OF SUPERVISORS

### AGENDA PACKET CONTENTS LIST

Committee: Budget and Finance Committee Date December 13, 2023

Board of Supervisors Meeting Date \_\_\_\_\_

#### Cmte Board

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| <input type="checkbox"/>            | <input type="checkbox"/> | Ordinance                                    |
| <input type="checkbox"/>            | <input type="checkbox"/> | Legislative Digest                           |
| <input type="checkbox"/>            | <input type="checkbox"/> | Budget and Legislative Analyst Report        |
| <input type="checkbox"/>            | <input type="checkbox"/> | Youth Commission Report                      |
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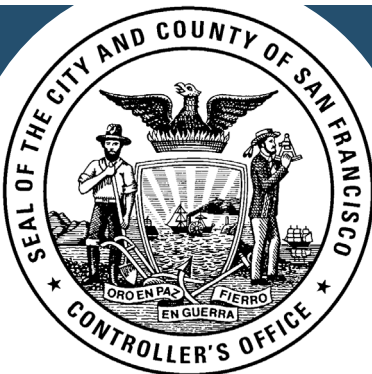
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| <input checked="" type="checkbox"/> | <input type="checkbox"/> | Citywide Project Labor Agreement FY2022-2023 |
| <input checked="" type="checkbox"/> | <input type="checkbox"/> | FYI Hearing 9/11/2023                        |
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Completed by: Brent Jalipa Date December 7, 2023

Completed by: Brent Jalipa Date \_\_\_\_\_

# Citywide Project Labor Agreement

Fiscal Years 2020-21 Through 2022-23



**CITY & COUNTY OF SAN FRANCISCO**

Office of the Controller  
City Services Auditor

Mark de la Rosa | Hunter Wang |  
Xing Hua Wen | Oscar King Ramos

November 15, 2023

- **February 18, 2019:** The San Francisco Board of Supervisors adopted the Citywide Project Labor Agreement Ordinance (San Francisco Administrative Code, Section 6.27), which directed the City to negotiate a **Project Labor Agreement** with the San Francisco Building Construction Trades Council.
  - A **Project Labor Agreement** enables agencies to negotiate a single collective bargaining settlement that applies to multiple projects instead of having the contract awardee for each project negotiate its own terms.
- **July 14, 2020:** The citywide PLA was fully executed and only applies to the **Department of Public Works** and **Recreation and Park Department**.
- **Fiscal years 2020-21 through 2022-23:** The **Controller's Office** issued three annual reports on the evaluation and impact of PLA-covered projects, as required by the ordinance.
- By **July 31, 2023:** The **Controller's Office** is required to request a hearing before the Board of Supervisors to review our reports.

## Obligations of contractors and unions under the citywide PLA

### Contractors must:

- Use union halls for all work except clerical or Supervisory Roles.
- Pay fringe benefits to respective union trust funds unless they are a qualified LBE.
- Follow existing local hire and prevailing wage requirements.

### Unions must:

- Refrain from strikes, picketing, work stoppages, lockouts, interference or other disruptive activity for any reason.
- Enter into agreement with city funded CityBuild Academy to provide pathways for San Francisco residents into trade unions' apprenticeship programs.

## Criteria and value thresholds for covered projects under the citywide PLA

Projects must meet 1 of the 3 criteria below to be covered under the PLA.

### Criterion 1

Contract is funded in whole or in part by general obligation bond or revenue bond and estimated cost of the contract exceeds the value thresholds in the advertisement bid period below.

- \$5,000,000 – July 14, 2020, through July 13, 2021
- \$3,000,000 – July 14, 2021, through July 13, 2022
- \$1,000,000 – July 14, 2022, and thereafter

### Criterion 2

Estimated project value exceeding \$10 million that is funded by a source other than the general obligation or revenue bond

### Criterion 3

The department head has determined that a delay in completing the covered project may lead to interruption or delay of services or use of facilities that are important to the essential operations or infrastructure of the City.

Registered LBEs, acting as either prime contractors or subcontractors, may declare an exemption from PLA requirements until they have received the value of contract award work on covered projects in an amount exceeding \$5 million cumulatively over the duration of the PLA.

## Roles and responsibilities of departments under the citywide PLA

**Office of Labor Standards Enforcement:** Handles general administration of the Project Labor Agreement and coordinates with Public Works, Rec and Park, and San Francisco Building and Construction Trades Council including scheduling and facilitating pre-bid, pre-construction, and pre-job meetings, as well as managing the LBE exemption process including tracking payments issued to LBEs and Letters of Assent and Statements of Exemptions submitted by LBEs.

**Public Works and Rec and Park:** Manages, advertises, and executes PLA-covered projects and collects, updates, and reports prime contractor and subcontractor information.

- **Public Works** provides contract administration procurement services for all covered projects and construction management services on most covered projects.

**Contract Monitoring Division:** Coordinates with city stakeholders on matters related to the LBE community.

**Office of Economic Workforce Development (CityBuild):** Develops Direct Entry Agreements and administers local hiring requirements.

**Controller's Systems Division:** Develops dashboards and tests functionality for the Project Team Construction Manager-General Contractor (CMGC) and design-build contracts.

# Status Update of the Project Labor Agreement

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- The PLA working group meets periodically, focusing on goals and tasks to ensure the program and project set-ups, tracking, and reporting by departments are implemented, along with the necessary procedures and processes to monitor and enforce PLA requirements.
- Departments track, monitor, and report on their PLA compliance.
- Departments continue to advertise and award PLA-covered projects. Construction work is underway on several projects, the first of which is anticipated to be completed in fiscal year 2023-24.
  - As of June 30, 2023, Public Works advertised 20 PLA-covered projects, with an estimated value of over \$336 million.

- OEWD continues to provide pre-apprenticeship and construction administration training through its CityBuild Academy for San Francisco residents and place graduates into joint apprenticeship programs.
- The Controller's Office supports the PLA Working Group by creating dashboards to track payments.
- The PLA Working Group continues to resolve the following issues:
  - Identify subcontractors added to PLA projects after the award and pre-job meeting.
  - Clarify LBE exemption process and payment tracking for LBEs on Construction Manager/General Contractor PLA projects.
  - Transition exempt LBEs to covered by the PLA mid contract.
  - Coordinate PLA applicability between departments.



- No PLA-covered projects were completed by June 30, 2023.
- In anticipation of completed PLA-covered projects, the Controller's Audits Division developed a preliminary, high-level methodology to evaluate whether the PLA promotes the efficient, economical, and timely completion of such projects. The evaluation will analyze:
  - The impact of the PLA on projects with cost and performance data.
  - The PLA's impact on LBEs and the local workforce, in collaboration with CMD.

# Awarded PLA-Covered Projects

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## PLA-covered projects, by award date

Project	Awarding Department	Contract Amount	Award Date
6th Street Pedestrian Safety Project	Public Works	\$10,088,005	May 10, 2021
Safer Taylor Street	Public Works	9,099,655	May 25, 2021
Various Locations Pavement Renovation No. 48 and Sewer Replacement	Public Works	8,036,269	June 10, 2021
Various Locations Pavement Renovation No. 54 and Sewer Replacement	Public Works	9,512,131	November 18, 2021
Various Locations No. 50 Infrastructure Improvements	Public Works	2,897,512	December 2, 2021
Various Locations Pavement Renovation No. 55 and Sewer Replacement	Public Works	13,267,955	April 28, 2022
Mission Street And Geneva Avenue Improvement Project	Public Works	22,874,117	June 6, 2022
Contract No. 65 New Traffic Signals	Public Works	3,754,625	June 30, 2022
900 Innes Park Development	Rec and Park	54,300,000	July 21, 2022
Various Locations Pavement Renovation No. 53 and Sewer Replacement	Public Works	10,712,821	July 27, 2022
Gene Friend Recreation Center Rebid	Rec and Park	38,319,208	August 18, 2022
Laguna Honda Hospital and Rehabilitation Center Administration Building M and O Wings Renovation	Public Works	52,436,300	August 31, 2022
Various Locations Pavement Renovation No. 56 and Sewer Replacement	Public Works	10,438,000	August 31, 2022
Golden Gate Park Middle Lake Rehabilitation	Rec and Park	5,640,555	October 20, 2022
Western Addition Area Traffic Signal Upgrades Phase 1	Public Works	6,100,000	October 21, 2022
Earthquake Safety and Emergency Response (ESER) Bond 2020-911 Call Center Renovation	Public Works	3,402,463	November 4, 2022
Mission Branch Library Renovation	Public Works	23,020,000	December 2, 2022
Castro Station Elevator	Public Works	11,540,000	January 20, 2023
Herz Recreation Center	Rec and Park	17,548,200	June 15, 2023
PW Various Locations Pavement Renovation No. 60 and Sewer Replacement (Rebid)	Public Works	11,142,642	July 21, 2023
Ingleside Police Station Replacement	Public Works	67,443,820	July 21, 2023
Richmond Playground Renovation	Rec and Park	1,738,500	July 23, 2023
CMGC for San Francisco Municipal Transportation Agency Parking Enforcement Headquarters	Public Works	34,853,942	November 3, 2023
<b>Total</b>	<b>23</b>	<b>\$428,166,720</b>	

## Advertised PLA-Covered Projects as of November 9, 2023

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### Advertised PLA-covered projects but not yet awarded as of November 9, 2023

Project	Awarding Department	Contract Amount ( <i>Estimate</i> )	Bid Date
Japantown Peace Plaza (2020 Bond Project)	Rec and Park	\$16,500,000	October 18, 2023
Lake Merced Bond Program 2012	Rec and Park	1,562,561	November 29, 2023
<b>Total</b>	<b>2</b>	<b>\$18,062,561</b>	

# Planned PLA-Covered Projects

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## Planned PLA-covered projects\*

Project	Awarding Department	Contract Amount (Estimate)	Estimated Bid Opportunity Timing
McLaren Trails – McLaren Park Priority Trail Improvements (2012 Bond)	Rec and Park	\$2,400,000	2023
Stern Grove Playground – LetsPlaySF!	Rec and Park	1,803,000	2023
Fire Training Facility	Public Works	150,000,000	2023
ZSFG Building 5 1X65 Radiology Project	Public Works	1,500,000	2023
ZSFG Building 5 Family Health Center Project – Phase 1	Public Works	6,000,000	2023
SFAC - African American Arts and Culture Complex - Seismic Improvement Project	Public Works	10,500,000	2024
SFAC - Mission Cultural Center for Latino Arts - Seismic Improvement Project	Public Works	18,000,000	2024
OCII Transbay Block 3 Park and Streetscape Project	Public Works	39,000,000	2024
Various Locations Pavement Renovation No. 62 and Sewer Replacement	Public Works	8,300,000	2024
Chinatown Branch Library Renovation	Public Works	37,400,000	2024
ZSFG Building 5 Adolescent Behavioral Health Services	Public Works	15,700,000	2024
Chinatown Public Health Clinic	Public Works	38,300,000	2024
Southeast Health Center Clinic	Public Works	8,750,000	2024
ZSFG Childcare Center	Public Works	12,500,000	2024
Buchanan Street Mall Renovation (LetsPlaySF! And 2020 Bond)	Rec and Park	<i>To Be Determined</i>	2024
Buena Vista Park Improvement Project	Rec and Park	<i>To Be Determined</i>	2024
Portsmouth Square Improvements (2020 Bond Project)	Rec and Park	<i>To Be Determined</i>	2024
South Sunset Clubhouse	Rec and Park	<i>To Be Determined</i>	2024
ZSFG Building 5 Family Resource Center	Public Works	31,400,000	2025
Crocker Amazon – Giants	Rec and Park	<i>To Be Determined</i>	<i>To Be Determined</i>
Golden Gate Park Kezar Pavilion	Rec and Park	<i>To Be Determined</i>	<i>To Be Determined</i>
Jackson Playground (2020 Bond Recovery Park Project)	Rec and Park	<i>To Be Determined</i>	<i>To Be Determined</i>
Silver Avenue Health Clinic	Public Works	<i>To Be Determined</i>	<i>To Be Determined</i>
<b>Total</b>	<b>23</b>	<b>\$381,553,000</b>	

\* This list is subject to change. Changes in project scope and/or funding can cause a project to not be covered by the PLA.

*Thank you.*



# OFFICE OF THE CONTROLLER


## CITY AND COUNTY OF SAN FRANCISCO

Ben Rosenfield  
Controller

Todd Rydstrom  
Deputy Controller

### MEMORANDUM

**TO:** Mayor London Breed  
Board of Supervisors

**FROM:** Mark de la Rosa, Director of Audits  
Audits Division, City Services Auditor 

**DATE:** August 29, 2023

**SUBJECT:** Citywide Project Labor Agreement, Fiscal Year 2022-23

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### EXECUTIVE SUMMARY

The San Francisco Administrative Code, Section 6.27, also known as the Citywide Project Labor Agreement Ordinance, directs the City and County of San Francisco (City) to negotiate a Project Labor Agreement (PLA) with the San Francisco Building and Construction Trades Council. This citywide PLA only applies to projects sponsored by San Francisco Public Works or the Recreation and Park Department and is administered by the Office of Labor Standards Enforcement (OLSE) as the City Administrator's designee. The ordinance also requires the Office of the Controller (Controller) to annually report on the evaluation and impact of PLA-covered projects.

In fiscal year 2022-23 departments advertised and awarded additional PLA-covered projects. The construction of some of these projects is underway, and the first of these is anticipated to be completed in fiscal year 2023-24. The Controller's City Services Auditor (CSA), Audits Division, developed a preliminary methodology and will analyze and report on the evaluation and impact of the PLA on covered projects as those projects are completed and cost and performance data becomes available. This memorandum provides an update on departments' progress in administering the PLA and a look ahead at planned covered projects.

### BACKGROUND

On February 18, 2019, the San Francisco Board of Supervisors adopted the Citywide Project Labor Agreement Ordinance (San Francisco Administrative Code (Admin Code), Section 6.27), which directs the City to negotiate a Project Labor Agreement with the San Francisco Building Construction Trades Council. A project labor agreement enables agencies to negotiate a single collective bargaining settlement that applies to multiple projects instead of having the contract awardee for each project negotiate its own terms.

**What Contractors and Unions Must Do.** The agreement includes the obligations shown in Exhibit 1.

**Exhibit 1: Obligations under the citywide PLA**

Contractors	Unions
<ul style="list-style-type: none"> <li>Use union hiring halls for all work except clerical or supervisory roles.</li> <li>Unless contractors are qualified Local Business Enterprises, pay fringe benefits to respective union trust funds.</li> <li>Follow existing local hire and prevailing wage requirements.</li> </ul>	<ul style="list-style-type: none"> <li>Refrain from strikes, sympathy strikes, picketing, work stoppages, slowdowns, lockouts, interference with the work, or other disruptive activity for any reason.</li> <li>Enter into an agreement with city-funded CityBuild Academy to provide pathways for San Francisco residents into all trade unions' apprenticeship programs.</li> </ul>

**The City's Policy Goals.** The City's policy goals for the PLA are to minimize work disruption on city projects and to improve San Francisco residents' access to union construction jobs. To determine whether these goals are being achieved, the ordinance tasks the Controller, in collaboration with the City's Contract Monitoring Division (CMD), to annually review the PLA to evaluate whether it "has promoted the efficient, economical, and timely completion of Covered Projects, the costs of Covered Projects, and the PLA's impact on Local Business Enterprises (LBEs) and the local workforce."

**The Citywide PLA Applies Only to Two Departments.** Although several city departments, including the Airport and Public Utilities Commission, use PLAs, the citywide PLA applies only to projects sponsored by San Francisco Public Works (Public Works) or the Recreation and Park Department (Rec and Park). The Admin Code, Chapter 6, defines PLA-covered projects in three categories. Exhibit 2 lists the criteria for PLA-covered projects, which must meet only one of the criteria, and value thresholds.

**Exhibit 2: Criteria and value thresholds for covered projects under the citywide PLA**

Criterion 1	
The contract is funded in whole or in part by a general obligation bond or revenue bond and the estimated cost of the contract exceeds the value thresholds in the advertisement bid period below.	
Estimated Contract Value ( <i>exceeding</i> )	Period
\$5,000,000	July 14, 2020, through July 13, 2021
\$3,000,000	July 14, 2021, through July 13, 2022
\$1,000,000	July 14, 2022, and thereafter
Criterion 2	
Estimated project value exceeding \$10 million that is funded by a source other than a general obligation or revenue bond.	
Criterion 3	
The department head has determined that delay in completing the covered project may lead to interruption or delay of services or use of facilities that are important to the essential operations or infrastructure of the City.	

Also, registered LBEs, acting as either prime contractors or subcontractors, may declare an exemption from PLA requirements until they have received the value of contract award work on covered projects in an amount exceeding \$5 million cumulatively over the duration of the PLA.

## ADMINISTERING THE CITYWIDE PROJECT LABOR AGREEMENT

For most of fiscal year 2022-23, the Controller jointly coordinated and convened monthly with the City Administrator's Office a PLA working group consisting of staff of CMD, the City Attorney's Office, Office of Economic and Workforce Development (OEWD), OLSE, Public Works, and Rec and Park to administer, discuss challenges, and report on the citywide PLA and covered projects. As of March 2023, the group is meeting bimonthly.

**Roles and Responsibilities.** Exhibit 3 lists the roles and responsibilities of each department for projects under the citywide PLA.

**Exhibit 3: Roles and responsibilities of departments under the citywide PLA**

Department	Roles	Responsibilities
CMD	<ul style="list-style-type: none"> <li>• LBE coordination</li> </ul>	<ul style="list-style-type: none"> <li>• Coordinate with city stakeholders on matters related to LBE community</li> </ul>
Controller	<ul style="list-style-type: none"> <li>• Develop dashboard</li> </ul>	<ul style="list-style-type: none"> <li>• Develop and test Project Team Construction Manager-General Contractor (CMGC)/Design Build Contracts' functionality</li> </ul>
OEWD/ CityBuild	<ul style="list-style-type: none"> <li>• Develop Direct Entry Agreement</li> <li>• Administers local hiring requirements</li> </ul>	<ul style="list-style-type: none"> <li>• Collaborate with San Francisco Building and Construction Trades Council to develop Direct Entry Agreements</li> <li>• Administer local hiring requirement on all projects under Admin Code Chapter 82</li> </ul>
OLSE	<ul style="list-style-type: none"> <li>• Administers Project Labor Agreement</li> </ul>	<ul style="list-style-type: none"> <li>• Coordinate with Public Works and Rec and Park on covered projects</li> <li>• Present PLA requirements at pre-bid, pre-construction, and pre-job meetings</li> <li>• Educate city staff about pre-job work assignment process</li> <li>• Collect and review Letters of Assent, Statements of Exemption, and Craft Assignment forms</li> <li>• Schedule and facilitate pre-job meetings with city staff, trade union representatives, and contractors</li> <li>• Coordinate Joint Administrative Committee meetings</li> <li>• Monitor Letters of Assent and Statements of Exemptions submitted by LBEs</li> </ul>
Public Works and Rec and Park	<ul style="list-style-type: none"> <li>• Advertise, award, and execute PLA-applicable projects</li> <li>• Owner and project manager of covered projects</li> </ul>	<ul style="list-style-type: none"> <li>• Ensure contract documents include PLA documents (Letter of Assent and Craft Assignment Form)</li> <li>• Create and collect form on Subcontractors of all tiers from Prime Contractor</li> </ul>



Department	Roles	Responsibilities
	<ul style="list-style-type: none"> <li>• Collect and update Prime Contractor and Subcontractor information</li> <li>• Ensure Notice-to-Proceed (NTP) is not issued until required documentation and pre-job meeting are complete</li> <li>• Collect and report data</li> </ul>	<ul style="list-style-type: none"> <li>• Coordinate with OLSE and project managers to complete all necessary Pre-NTP* PLA documentation and other requirements (e.g., pre-job meeting) before NTP issuance</li> <li>• Properly house and report data for PLA projects</li> <li>• Work with project managers and OLSE to remedy any projects with compliance issue(s)</li> <li>• Public Works provides contract administration procurement services for all covered projects and construction management services on most covered projects</li> </ul>

\* NTP=Notice to Proceed

**Monitoring and Reporting on Compliance.** Consistent with the ordinance, city departments are tracking, monitoring, and reporting on their PLA compliance. The Controller's Systems Division, in collaboration with CMD, OLSE, Public Works, and Rec and Park, added a citywide PLA dashboard in PeopleSoft<sup>1</sup> to identify PLA-covered projects and payments to contractors and to flag when a contractor exceeds the cumulative payment threshold allowable under the PLA, as shown in the attachment to this memorandum.

**Advertising Projects.** Consistent with the ordinance, Public Works and Rec and Park are ensuring PLA-covered projects are properly advertised by communicating the PLA responsibilities to contractors. The primary venues for disseminating this information are the pre-bid, pre-construction, and pre-job meetings, in which city staff explains the PLA program and related reporting requirements to prospective bidders. After contract award, city staff also communicates information on the PLA program to the construction project team.

In fiscal year 2022-23 Public Works advertised five PLA-covered projects,<sup>2</sup> which have an estimated cumulative value of over \$86 million. Also in that year, Public Works and Rec and Park had:

- 11 projects that were awarded.
- 3 projects that were being advertised for bid or had received bids but did not have contracts awarded by June 30, 2023.

**Current Projects.** Exhibit 4 lists the current awarded projects covered by the citywide PLA.

<sup>1</sup> The City's financial and procurement system.

<sup>2</sup> Includes Golden Gate Park Middle Lake Rehabilitation that was advertised on June 30, 2022, but not included in the Citywide Project Labor Agreement memorandum for fiscal year 2021-22 because fiscal year 2021-22 project information was provided to CSA before project advertisement.

**Exhibit 4: Current (awarded) PLA-covered projects, by award date**

<b>Project</b>	<b>Awarding Department</b>	<b>Contract Amount</b>	<b>Award Date</b>
6th Street Pedestrian Safety Project	Public Works	\$10,088,005	May 10, 2021
Safer Taylor Street	Public Works	\$9,099,655	May 25, 2021
Various Locations Pavement Renovation No. 48 and Sewer Replacement	Public Works	\$8,036,269	June 10, 2021
Various Locations Pavement Renovation No. 54 and Sewer Replacement	Public Works	\$9,512,131	November 18, 2021
Various Locations No. 50 Infrastructure Improvements	Public Works	\$2,897,512	December 2, 2021
Various Locations Pavement Renovation No. 55 and Sewer Replacement	Public Works	\$13,267,955	April 28, 2022
Mission Street and Geneva Avenue Improvement Project	Public Works	\$22,874,117	June 6, 2022
Contract No. 65 New Traffic Signals	Public Works	\$3,754,625	June 30, 2022
900 Innes Park Development	Rec and Park	\$54,300,000	July 21, 2022
Various Locations Pavement Renovation No. 53 and Sewer Replacement	Public Works	\$10,712,821	July 27, 2022
Gene Friend Recreation Center Rebid	Rec and Park	\$38,319,208	August 18, 2022
Laguna Honda Hospital and Rehabilitation Center Administration Building M and O Wings Renovation	Public Works	\$52,436,300	August 31, 2022
Various Locations Pavement Renovation No. 56 and Sewer Replacement	Public Works	\$10,438,000	August 31, 2022
Golden Gate Park Middle Lake Rehabilitation	Rec and Park	\$5,640,555	October 20, 2022
Western Addition Area Traffic Signal Upgrades Phase 1	Public Works	\$6,100,000	October 21, 2022
Earthquake Safety and Emergency Response (ESER) Bond 2020-911 Call Center Renovation	Public Works	\$3,402,463	November 4, 2022
Mission Branch Library Renovation	Public Works	\$23,020,000	December 2, 2022
Castro Station Elevator	Public Works	\$11,540,000	January 20, 2023
Herz Recreation Center	Rec and Park	\$17,548,200	June 15, 2023

Exhibit 5 lists PLA-covered projects that are not yet awarded because they are in the solicitation or contract evaluation process.

**Exhibit 5: Advertised PLA-covered projects but not yet awarded by June 30, 2023**

Project	Awarding Department	Contract Amount (Estimate)	Bid Date
PW Various Locations Pavement Renovation No. 60 and Sewer Replacement (Rebid)	Public Works	\$11,156,250	April 12, 2023
Richmond Playground Renovation	Rec and Park	\$1,500,000	June 14, 2023
CMGC for San Francisco Municipal Transportation Agency Parking Enforcement Headquarters	Public Works	\$28,000,000	June 23, 2023

**Accomplishments, Data Tracking, and Reporting Updates.** Exhibit 6 lists the key citywide PLA implementation accomplishments and related data tracking and reporting updates provided by city departments through June 2023.

**Exhibit 6: Key PLA implementation accomplishments and notable updates, by department**

Department	Accomplishments
CMD	<ul style="list-style-type: none"> <li>Improved outreach to LBE community on PLA requirements, communicated changes to LBE recertification notices, and held discussions at LBE Advisory Committee meetings to provide knowledge on the PLA and rights of LBEs under the PLA.</li> <li>Collaborated with OLSE and the Controller's Systems Division on LBE certification and business practices.</li> <li>Completed trainings on PLA and LBE requirements.</li> </ul>
Controller	<ul style="list-style-type: none"> <li>Enacted CMD Phase III and IV, which enhanced the City's financial system by updating the underlying databases that support the contract project teams, payment affidavits, and confirmation reports. Also, CMD Phase IV expanded LBE fields at a granular level to provide more details about the LBE's size-related commitment goals (micro, small, Small Business Administration).</li> </ul>
OEWD/ CityBuild <sup>3</sup>	<ul style="list-style-type: none"> <li>Of the 3,982,268 work hours reported, 58,100 (1.5 percent) were on 12 active PLA projects.</li> <li>Local residents completed 48 percent of construction work on PLA-covered projects, exceeding the 34 percent local hire participation requirement.</li> <li>Local residents on PLA projects performed 65 percent of apprentice work hours, exceeding the 50 percent work-hour requirement.</li> <li>San Francisco Building and Construction Trades Council and CityBuild signed six new Direct Entry Agreements.</li> </ul>

<sup>3</sup> CityBuild data is for calendar year 2022 from *The San Francisco Local Hiring Policy for Construction Annual Report for 2023* at <https://sf.gov/sites/default/files/2023-03/2023%20Local%20Hiring%20Policy%20Annual%20Report.pdf>

Department	Accomplishments
	<ul style="list-style-type: none"> <li>• 61 (80 percent) of CityBuild graduates in the 2022 CityBuild Academy (Cycle 36, Cycle 37, and Special Training) entered apprenticeship programs.</li> <li>• 13 past graduates from CityBuild worked on 12 PLA-covered projects, 4 graduates joined the apprenticeship program, and 1 past graduate joined the joint apprenticeship program in calendar year 2022.</li> <li>• 19 local residents were accepted into the apprenticeship, and 5 graduated from joint apprenticeship programs on PLA-covered projects.</li> </ul>
OLSE	<ul style="list-style-type: none"> <li>• Administered 23 PLA projects, totaling \$257 million.</li> <li>• Convened 18 pre-job meetings.</li> <li>• Held the first Joint Administrative Committee meeting in June 2023.</li> <li>• Tracked payments and exemption statuses for LBEs.</li> <li>• Launched Peoplesoft payments dashboard.</li> <li>• Transitioned three LBEs from PLA-exempt to PLA-covered.</li> <li>• Collected, assessed, and validated 208 LBE Letters of Assent and Statements of Exemption.</li> </ul>
Public Works and Rec and Park	<ul style="list-style-type: none"> <li>• No work stoppages during PLA projects.</li> <li>• Successful coordination and implementation of PLA requirements with contractors during construction.</li> </ul>

**Challenges Encountered.** Departments report that they have encountered challenges in administering the citywide PLA, including difficulty in:

- Coordinating enforcement of the PLA between departments.
- Transitioning the status of LBEs from exempt to covered by the PLA during projects.
- Clarifying the LBE contractor exemption process.
- Maintaining data collection and data integrity.
- Identifying subcontractors added to PLA projects after the award and pre-job meeting.
- Educating awarding bodies about the PLA process.

Also, economic challenges due to the COVID-19 pandemic and a decrease in the number of construction projects lessened trade partners' ability to accept new apprentices.

**Joint Administrative Committee.** The Joint Administrative Committee (JAC) has three city representatives (Jennifer Johnson from the Office of the City Administrator, Ron Alameida from Public Works, and Kelli Rudnick from Rec and Park) and three representatives from the San Francisco Building and Construction Trades Council (Eddie Reyes from Iron Workers Local 377, Greg Hardman from Elevator Constructors Local 8, and Bill Blackwell from Plumbers and Pipefitters Local 38). The JAC, which first met in June 2023, meets semi-annually to review the implementation of the citywide PLA and the progress of covered projects. It attempts to resolve any problem or grievance by majority vote, but such votes are not binding.

## LOOKING AHEAD

In fiscal year 2023-24 OEWD will continue to train pre-apprentices through the CityBuild Academy and refer graduates to apprenticeship opportunities developed by Direct Entry Agreements. CMD and the Controller's Systems Division are working on system improvements to PeopleSoft and anticipate that they will complete them in fiscal year 2023-24. Also, OLSE plans to continue administering the PLA and expects to manage an increasing number of new PLA projects and to close out old projects.

**Planned PLA-Covered Projects.** Exhibit 7 lists the planned but not yet bid projects covered by the citywide PLA identified to date.

**Exhibit 7: Planned PLA-covered projects\***

Project	Awarding Department	Contract Amount (Estimate)	Estimated Bid Opportunity Timing
Japantown Peace Plaza (2020 Bond Project)	Rec and Park	\$16,500,000	2023
Lake Merced Bond Program 2012	Rec and Park	\$2,015,000	2023
McLaren Trails – McLaren Park Priority Trail Improvements (2012 Bond)	Rec and Park	\$2,400,000	2023
Stern Grove Playground – LetsPlaySF!	Rec and Park	\$1,803,000	2023
Buchanan Street Mall Renovation (LetsPlaySF! and 2020 Bond)	Rec and Park	<i>To Be Determined</i>	2024
Buena Vista Park Improvement Project	Rec and Park	<i>To Be Determined</i>	2024
Portsmouth Square Improvements (2020 Bond Project)	Rec and Park	<i>To Be Determined</i>	2024
South Sunset Clubhouse	Rec and Park	<i>To Be Determined</i>	2024
Crocker Amazon – Giants	Rec and Park	<i>To Be Determined</i>	<i>To Be Determined</i>
Golden Gate Park Kezar Pavilion	Rec and Park	<i>To Be Determined</i>	<i>To Be Determined</i>
Jackson Playground (2020 Bond Recovery Park Project)	Rec and Park	<i>To Be Determined</i>	<i>To Be Determined</i>

\* This list is subject to change. Changes in project scope and/or funding can cause a project to not be covered by the PLA.

No PLA-covered projects were completed by June 30, 2023. CSA developed a preliminary, high-level methodology to evaluate whether the PLA promotes the efficient, economical, and timely completion of PLA-covered projects. This evaluation would include, in collaboration with CMD, the PLA's impact on LBEs and the local workforce. As the above projects are completed and cost and performance data for PLA-covered projects becomes available, we will perform this evaluation.

We plan to issue our next PLA report in July 2024 and annually thereafter, as required by Admin Code Section 6.27, until the PLA expires in 2040.<sup>4</sup> Further, as the ordinance requires, the Controller has requested a hearing at the Board of Supervisors to review the annual reports on July 27, 2023, however a hearing date has not been scheduled as of August 25, 2023.

<sup>4</sup> The ordinance will expire 20 years from the date it was initially signed by the City and the unions, which was July 14, 2020.

cc: City Administrator/CMD/OLSE

Carmen Chu  
Jennifer Johnston  
Katie Petrucione  
Stephanie Tang  
Patrick Mulligan  
Benjamin Weber  
Yordanos Dejen  
Robin Ho  
James Hewitt

Controller

Ben Rosenfield  
Todd Rydstrom  
Hunter Wang  
Xing Hua Wen  
Oscar King Ramos  
Claire Stone  
Jack Wood  
Prakash Ganapa  
Alex Levitsky  
Michael West  
Krishna Yegalapati  
Camille Beaulieu  
Patrick Rice  
Sirisha Bhimineni

Economic and Workforce Development

Sarah Dennis-Phillips  
Joshua Arce  
Ken Nim

Public Works

Carla Short  
Bruce Robertson  
Alexander Burns

Rec and Park

Phil Ginsburg  
Stacy Bradley  
Kelli Rudnick  
Sean McFadden

Budget Analyst  
Citizens Audit Review Board  
City Attorney  
Civil Grand Jury  
Public Library

# Attachment

## Payments Made to Awarded Suppliers on PLA-Covered Projects Through June 30, 2023<sup>5</sup>

Project Name	Contract Number	Supplier Name <sup>6</sup>	Payments Made to Date by City to Prime Contractor	Payments Made to Date Reported as Issued from Prime Contractor to Subcontractor	Payments Made to Date Reported as Received by Subcontractor	PLA Threshold Exceeded Date
6th Street Pedestrian Safety Project	1000015023	<i>ESQUIVEL GRADING &amp; PAVING INC (Prime Contractor)</i>	\$5,238,176	\$0	\$0	3/29/2023
		ASPHALT IMPRESSIONS INC	\$0	\$0	\$0	
		BAY AREA LIGHTWORKS INC	\$0	\$994,398	\$994,398	
		GECMS, INC	\$0	\$3,530	\$0	
		GROUND COVER LANDSCAPING INC	\$0	\$1,425	\$0	
		JDB & SONS CONSTRUCTION INC	\$0	\$294,783	\$294,783	
		LAVINA TRUCKING, INC.	\$0	\$28,684	\$0	
		MCKEE AND COMPANY ELECTRIC	\$0	\$0	\$0	
		MG REMEDIATION, INC.	\$0	\$0	\$0	
		PERFORMANCE ABATEMENT SERVICES, INC.	\$0	\$0	\$0	
		SAN FRANCISCO TERRAZZO	\$0	\$0	\$0	
		TITAN SERVICES, INC	\$0	\$0	\$0	
Various Locations Pavement Renovation No. 48 and Sewer Replacement	1000015748	<i>DARCY &amp; HARTY CONSTR INC (Prime Contractor)</i>	\$6,889,181	\$0	\$0	2/15/2023
		CHRISTIAN BROTHERS LINING, CO.	\$0	\$22,800	\$0	
		CMC TRAFFIC CONTROL SPECIALISTS INC	\$0	\$75,750	\$75,750	
		COBRA TRUCKING INC	\$0	\$235,995	\$224,770	
		INSITUFORM TECHNOLOGIES INC	\$0	\$0	\$0	
		RK ENGINEERING INC	\$0	\$438,703	\$438,703	

<sup>5</sup> Table headers and content, not including project names, are taken verbatim from City's financial system. Payments made to date are through June 30, 2023, and may be incomplete because payments are based on self-reported data from prime contractors.

<sup>6</sup> Prime contractors are notated and italicized.

Project Name	Contract Number	Supplier Name <sup>6</sup>	Payments Made to Date by City to Prime Contractor	Payments Made to Date Reported as Issued from Prime Contractor to Subcontractor	Payments Made to Date Reported as Received by Subcontractor	PLA Threshold Exceeded Date
		ROADWAY CONSTRUCTION INC	\$0	\$1,137,980	\$891,493	
		ROBOTIC SEWER SOLUTIONS, INC.	\$0	\$0	\$0	
		SULLIVAN'S CONCRETE SAWING	\$0	\$100,201	\$96,146	
Various Locations No. 50 Infrastructure Improvements	1000015750	<i>BAUMAN LANDSCAPE &amp; CONSTRUCTION INC (Prime Contractor)</i>	\$1,576,995	\$0	\$0	4/27/2023
		CMC TRAFFIC CONTROL SPECIALISTS INC	\$0	\$0	\$0	
		DELTA GRINDING COMPANY INC	\$0	\$0	\$0	
		JDB & SONS CONSTRUCTION INC	\$0	\$31,378	\$31,378	
		RONAN CONSTRUCTION, INC.	\$0	\$147,664	\$147,664	
Safer Taylor Street	1000015751	<i>ESQUIVEL GRADING &amp; PAVING INC (Prime Contractor)</i>	\$1,494,137	\$0	\$0	3/29/2023
		BANNON CONSTRUCTION INC	\$0	\$0	\$0	
		BAY AREA LIGHTWORKS INC	\$0	\$0	\$0	
		EUROPEAN PAVING DESIGNS, INC.	\$0	\$0	\$0	
		JDB & SONS CONSTRUCTION INC	\$0	\$0	\$0	
		LAVINA TRUCKING, INC.	\$0	\$0	\$0	
		MARINA LANDSCAPE, INC.	\$0	\$0	\$0	
		MG REMEDIATION, INC.	\$0	\$0	\$0	
		MICHAEL O'SHAUGHNESSY CONSTRUCTION INC	\$0	\$140,600	\$0	
		PERFORMANCE ABATEMENT SERVICES, INC.	\$0	\$0	\$0	
Various Locations Pavement Renovation No. 53 and Sewer Replacement	1000016820	<i>PRECISION ENGINEERING INC (Prime Contractor)</i>	\$681,194	\$0	\$0	
		CAMAJANI TRUCKING	\$0	\$0	\$0	
		RELANCE ENGINEERING INC	\$0	\$0	\$0	
		ROADWAY CONSTRUCTION INC	\$0	\$0	\$0	
Various Locations Pavement Renovation No.	1000017355	<i>K J WOODS CONSTRUCTION COMPANY INC (Prime Contractor)</i>	\$2,396,884	\$0	\$0	
		CAMAJANI TRUCKING	\$0	\$12,805	\$0	
		CHRISTIAN BROTHERS LINING, CO.	\$0	\$0	\$0	
		CMC TRAFFIC CONTROL SPECIALISTS INC	\$0	\$0	\$0	



Project Name	Contract Number	Supplier Name <sup>6</sup>	Payments Made to Date by City to Prime Contractor	Payments Made to Date Reported as Issued from Prime Contractor to Subcontractor	Payments Made to Date Reported as Received by Subcontractor	PLA Threshold Exceeded Date
56 and Sewer Replacement		DELTA GRINDING COMPANY INC	\$0	\$0	\$0	
		GOLDEN STATE CONSTRUCTION & UTILITY, INC	\$0	\$554,218	\$554,218	
		PHILIP BETTNEY TRUCKING INC.	\$0	\$9,653	\$9,653	
		R&S CONSTRUCTION MANAGEMENT INC	\$0	\$139,469	\$139,469	
		RELIANCE ENGINEERING INC	\$0	\$0	\$0	
		RONAN CONSTRUCTION, INC.	\$0	\$0	\$0	
Various Locations Pavement Renovation No. 54 and Sewer Replacement	1000024333	<i>PRECISION ENGINEERING INC (Prime Contractor)</i>	\$2,820,182	\$0	\$0	
		CAMAJANI TRUCKING	\$0	\$0	\$0	
		NOR-CAL PIPELINE SERVICES	\$0	\$0	\$0	
		R&S CONSTRUCTION MANAGEMENT INC	\$0	\$0	\$0	
		ROADWAY CONSTRUCTION INC	\$0	\$0	\$0	
		SAK CONSTRUCTION LLC	\$0	\$0	\$0	
Various Locations Pavement Renovation No. 55 and Sewer Replacement	1000025088	<i>DARCY &amp; HARTY CONSTR INC (Prime Contractor)</i>	\$1,748,587	\$0	\$0	2/15/2023
		CMC TRAFFIC CONTROL SPECIALISTS INC	\$0	\$78,210	\$57,000	
		COBRA TRUCKING INC	\$0	\$35,729	\$0	
		CRANA TRUCKING	\$0	\$0	\$0	
		DELTA GRINDING COMPANY INC	\$0	\$0	\$0	
		NOR-CAL PIPELINE SERVICES	\$0	\$0	\$0	
		R&S CONSTRUCTION MANAGEMENT INC	\$0	\$223,602	\$0	
		RELIANCE ENGINEERING INC	\$0	\$0	\$0	
		RONAN CONSTRUCTION, INC.	\$0	\$36,100	\$36,100	
		S & S TRUCKING	\$0	\$79,870	\$0	
		SULLIVAN'S CONCRETE SAWING INC	\$0	\$19,017	\$6,405	
Contract No. 65 New Traffic Signals	1000025257	<i>Liffey Electric, Inc. (Prime Contractor)</i>	\$1,314,323	\$0	\$0	
		FONTENOY ENGINEERING INC	\$0	\$273,599	\$0	
		RONAN CONSTRUCTION, INC.	\$0	\$42,087	\$42,087	

Project Name	Contract Number	Supplier Name <sup>6</sup>	Payments Made to Date by City to Prime Contractor	Payments Made to Date Reported as Issued from Prime Contractor to Subcontractor	Payments Made to Date Reported as Received by Subcontractor	PLA Threshold Exceeded Date
Mission Street and Geneva Avenue Improvement Project	1000025503	BAUMAN LANDSCAPE & CONSTRUCTION INC (Prime Contractor)	\$4,891,590	\$0	\$0	4/27/2023
		AMERICAN CIVIL CONSTRUCTORS WEST CST INC	\$0	\$0	\$0	
		BAY AREA LIGHTWORKS INC	\$0	\$417,359	\$417,359	
		CMC TRAFFIC CONTROL SPECIALISTS INC	\$0	\$0	\$0	
		DELTA GRINDING COMPANY INC	\$0	\$0	\$0	
		JDB & SONS CONSTRUCTION INC	\$0	\$795,589	\$795,589	
		NOR-CAL PIPELINE SERVICES	\$0	\$0	\$0	
		RONAN CONSTRUCTION, INC.	\$0	\$0	\$0	
900 Innes Park Development	1000026347	SWINERTON BUILDERS (Prime Contractor)	\$14,838,937	\$0	\$0	3/24/2023
		ANCO IRON & CONSTRUCTION	\$0	\$0	\$0	
		ANNING-JOHNSON COMPANY - HAYWARD	\$0	\$0	\$0	
		ASBESTOS MANAGEMENT GROUP OF CALIF INC	\$0	\$0	\$0	
		AYOOB & PEERY PLUMBING CO INC	\$0	\$206,308	\$0	
		BRADY AIR CONDITIONING INC	\$0	\$186,676	\$186,676	
		CITY DOOR & HARDWARE	\$0	\$0	\$0	
		COBRA TRUCKING INC	\$0	\$0	\$0	
		COURTNEY, INC.	\$0	\$48,030	\$0	
		D W NICHOLSON CORP	\$0	\$0	\$0	
		DE HARO RAMIREZ GROUP	\$0	\$0	\$0	
		DRILL TECH DRILLING & SHORING INC	\$0	\$1,894,900	\$1,894,900	
		E.J. WEBER ELECTRIC COMPANY INC.	\$0	\$485,580	\$358,487	
		EAST BAY RESTAURANT SUPPLY	\$0	\$0	\$0	
		GSW CONSTRUCTION INC.	\$0	\$0	\$0	
		HOSELEY CORPORATION	\$0	\$1,212,299	\$1,212,299	
		HVYW8, INC.	\$0	\$0	\$0	
		J C METAL SPECIALISTS	\$0	\$0	\$0	
		J.C. METAL SPECIALISTS, INC.	\$0	\$144,400	\$144,400	

Project Name	Contract Number	Supplier Name <sup>6</sup>	Payments Made to Date by City to Prime Contractor	Payments Made to Date Reported as Issued from Prime Contractor to Subcontractor	Payments Made to Date Reported as Received by Subcontractor	PLA Threshold Exceeded Date
		KINGDOM PIPELINES, INC.	\$0	\$0	\$0	
		MARINA LANDSCAPE, INC.	\$0	\$0	\$0	
		MASTER PAINTING & DECORATING	\$0	\$0	\$0	
		POWER ENGINEERING CONSTRUCTION CO	\$0	\$11,080,366	\$7,314,428	4/12/2023
		PRESIDIO BUILDERS	\$0	\$0	\$0	
		PRIORITY ARCHITECTURAL GRAPHICS	\$0	\$0	\$0	
		R & I GLASSWORKS	\$0	\$0	\$0	
		ROEBUCK CONSTRUCTION INC	\$0	\$388,436	\$388,436	
		SOUTHEAST ELECTRICAL CONTRACTOR, INC	\$0	\$0	\$0	
		STREAMLINE DRYWALL INC	\$0	\$0	\$0	
		THAMESIDE BRICK MASONRY CONTRACTORS	\$0	\$0	\$0	
		TOURE ENVIRONMENTAL ENGINEERING, INC	\$0	\$0	\$0	
		TRANSPACIFIC STEEL, LLC	\$0	\$0	\$0	
		VALUE FIRE PROTECTION INC	\$0	\$28,500	\$28,500	
		YADEJS, INC.	\$0	\$0	\$0	
		YERBA BUENA ENGINEERING & CONSTRCTN INC	\$0	\$0	\$0	
		YOLANDA'S CONST ADMIN & TRAFFIC CONTROL	\$0	\$0	\$0	
Laguna Honda Hospital and Rehabilitation Center Administration Building M and O Wings Renovation	1000026746	<i>S J AMOROSO CONSTRUCTION CO INC (Prime Contractor)</i>	\$3,165,789	\$0	\$0	
		ALLIED FIRE PROTECTION	\$0	\$0	\$0	
		ASBESTOS MANAGEMENT GROUP OF CALIF INC	\$0	\$0	\$0	
		CONTROL AIR NORTH INC.	\$0	\$108,726	\$0	
		DE HARO RAMIREZ GROUP	\$0	\$0	\$0	
		DOWDLE & SONS MECHANICAL INC	\$0	\$0	\$0	
		J & J ACOUSTICS, INC	\$0	\$0	\$0	
		MCKEE AND COMPANY ELECTRIC	\$0	\$408,500	\$408,500	
		PICTURE PAINTING & DECORATING	\$0	\$0	\$0	
		PIONEER CONTRACTORS INC	\$0	\$0	\$0	
		PULLMAN SST, INC.	\$0	\$0	\$0	

Project Name	Contract Number	Supplier Name <sup>6</sup>	Payments Made to Date by City to Prime Contractor	Payments Made to Date Reported as Issued from Prime Contractor to Subcontractor	Payments Made to Date Reported as Received by Subcontractor	PLA Threshold Exceeded Date
		TK ELEVATOR CORPORATION	\$0	\$345,146	\$0	
		TRANSPACIFIC STEEL, LLC	\$0	\$0	\$0	
Golden Gate Park Middle Lake Rehabilitation	1000027040	<i>BAUMAN LANDSCAPE &amp; CONSTRUCTION INC (Prime Contractor)</i>	\$3,963,629	\$0	\$0	4/27/2023
		BAIRD TRUCKING INC	\$0	\$0	\$0	
		BAYTECH ENGINEERING, INC.	\$0	\$0	\$0	
		CATMEX MAINTENANCE	\$0	\$0	\$0	
		MERIDIAN SURVEYING ENGINEERING INC	\$0	\$5,615	\$5,615	
ESER 2020-911 Call Center Renovation	1000027188	<i>BUHLER COMMERCIAL (Prime Contractor)</i>	\$590,718	\$0	\$0	
		AIRE SHEET METAL	\$0	\$0	\$0	
		BACON PLUMBING CO INC	\$0	\$0	\$0	
		BATTALION ONE FIRE PROTECTION INC	\$0	\$0	\$0	
		CONFLO SERVICES, INC.	\$0	\$19,571	\$0	
		CUSTOM FIRE PROTECTION	\$0	\$0	\$0	
		CW ACOUSTICS, INC DBA CAL WEST ACOUSTICS	\$0	\$0	\$0	
		JAMES HEWATT, INC	\$0	\$0	\$0	
		MCKEE AND COMPANY ELECTRIC	\$0	\$0	\$0	
		SERVICE METAL PRODUCTS, INC	\$0	\$0	\$0	
		VALDEZ PAINTING INC	\$0	\$0	\$0	
Western Addition Area Traffic Signal Upgrades Phase 1	1000027351	<i>BAY AREA LIGHTWORKS INC (Prime Contractor)</i>	\$0	\$0	\$0	
		M HERNANDEZ CONSTRN DBA HERNANDEZ ENGRNG	\$0	\$0	\$0	
		ON THE LEVEL CONCRETE	\$0	\$0	\$0	
		RONAN CONSTRUCTION, INC.	\$0	\$0	\$0	
Mission Branch Library Renovation	1000027820	<i>S J AMOROSO CONSTRUCTION CO INC (Prime Contractor)</i>	\$0	\$0	\$0	
		ALTA GROUP, INC.	\$0	\$0	\$0	
		BANNON CONSTRUCTION INC	\$0	\$0	\$0	

Project Name	Contract Number	Supplier Name <sup>6</sup>	Payments Made to Date by City to Prime Contractor	Payments Made to Date Reported as Issued from Prime Contractor to Subcontractor	Payments Made to Date Reported as Received by Subcontractor	PLA Threshold Exceeded Date
		JDB & SONS CONSTRUCTION INC	\$0	\$0	\$0	
		MCKEE AND COMPANY ELECTRIC	\$0	\$0	\$0	
Castro Station Elevator	1000028073	<i>C L W BUILDERS INC (Prime Contractor)</i>	\$0	\$0	\$0	
		ABCO MECHANICAL CONTRACTORS INC	\$0	\$0	\$0	
		ALL PHASE ELECTRICAL INCORPORATED	\$0	\$0	\$0	
		D & S LEONG ASSOC INC	\$0	\$0	\$0	
		KM 106 CONSTRUCTION INC.	\$0	\$0	\$0	
		PRIORITY ARCHITECTURAL GRAPHICS	\$0	\$0	\$0	
		RK ENGINEERING INC	\$0	\$0	\$0	



**OFFICE OF THE CONTROLLER**  
CITY AND COUNTY OF SAN FRANCISCO

Ben Rosenfield  
Controller  
  
Todd Rydstrom  
Deputy Controller

July 27, 2023

Angela Calvillo  
Clerk of the Board  
Board of Supervisors  
1 Carlton B. Goodlett Place, Room 244  
San Francisco, CA 94102

Dear Ms. Calvillo,

Pursuant to the San Francisco Administrative Code, Section 6.27(f), within one year after the City Administrator executes the Project Labor Agreement (PLA) on behalf of the City, and annually thereafter, the Controller's Office shall annually review the citywide PLA to evaluate whether it has promoted the efficient, economical, and timely completion of PLA-covered projects, the costs of covered projects, and the PLA's impact on Local Business Enterprises and the local workforce.

The attached annual reports for fiscal years 2020-21 and 2021-22 highlight the efforts, accomplishments, and challenges departments encountered during the implementation and administration of the PLA and list the citywide PLA projects. We plan to issue the annual report for fiscal year 2022-23 in August 2023.

My office has not yet analyzed or evaluated the citywide PLA because no PLA-covered projects were completed by June 30, 2023. However, we have developed a preliminary, high-level methodology to evaluate the PLA and are ready to perform this evaluation as projects are completed and cost and performance data becomes available.

**Pursuant to the Administrative Code, Section 6.27(g), the Controller shall submit to the Clerk of the Board and all members of the Board of Supervisors a request for public hearing regarding the annual reports no later than July 31, 2023.** I respectfully request a public hearing before all members of the Board of Supervisors to review the attached annual citywide PLA reports.

Respectfully,

A handwritten signature in black ink, appearing to read "Mark de la Rosa".

Mark de la Rosa  
Director of Audits

cc: Board of Supervisors

City Administrator/CMD/OLSE

Carmen Chu  
Jennifer Johnston  
Kenneth Bukowski  
Katie Petrucione  
Stephanie Tang  
Pat Mulligan  
Benjamin Weber  
Yordanos Dejen  
Robin Ho  
James Hewitt

Controller

Ben Rosenfield  
Todd Rydstrom  
Hunter Wang  
Xing Hua Wen  
Oscar King Ramos

Economic and Workforce Development

Sarah Dennis-Phillips  
Joshua Arce  
Ken Nim  
AJ Thomas

Public Works

Carla Short  
Bruce Robertson  
Alexander Burns

Rec and Park

Phil Ginsburg  
Stacy Bradley  
Kelli Rudnick  
Sean McFadden

**ATTACHMENTS**

- A. Citywide Project Labor Agreement, Fiscal Year 2020-21
- B. Citywide Project Labor Agreement, Fiscal Year 2021-22

# **ATTACHMENT A**

Citywide Project Labor Agreement, Fiscal Year 2020-21





# OFFICE OF THE CONTROLLER


## CITY AND COUNTY OF SAN FRANCISCO

Ben Rosenfield  
Controller

Todd Rydstrom  
Deputy Controller

### MEMORANDUM

**TO:** Mayor London Breed  
Board of Supervisors

**FROM:** Mark de la Rosa, Director of Audits  
Audits Division, City Services Auditor 

**DATE:** July 15, 2021

**SUBJECT:** Citywide Project Labor Agreement, Fiscal Year 2020-21

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### EXECUTIVE SUMMARY

The San Francisco Administrative Code, Section 6.27, Citywide Project Labor Agreement Ordinance, directed the City the County of San Francisco (City) to negotiate a Project Labor Agreement (PLA) with the San Francisco Building Construction Trades Council, and one of the ordinance's provisions requires the Office of the Controller (Controller) to annually report on the evaluation and impact of PLA-covered projects. During fiscal year 2020-21, program implementation work progressed although some operations and projects were delayed by the COVID-19 public health pandemic. This memorandum provides an update on the city departments' efforts to implement and improve data collection and tracking processes to ensure comprehensive reporting in the coming years. This memorandum also provides a look ahead at the PLA-covered projects that are currently planned.

### BACKGROUND

On February 18, 2019, the San Francisco Board of Supervisors passed the Citywide Project Labor Agreement Ordinance (Section 6.27 of the San Francisco Administrative Code), which directed the City to negotiate a Project Labor Agreement with the San Francisco Building Construction Trades Council. A project labor agreement enables agencies to negotiate a single collective bargaining settlement that applies to multiple projects in lieu of having the contract awardee for each project negotiate its own terms. The agreement includes the terms shown in the following table.

Obligations Under the New Citywide Project Labor Agreement	
Contractors	Unions
<ul style="list-style-type: none"> <li>Use union hiring halls for all work except clerical or supervisory roles.</li> <li>Unless contractors are qualified LBEs, pay fringe benefits to respective union trust funds.</li> <li>Follow existing local hire and prevailing wage requirements.</li> </ul>	<ul style="list-style-type: none"> <li>Refrain from strikes, sympathy strikes, picketing, work stoppages, slowdowns, lockouts, interference with the work or other disruptive activity for any reason.</li> <li>Enter into an agreement with city-funded CityBuild Academy to provide pathways for San Francisco residents into all trade unions' apprenticeship programs.</li> </ul>

The policy goals of the PLA for the City are to minimize work disruption on city projects and to improve access to union construction jobs for San Francisco residents. To determine whether those goals are being achieved, the ordinance tasked the Controller, in collaboration with the Contract Monitoring Division (CMD), to "conduct annual reviews of the PLA to evaluate whether the PLA has promoted the efficient, economical, and timely completion of Covered Projects, the costs of Covered Projects, and the PLA's impact on Local Business Enterprises (LBEs) and the local workforce."

Although several city departments, including the Airport and Public Utilities Commission, use PLAs, the citywide PLA applies only to projects sponsored by San Francisco Public Works (Public Works) or the Recreation and Park Department (Rec and Park). The citywide PLA covers all city public work and improvement projects, as defined by Chapter 6 of the San Francisco Administrative Code, that exceed certain value thresholds and that are funded wholly or in part by general obligation or revenue bonds. The agreement defines covered projects and provides for a phased implementation with the following threshold amounts:

Project Value (up to)	Period
\$5,000,000	July 14, 2020, through July 13, 2021
\$3,000,000	July 14, 2021, through July 13, 2022
\$1,000,000	July 14, 2022, through July 13, 2023
<\$10,000,000	Funded by a source other than general obligation or revenue bond

Also, registered LBEs, acting as either prime contractors or subcontractors, are exempt from PLA requirements until they have received the value of contract award work on covered projects in an amount exceeding \$5 million cumulatively over the duration of the PLA.

## PREPARATION FOR IMPLEMENTATION

Starting in January 2020, the Controller's Office jointly coordinated and convened with the City Administrator's Office a PLA implementation working group consisting of staff from the Office of Labor Standards Enforcement (OLSE), CMD, Public Works, and Rec and Park to prepare for the implementation of and reporting on the citywide PLA and covered projects. The working group met biweekly, focusing on goals and tasks that ensured the program and project set-ups,

tracking, and reporting by city departments were implemented, along with the necessary departmental procedures and processes to monitor and enforce the PLA requirements. This included ensuring that relevant systems captured data needed to analyze the PLA objectives and results.

At this point, city departments are ready to track, monitor, and report on their PLA compliance. Most of the citywide PLA monitoring and compliance aspects required little change from existing city processes. For instance, the PLA requires union hiring and prevailing wages, which is consistent with the city policy that requires all city contractors to meet the City's prevailing wage requirement. The PLA also has a local hire provision requiring unions and contractors to increase hiring of San Francisco residents. This is also consistent with the City's current rules, so no new processes were necessary to meet this requirement. However, integrated reporting updates were necessary and have been created.

Most of the preparation efforts for implementation included ensuring the PLA-covered bids are properly advertised as such and communicating the PLA responsibilities to the contractors. The primary venue for disseminating that information is in the pre-bid, pre-construction, and pre-job meetings, where city staff explains the program and related reporting requirements to prospective bidders and, following the contract award, to the construction project team members.

The ordinance requires reporting on the PLA's impact on LBEs and the local workforce. This information is recorded in the Labor Compliance and Certified Payroll Software (LCPtracker), which is the system city contractors use to certify the payroll reports about their workers to city agencies. OLSE uses LCPtracker to monitor contractor compliance with prevailing wage requirements and the Office of Economic and Workforce Development (OEWD) uses it to measure compliance with local hire requirements. The LCPtracker contains data on prime contractor and subcontractor workers' current and former addresses, demographic information, veteran status, and apprenticeship status. All these data points will be useful in assessing whether the PLA is providing stable employment opportunities for San Francisco residents and determining utilization rates of LBEs.

The citywide PLA allows an exemption for each CMD-certified LBE for the first \$5 million of contract award work on PLA-covered projects. To meet the need for tracking cumulative payments, the Controller's Office added integrated reporting functionality in PeopleSoft<sup>1</sup> to identify PLA-covered project payments to LBEs. The PLA implementation working group developed a process in which OLSE will track payments using the PeopleSoft dashboard for PLA administration. The Controller's Systems Division and OLSE are implementing a business process to ensure that PeopleSoft and the LCPtracker maintain a common set of PLA-covered projects with the contracting city departments assisting, to ensure complete and accurate data on contract and project teams, prime contractors, and subcontractors is entered.

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<sup>1</sup> The City's procurement and financial system.

The following table lists the key citywide PLA implementation accomplishments and related data tracking and reporting updates provided by city departments through June 2021.

Highlights of Key PLA Implementation Accomplishments & Notable Updates, by Department	
Department	Accomplishments
City Administrator	<ul style="list-style-type: none"> <li>Negotiated the terms of the PLA with the Building Trades Council within the parameters of the PLA legislation.</li> <li>Finalized and disseminated the agreement to stakeholders to ensure they were aware of the terms and requirements of the PLA (contract managers, public works contractors, LBEs, CMD, and OLSE).</li> <li>Worked with the Mayor's Office and the Board of Supervisors to ensure that OLSE had sufficient staffing to at least initiate the PLA.</li> </ul>
CMD	<ul style="list-style-type: none"> <li>Collaborated with Controller to ensure contracting data is properly captured for the PLA report.</li> <li>Began providing more emphasis on prime contractors and subcontractors to break down more contracting dollars into PeopleSoft.</li> </ul>
Controller	<ul style="list-style-type: none"> <li>Published a dashboard within Reports &amp; Analytics to monitor PLA covered projects and track cumulative payments per LBE.</li> <li>Added the Contract Categorizations for Economics &amp; Social Policy section to the Contract Entry page to enable reporting for PLA contracts.</li> <li>Provided two rounds of LCPtracker data to OLSE to track Public Works/Rec and Park PLA contracts (Systems Division).</li> <li>Will roll out Joint Venture, Construction Manager/General Contractor &amp; Design Build Contracts, and Payment Affidavit Enhancements on September 23, 2021.</li> </ul>
OEWD/ CityBuild	<ul style="list-style-type: none"> <li>Published annual local hire report, which found that 33 percent of construction hours in capital construction projects were performed by SF residents.</li> <li>Graduated 77 residents from CityBuild Academy, the pre-apprenticeship training, 67 (87 percent) of whom were placed in state-certified apprenticeship programs working for signatory contractors.</li> <li>Signed a memorandum of understanding between the OEWD's CityBuild Academy and the International Union of Elevator Constructors, Local 8.</li> <li>Planned next steps include: <ul style="list-style-type: none"> <li>✓ Continuing discussions with the San Francisco Building and Construction Trades Council on additional Direct Entry Agreements.</li> <li>✓ Increase two additional special pre-apprenticeship training programs with local resident/worker outreach and recruitment from economically disadvantaged communities.</li> </ul> </li> </ul>
OLSE	<ul style="list-style-type: none"> <li>Produced contractor outreach materials about the PLA.</li> <li>Hired staff and established policies and procedures for administration.</li> <li>Created process to track PLA Projects, Letters of Assent, and Statements of Exemption.</li> </ul>
Public Works and Rec and Park	<ul style="list-style-type: none"> <li>Created procedure to identify PLA applicability on Public Works and Rec and Park projects.</li> <li>Updated templates for procurement documents to include PLA language and forms.</li> <li>Developed protocols to ensure PLA projects are correctly inputted and identified in PeopleSoft and the LCPtracker.</li> </ul>

## LOOKING AHEAD

Since early in 2020, many city employees were assigned to the COVID-19 pandemic emergency response, resulting in less project activity than expected. However, both Public Works and Rec and Park anticipate work will start on multiple PLA-covered projects in the upcoming fiscal year. Public Works recently awarded two PLA-covered projects, the Sixth Street Pedestrian Safety and Safer Taylor Street projects. The Public Works project managers for each project are proactively working with the contractors to communicate reporting responsibilities under the citywide PLA, emphasizing the importance of tracking payments to LBE subcontractors for monitoring exemption status. As of the publication of this memorandum, Public Works and OLSE can monitor contract activity and payment information on the PeopleSoft dashboards.

As of June 2021, Rec and Park had not advertised any PLA-covered projects, but as the City recovers and resumes normal activities following the COVID-19 pandemic and as the threshold amount for PLA-covered projects decreases, the department foresees some projects in the coming year.

The tables below list current and upcoming PLA-covered projects.

Current PLA-Covered Projects			
Project	Awarding Department	Contract Amount	Award Date
Sixth Street Pedestrian Safety	Public Works	\$10,088,005	May 10, 2021
Safer Taylor Street projects	Public Works	\$9,078,716	May 25, 2021
Pavement Renovation No. 48	Public Works	\$8,036,269	June 10, 2021

Planned PLA-Covered Projects*			
Project	Awarding Department	Contract Amount (Estimate)	Estimated Bid Opportunity Timing
Castro Station Elevator	Public Works	\$11,000,000	Summer 2021
India Basin Shoreline Park	Rec and Park	\$26,000,000	Fall 2021
Golden Gate Park Middle Lake	Rec and Park	\$5,000,000	Fall 2021
Gene Friend Rec Center Renovation	Rec and Park	\$40,000,000	Winter 2021/2022
Buchanan Mall	Rec and Park	\$4,000,000	Spring/Summer 2022

\*This is not a comprehensive list of upcoming projects; project scope and/or funding can change PLA coverage applicability as plans develop.

As the above projects are completed and cost and performance data for the PLA-covered projects becomes available, the Controller's City Services Auditor Division will conduct future analyses. We plan to issue our next PLA report in July 2022 and annually thereafter. To the degree projects are completed, annual reporting will include an evaluation as to whether the PLA promoted the efficient, economical, and timely completion of PLA-covered projects, the costs of covered projects and, in collaboration with CMD, the PLA's impact on LBEs and the local workforce. Further, as the ordinance requires, the Controller will request a hearing at the Board of Supervisors to review the annual reports no later than July 31, 2023.

cc: Board of Supervisors  
Budget Analyst  
Citizens Audit Review Board  
City Attorney  
Civil Grand Jury  
Mayor  
Public Library

# **ATTACHMENT B**

Citywide Project Labor Agreement, Fiscal Year 2021-22



# OFFICE OF THE CONTROLLER

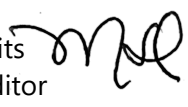
## CITY AND COUNTY OF SAN FRANCISCO

Ben Rosenfield  
Controller

Todd Rydstrom  
Deputy Controller

### MEMORANDUM

**TO:** Mayor London Breed  
Board of Supervisors

**FROM:** Mark de la Rosa, Director of Audits  
Audits Division, City Services Auditor 

**DATE:** July 28, 2022

**SUBJECT:** Citywide Project Labor Agreement, Fiscal Year 2021-22

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#### EXECUTIVE SUMMARY

The San Francisco Administrative Code, Section 6.27, also known as the Citywide Project Labor Agreement Ordinance, directed the City and County of San Francisco (City) to negotiate a Project Labor Agreement (PLA) with the San Francisco Building Construction Trades Council, which it did. The ordinance also requires the Office of the Controller (Controller) to annually report on the evaluation and impact of PLA-covered projects.

In fiscal year 2021-22 city departments advertised and awarded additional PLA-covered projects, and construction work is underway. This memorandum provides an update on departments' efforts—despite challenges they have encountered—to begin construction on PLA-covered projects and to implement and improve data collection and tracking processes to ensure comprehensive reporting in the coming years. This memorandum also provides a look ahead at the PLA-covered projects that are now planned.

#### BACKGROUND

On February 18, 2019, the San Francisco Board of Supervisors passed the Citywide Project Labor Agreement Ordinance (San Francisco Administrative Code, Section 6.27), which directed the City to negotiate a Project Labor Agreement with the San Francisco Building Construction Trades Council. A project labor agreement enables agencies to negotiate a single collective bargaining settlement that applies to multiple projects instead of having the contract awardee for each project negotiate its own terms.



**What Contractors and Unions Must Do.** The agreement includes the obligations shown in the table below.

Obligations Under the Citywide Project Labor Agreement	
Contractors	Unions
<ul style="list-style-type: none"> <li>Use union hiring halls for all work except clerical or supervisory roles.</li> <li>Unless contractors are qualified Local Business Enterprises (LBEs), pay fringe benefits to respective union trust funds.</li> <li>Follow existing local hire and prevailing wage requirements.</li> </ul>	<ul style="list-style-type: none"> <li>Refrain from strikes, sympathy strikes, picketing, work stoppages, slowdowns, lockouts, interference with the work, or other disruptive activity for any reason.</li> <li>Enter into an agreement with city-funded CityBuild Academy to provide pathways for San Francisco residents into all trade unions' apprenticeship programs.</li> </ul>

**The City's Policy Goals.** The City's policy goals for the PLA are to minimize work disruption on city projects and to improve San Francisco residents' access to union construction jobs. To determine whether these goals are being achieved, the ordinance tasked the Controller, in collaboration with the City's Contract Monitoring Division (CMD), to annually review the PLA to evaluate whether it "has promoted the efficient, economical, and timely completion of Covered Projects, the costs of Covered Projects, and the PLA's impact on Local Business Enterprises (LBEs) and the local workforce."

**The Citywide PLA Applies Only to Two Departments.** Although several city departments, including the Airport and Public Utilities Commission, use PLAs, the citywide PLA applies only to projects sponsored by San Francisco Public Works (Public Works) or the Recreation and Park Department (Rec and Park). The San Francisco Administrative Code, Chapter 6, defines PLA-covered projects in three categories. The table below lists the criteria for PLA-covered projects, which must meet only one of the criteria, and value thresholds.

Criterion 1	
The contract is funded in whole or in part by a general obligation bond or revenue bond and the estimated cost of the contract exceeds the value thresholds in the advertisement bid period below.	
Estimated Contract Value (exceeding)	Period
\$5,000,000	July 14, 2020, through July 13, 2021
\$3,000,000	July 14, 2021, through July 13, 2022
\$1,000,000	July 14, 2022, and thereafter
Criterion 2	
Estimated project value exceeding \$10 million that is funded by a source other than a general obligation or revenue bond.	
Criterion 3	
The department head has determined that delay in completing the covered project may lead to interruption or delay of services or use of facilities that are important to the essential operations or infrastructure of the City.	

Also, registered LBEs, acting as either prime contractors or subcontractors, are exempt from PLA requirements until they have received the value of contract award work on covered projects in an amount exceeding \$5 million cumulatively over the duration of the PLA.

## IMPLEMENTATION OF CITYWIDE PROJECT LABOR AGREEMENT

For most of fiscal year 2021-22, the Controller's Office jointly coordinated and convened biweekly with the City Administrator's Office a PLA implementation working group consisting of staff of CMD, the City Attorney's Office, Office of Economic and Workforce Development (OEWD), Office of Labor Standards Enforcement (OLSE), Public Works, and Rec and Park to implement, discuss challenges, and report on the citywide PLA and covered projects. The group is scheduled to meet monthly as of June 2022.

**Advertising Projects.** Public Works and Rec and Park are ensuring PLA-covered projects are properly advertised by communicating the PLA responsibilities to contractors. The primary venue for disseminating this information is in the pre-bid, pre-construction, and pre-job meetings, where city staff explains the PLA program and related reporting requirements to prospective bidders. After contract award, information on the PLA program is also communicated to the construction project team.

In fiscal year 2021-22 Public Works advertised 15 PLA-covered projects, which have an estimated cumulative value of over \$250 million. This includes:

- 4 projects that have been awarded.
- 11 projects that are now being advertised for bid or have received bids but have not yet had contracts awarded.

**Monitoring and Reporting on Compliance.** City departments are tracking, monitoring, and reporting on their PLA compliance. The ordinance requires reporting on the PLA's impact on LBEs and the local workforce. City contractors are using the Labor Compliance and Certified Payroll Software (LCPtracker) to certify payroll reports about their workers to city agencies. OLSE is using LCPtracker to monitor contractor compliance with prevailing wage requirements, and OEWD is using it to measure compliance with local hiring requirements.

The Controller's Systems Division, in collaboration with CMD, OLSE, Public Works, and Rec and Park, added a citywide PLA dashboard in PeopleSoft<sup>1</sup> to identify PLA-covered projects, payments to contractors, and identify when a contractor exceeds the cumulative payment threshold allowable under the PLA, as shown in the attachment to this memorandum.

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<sup>1</sup> The City's financial and procurement system.

**Current Projects.** The table below lists the current awarded projects covered by the citywide PLA, all of which were awarded by Public Works.

PLA-Covered Projects: Current (Awarded) Projects		
Project	Contract Amount	Award Date
Sixth Street Pedestrian Safety	\$10,088,005	May 10, 2021
Safer Taylor Street Projects	\$9,078,716	May 25, 2021
Pavement Renovation No. 48	\$8,036,269	June 10, 2021
Pavement Renovation No. 54	\$9,512,131	November 18, 2021
Pavement Renovation No. 50	\$2,897,512	December 2, 2021
Pavement Renovations No. 55 and Sewer Replacement	\$13,285,655	April 28, 2022
Mission Street and Geneva Avenue Improvement	\$22,772,301	June 6, 2022

The table below lists PLA-covered projects that are not yet awarded as they are in the solicitation or contract evaluation process.

PLA-Covered Projects: Advertised or Bids Received, But Not Yet Awarded			
Project	Awarding Department	Contract Amount (Estimate)	Bid Date
Gene Friend Recreation Center	Rec and Park	\$40,000,000	March 30, 2022
Contract No. 65 New Traffic Signals (Rebid)	Public Works	\$4,762,413	April 6, 2022
900 Innes Park Development	Rec and Park	\$27,070,275	April 20, 2022
Pavement Renovation No. 53 and Sewer Replacement	Public Works	\$12,647,072	April 27, 2022
Pavement Renovations No. 56 and Sewer Replacement	Public Works	\$12,400,000	June 1, 2022
911 Call Center Renovation	Public Works	\$4,000,000	June 29, 2022
Western Addition Area Traffic Signal Upgrades: Phase 1	Public Works	\$6,900,000	June 29, 2022
Laguna Honda Hospital and Rehabilitation Center Administration Building M&O Wings Renovation	Public Works	\$59,386,301	July 13, 2022
Golden Gate Park Middle Lake	Rec and Park	\$6,600,000	August 3, 2022
Mission Branch Library Renovation	Public Works	\$16,131,108	August 17, 2022
Castro Station Elevator	Public Works	\$12,000,000	August 24, 2022

**Accomplishments, Data Tracking, and Reporting Updates.** The table below lists the key citywide PLA implementation accomplishments and related data tracking and reporting updates provided by city departments through June 2022.

Highlights of Key PLA Implementation Accomplishments & Notable Updates, by Department	
Department	Accomplishments
CMD	<ul style="list-style-type: none"> <li>Improved LBE Participation and Payment Affidavit modules in PeopleSoft, in coordination with the Controller's Systems Division, to foster greater ease-of-use to help ensure more accurate data capture and reporting.</li> <li>Worked with and advised OLSE on LBE program requirements and business practices related to LBE participation credit and certification standards.</li> <li>Communicated to prime contractors the PLA reporting requirements and importance of accurately entering payment data into the City's financial system.</li> </ul>
Controller	<ul style="list-style-type: none"> <li>Created additional report views and implemented enhanced functionality for PLA dashboards, in coordination with CMD, OLSE, and other departments.</li> <li>In consultation with CMD, updated sourcing event job aids used by city staff for issuing competitive solicitations, bid advertisements, and requests for information.</li> <li>Implemented major changes to allow LBE tracking on complex contract types, such as Design-Build, Construction Manager/General Contractor, As-Needed, and Job Order Contracts. Also, implemented newly streamlined functionality and easier data access to improve suppliers' experience with the system.</li> <li>Created over a dozen new and updated job aids and provided many trainings, including live trainings with key departments and pre-recorded trainings that are accessible to city staff and suppliers.</li> <li>Responded to a range of user support requests (help desk tickets). Specifically, assisted prime contractors with their payment affidavit filings and participation reports, helped subcontractors with their confirmation reports, and advised city staff on how to set up contract project teams and view payment affidavits, confirmation reports, and participation reports.</li> </ul>
OEWD/ CityBuild	<ul style="list-style-type: none"> <li>Work has begun on three of the seven awarded PLA-covered projects. Of the 11,132 hours of work, 4,876 (44 percent) were performed by San Francisco residents.</li> <li>Of the 679 apprentice hours on PLA-covered projects, 580 (85 percent) were performed by local apprentices.</li> <li>Graduated 105 San Francisco residents from CityBuild Academy, of which 93 were accepted into joint apprenticeship programs working on public and private projects.<sup>2</sup></li> <li>CityBuild Academy placed its first graduate apprentice onto a PLA-covered project in May 2022, and opportunities to place additional graduates will grow as work increases.</li> <li>Planned next steps include continuing to provide comprehensive pre-apprenticeship training to San Francisco residents.</li> </ul>

<sup>2</sup> CityBuild data is for calendar year 2021 from *The San Francisco Local Hiring Policy for Construction Annual Report* for 2022 at <https://oewd.org/sites/default/files/Workforce/Workforce-Docs/2022%20Local%20Hire%20Report.pdf>.

Highlights of Key PLA Implementation Accomplishments & Notable Updates, by Department	
Department	Accomplishments
OLSE	<ul style="list-style-type: none"> <li>Assigned staff for PLA administration.</li> <li>Convened six pre-job meetings.</li> <li>Coordinated with Public Works on PLA-covered project advertisements and awards.</li> <li>Developed a PLA payment dashboard.</li> </ul>
Public Works and Rec and Park	<ul style="list-style-type: none"> <li>Developed, launched, and used tracking systems in PeopleSoft and LCPtracker to monitor PLA compliance during construction phase.</li> <li>Implemented project entry process to ensure successful and complete project information capture and reporting in PeopleSoft and LCPtracker.</li> <li>Planned next steps include generating PLA compliance reports through newly developed tracking systems and making improvements to these systems.</li> </ul>

**Challenges Encountered.** Departments report that they have encountered challenges in implementing and administering the citywide PLA, including difficulty in:

- Tracking payments.
- Coordinating and getting contractor attendance at required pre-job meetings.
- Facilitating enforcement authority between PLA involved departments.
- Determining the applicability of Job Order Contracts and Master As-Needed Contracts for PLA-covered projects.

Despite these challenges, departments are communicating with awarded contractors and educating them about the PLA process and LBE exemption requirements.

## LOOKING AHEAD

In early 2020 many city employees were assigned—some full-time—to a wide range of efforts to respond to the COVID-19 pandemic emergency, resulting in less PLA project activity than expected. Although some operations and projects were delayed by the pandemic, program implementation has progressed. In fiscal year 2021-22, as most city employees returned to their home departments and regular duties, both Public Works and Rec and Park advertised and awarded additional PLA-covered projects. In fiscal year 2022-23 OLSE plans to convene its first Joint Administrative Committee and Public Works plans to update the procurement specifications for upcoming PLA threshold update.

The table below lists planned PLA-covered projects identified to date.

PLA-Covered Projects: Planned*			
Project	Awarding Department	Contract Amount (Estimate)	Estimated Bid Opportunity Timing
Lake Merced	Rec and Park	\$3,800,000	Summer 2022
Stern Grove Playground	Rec and Park	\$2,000,000	August 2022

\*This list is subject to change. Changes in project scope and/or funding during a project's planning phase can cause a project to be covered by the PLA.

As the above projects are completed and cost and performance data for PLA-covered projects becomes available, the Controller's Audits Division will conduct analyses. We plan to issue our next PLA report in July 2023 and annually thereafter, as required by the San Francisco Administrative Code, Section 6.27, until the PLA expires in 2040.<sup>3</sup> To the degree projects are completed, annual reporting will include an evaluation as to whether the PLA promoted the efficient, economical, and timely completion of PLA-covered projects, the costs of covered projects and, in collaboration with CMD, the PLA's impact on LBEs and the local workforce. Further, as the ordinance requires, the Controller will request a hearing at the Board of Supervisors to review the annual reports no later than July 31, 2023.

cc: City Administrator/CMD/OLSE

Carmen Chu  
Jennifer Johnston  
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Romulus Asenloo  
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Benjamin Weber  
Yordanos Dejen  
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Controller

Ben Rosenfield  
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Economic and Workforce Development

Kate Sofis  
Joshua Arce  
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Public Works

Carla Short  
Bruce Robertson  
Alexander Burns  
Jason Chin

Recreation and Park

Phil Ginsburg  
Stacy Bradley  
Kelli Rudnick  
Sean McFadden

Budget Analyst  
Citizens Audit Review Board  
City Attorney  
Civil Grand Jury  
Public Library

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<sup>3</sup> The ordinance will expire 20 years from the date it was initially signed by the City and the unions, which was July 14, 2020.

# Attachment

## Cumulative Payments Made to Awarded Suppliers on PLA-Covered Projects, as of June 30, 2022

Project Name	Contract Number	Supplier Name <sup>4</sup>	Payments Made to Date by City to Prime Contractor	Payments Made to Date Reported as Issued From Prime Contractor to Subcontractor	Payments Made to Date Reported as Received by Subcontractor	PLA Threshold Exceeded Date
Sixth Street Pedestrian Safety	1000015023	ESQUIVEL GRADING & PAVING INC. <i>(Prime Contractor)</i>	\$522,938.21	\$0.00	\$0.00	
		ASPHALT IMPRESSIONS INC.	\$0.00	\$0.00	\$0.00	
		BAY AREA LIGHTWORKS INC.	\$0.00	\$119,733.25	\$119,733.25	
		GECMS, INC.	\$0.00	\$0.00	\$0.00	
		GROUND COVER LANDSCAPING INC.	\$0.00	\$0.00	\$0.00	
		JDB & SONS CONSTRUCTION INC.	\$0.00	\$223,202.50	\$223,202.50	
		LAVINA TRUCKING, INC.	\$0.00	\$0.00	\$0.00	
		MCKEE AND COMPANY ELECTRIC	\$0.00	\$0.00	\$0.00	
		MG REMEDIATION, INC.	\$0.00	\$0.00	\$0.00	
		PERFORMANCE ABATEMENT SERVICES, INC.	\$0.00	\$0.00	\$0.00	
		SAN FRANCISCO TERRAZZO	\$0.00	\$0.00	\$0.00	
		TITAN SERVICES, INC.	\$0.00	\$0.00	\$0.00	
Pavement Renovation No. 48	1000015748	DARCY & HARTY CONSTRUCTION INC. <i>(Prime Contractor)</i>	\$993,324.69	\$0.00	\$0.00	
		CHRISTIAN BROTHERS LINING CO.	\$0.00	\$0.00	\$0.00	
		CMC TRAFFIC CONTROL SPECIALISTS INC.	\$0.00	\$0.00	\$0.00	
		COBRA TRUCKING INC.	\$0.00	\$0.00	\$0.00	
		INSITUFORM TECHNOLOGIES INC.	\$0.00	\$0.00	\$0.00	
		RK ENGINEERING INC.	\$0.00	\$0.00	\$0.00	
		ROADWAY CONSTRUCTION INC.	\$0.00	\$0.00	\$0.00	
		ROBOTIC SEWER SOLUTIONS, INC.	\$0.00	\$0.00	\$0.00	
		SULLIVAN'S CONCRETE SAWING	\$0.00	\$0.00	\$0.00	

<sup>4</sup> Prime contractors are notated and subcontractors are italicized.

Project Name	Contract Number	Supplier Name <sup>4</sup>	Payments Made to Date by City to Prime Contractor	Payments Made to Date Reported as Issued From Prime Contractor to Subcontractor	Payments Made to Date Reported as Received by Subcontractor	PLA Threshold Exceeded Date
Pavement Renovation No. 50	1000015750	BAUMAN LANDSCAPE & CONSTRUCTION INC. (Prime Contractor)	\$0.00	\$0.00	\$0.00	
		CMC TRAFFIC CONTROL SPECIALISTS INC.	\$0.00	\$0.00	\$0.00	
		DELTA GRINDING COMPANY INC.	\$0.00	\$0.00	\$0.00	
		JDB & SONS CONSTRUCTION INC.	\$0.00	\$0.00	\$0.00	
		RONAN CONSTRUCTION, INC.	\$0.00	\$0.00	\$0.00	
Safer Taylor Street Projects	1000015751	ESQUIVEL GRADING & PAVING INC. (Prime Contractor)	\$0.00	\$0.00	\$0.00	
		BANNON CONSTRUCTION INC.	\$0.00	\$0.00	\$0.00	
		BAY AREA LIGHTWORKS INC.	\$0.00	\$0.00	\$0.00	
		EUROPEAN PAVING DESIGNS, INC.	\$0.00	\$0.00	\$0.00	
		JDB & SONS CONSTRUCTION INC.	\$0.00	\$0.00	\$0.00	
		LAVINA TRUCKING, INC.	\$0.00	\$0.00	\$0.00	
		MARINA LANDSCAPE, INC.	\$0.00	\$0.00	\$0.00	
		MG REMEDIATION, INC.	\$0.00	\$0.00	\$0.00	
		MICHAEL O'SHAUGHNESSY CONSTRUCTION INC.	\$0.00	\$0.00	\$0.00	
		PERFORMANCE ABATEMENT SERVICES, INC.	\$0.00	\$0.00	\$0.00	
Pavement Renovation No. 54	1000024333	PRECISION ENGINEERING INC. (Prime Contractor)	\$0.00	\$0.00	\$0.00	
		CAMAJANI TRUCKING	\$0.00	\$0.00	\$0.00	
		NOR-CAL PIPELINE SERVICES	\$0.00	\$0.00	\$0.00	
		R&S CONSTRUCTION MANAGEMENT INC.	\$0.00	\$0.00	\$0.00	
		ROADWAY CONSTRUCTION INC.	\$0.00	\$0.00	\$0.00	
		SAK CONSTRUCTION LLC	\$0.00	\$0.00	\$0.00	
Pavement Renovation No. 55 and Sewer Replacement	1000025088	DARCY & HARTY CONSTRUCTION INC. (Prime Contractor)	\$0.00	\$0.00	\$0.00	
		CMC TRAFFIC CONTROL SPECIALISTS INC.	\$0.00	\$0.00	\$0.00	
		COBRA TRUCKING INC.	\$0.00	\$0.00	\$0.00	
		CRANA TRUCKING	\$0.00	\$0.00	\$0.00	
		DELTA GRINDING COMPANY INC.	\$0.00	\$0.00	\$0.00	



Project Name	Contract Number	Supplier Name <sup>4</sup>	Payments Made to Date by City to Prime Contractor	Payments Made to Date Reported as Issued From Prime Contractor to Subcontractor	Payments Made to Date Reported as Received by Subcontractor	PLA Threshold Exceeded Date
		NOR-CAL PIPELINE SERVICES	\$0.00	\$0.00	\$0.00	
		R&S CONSTRUCTION MANAGEMENT INC.	\$0.00	\$0.00	\$0.00	
		RELIANCE ENGINEERING INC.	\$0.00	\$0.00	\$0.00	
		RONAN CONSTRUCTION, INC.	\$0.00	\$0.00	\$0.00	
		S & S TRUCKING	\$0.00	\$0.00	\$0.00	
		SULLIVAN'S CONCRETE SAWING INC.	\$0.00	\$0.00	\$0.00	
Mission Street and Geneva Avenue Improvement	1000025503	BAUMAN LANDSCAPE & CONSTRUCTION INC. (Prime Contractor)	\$0.00	\$0.00	\$0.00	
		AMERICAN CIVIL CONSTRUCTORS WEST CST INC.	\$0.00	\$0.00	\$0.00	
		BAY AREA LIGHTWORKS INC.	\$0.00	\$0.00	\$0.00	
		CMC TRAFFIC CONTROL SPECIALISTS INC.	\$0.00	\$0.00	\$0.00	
		DELTA GRINDING COMPANY INC.	\$0.00	\$0.00	\$0.00	
		JDB & SONS CONSTRUCTION INC.	\$0.00	\$0.00	\$0.00	
		NOR-CAL PIPELINE SERVICES	\$0.00	\$0.00	\$0.00	
		RONAN CONSTRUCTION, INC.	\$0.00	\$0.00	\$0.00	

BOARD of SUPERVISORS



City Hall  
1 Dr. Carlton B. Goodlett Place, Room 244  
San Francisco 94102-4689  
Tel. No. (415) 554-5184  
Fax No. (415) 554-5163  
TDD/TTY No. (415) 554-5227

## MEMORANDUM

TO: Ben Rosenfield, City Controller, Office of the Controller  
Carmen Chu, City Administrator, Office of the City Administrator  
Carla Short, Interim Director, Public Works  
Phil Ginsburg, General Manager, Recreation and Park Department  
Sarah Dennis-Phillips, Executive Director, Office of Economic and Workforce Development

FROM: Brent Jalipa, Assistant Clerk  
Budget and Finance Committee

DATE: September 11, 2023

SUBJECT: HEARING MATTER INTRODUCED

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The Board of Supervisors' Budget and Finance Committee has received the following hearing request, opened by the Office of the Clerk of the Board of Supervisors, pursuant to Administrative Code, Section 6.27(g):

**File No. 230916**

**Hearing to consider the citywide Project Labor Agreement (PLA) that was executed; the annual reports for fiscal years 2020-2021, 2021-2022, and 2022-2023 that highlight the efforts, accomplishments, and challenges encountered; and the preliminary, high-level methodology developed to evaluate whether the PLA has promoted the efficient, economical, and timely completion of PLA-covered projects, the costs of covered projects, and the PLA's impact on Local Business Enterprises and the local workforce; and requesting the Controller's Office, City Administrator's Office, Public Works, Recreation and Park Department, and Office of Economic and Workforce Development to report.**

Pursuant to the hearing request, you or a representative will be expected to attend and present on the subject when this matter is agendized.

If you have any comments or reports to be included with the file, please forward them to me by email to: [brent.jalipa@sfgov.org](mailto:brent.jalipa@sfgov.org).

c: Todd Rydstrom, Office of the Controller  
Sophie Hayward, Office of the City Administrator  
Vivian Po, Office of the City Administrator  
Angela Yip, Office of the City Administrator  
David Steinberg, Public Works  
Ian Schneider, Public Works  
Lena Liu, Public Works  
Sarah Madland, Recreation and Park Department  
Beverly Ng, Recreation and Park Department  
Anne Taupier, Office of Economic and Workforce Development  
Alesandra Lozano, Office of Economic and Workforce Development

## Introduction Form

(by a Member of the Board of Supervisors or the Mayor)

I hereby submit the following item for introduction (select only one):

- ☐ 1. For reference to Committee (Ordinance, Resolution, Motion or Charter Amendment)
- ☐ 2. Request for next printed agenda (For Adoption Without Committee Reference)  
(Routine, non-controversial and/or commendatory matters only)
- ☒ 3. Request for Hearing on a subject matter at Committee
- ☐ 4. Request for Letter beginning with "Supervisor \_\_\_\_\_ inquires..."
- ☐ 5. City Attorney Request
- ☐ 6. Call File No. \_\_\_\_\_ from Committee.
- ☐ 7. Budget and Legislative Analyst Request (attached written Motion)
- ☐ 8. Substitute Legislation File No. \_\_\_\_\_
- ☐ 9. Reactivate File No. \_\_\_\_\_
- ☐ 10. Topic submitted for Mayoral Appearance before the Board on \_\_\_\_\_

The proposed legislation should be forwarded to the following (please check all appropriate boxes):

- ☐ Small Business Commission    ☐ Youth Commission    ☐ Ethics Commission
- ☐ Planning Commission    ☐ Building Inspection Commission    ☐ Human Resources Department

General Plan Referral sent to the Planning Department (proposed legislation subject to Charter 4.105 & Admin 2A.53):

- ☐ Yes    ☐ No

(Note: For Imperative Agenda items (a Resolution not on the printed agenda), use the Imperative Agenda Form.)

Sponsor(s):

Clerk of the Board

Subject:

Hearing - Citywide Project Labor Agreement and Annual Reports

Long Title or text listed:

Hearing to consider the citywide Project Labor Agreement (PLA) that was executed; the annual reports for fiscal years 2020-2021, 2021-2022, and 2022-2023 that highlight the efforts, accomplishments, and challenges encountered; and the preliminary, high-level methodology developed to evaluate whether the PLA has promoted the efficient, economical, and timely completion of PLA-covered projects, the costs of covered projects, and the PLA's impact on Local Business Enterprises and the local workforce; and requesting the Controller's Office, City Administrator's Office, Public Works, Recreation and Park Department, and Office of Economic and Workforce Development to report.

Signature of Sponsoring Supervisor:

*Alisa Romero*