

# FOR THE PEOPLE, BY THE PEOPLE



## **best practices for maximizing resident, minority and female participation on construction projects**

as learned through the construction of  
The Salvation Army Ray and Joan Kroc Corps Community Center, Boston



# Preface.

Over 20 people. More than 14 different organizations. One mission: To maximize the number of Boston residents, minorities, females, and minority/women-owned business enterprises who would work on the construction of the Ray and Joan Kroc Corps Community Center, Boston. This is our--and their--story.

## Acknowledgments:

The following people inspired the creation of this booklet: **Julio Henriquez (July 6th, 1936 - January 12, 2012)** for his leadership, passion, commitment and years of service to the Dudley Street Neighborhood; **Joan Bryant** for helping me find my voice; **Jean Alonso** for showing us all what true strength and courage are; and **Kerrick Johnson** for his wealth of knowledge and willingness to share it.

Travis Watson  
DSNI Community Organizer & Planner  
February, 2012



Julio Henriquez with DSNI Community Planner & Organizer, Travis Watson



## **The Ray & Joan Kroc Corps Community Center, Boston: A Timeline**

### **2005**

- Dudley Street Neighborhood Initiative and The Salvation Army respond to Kroc Center national selection process
- The first community-wide Kroc Community Center meeting held in Dorchester by Dudley Street Neighborhood Initiative and The Salvation Army

### **2006**

- Dudley Community selected as location for a Kroc Community Center
- Design studios begin to design the Kroc Center with the Dudley community and the Architect
- Planning Committee meetings begin to address programming at the Kroc Center
- Community meetings continue

### **2007**

- December: Groundbreaking
- Union Building Trades Career fair organized by Dudley Street Neighborhood Initiative
- Dudley Workforce Committee meets for the first time

### **2008**

- Dudley Workforce Committee gels as a team and begins to meet weekly

### **2009**

- Scope award dates

### **2010**

- Majority of construction takes place

### **2011**

- February: The Ray & Joan Kroc Corps Community Center, Boston opens its doors

# the team.

This work would not have been possible without the support of the Dudley Street community. Special recognition goes to the following organizations and individuals for your tireless dedication to this project:



Jim Grossman, Mayor Thomas M. Menino and Angus Leary

**Mayor Thomas M. Menino**, City of Boston

**The Salvation Army**, Owner & operator, Ray and Joan Kroc Corps Community Center, Boston

**Union Building Tradesmen & Tradeswomen**

**Suffolk Construction**, General Contractor, Ray and Joan Kroc Corps Community Center, Boston, with special recognition to John Fish, Mark DiNapoli, Brian McPherson and Jim Grossman

**The Boston Redevelopment Authority**: John Redd

**City of Boston Small & Local Business Enterprise**, Director: Brooke Woodson

**Open Shop Workers**

And with special thanks to:

**State Representative, Fifth Suffolk District, Carlos Henriquez**, chair, *Dudley Workforce Committee*; **Janet Jones, Jean Alonso, John Walsh & Kay Williams**, *Dorchester/Roxbury Labor Committee*; **Kerrick Johnson**, *Roxbury Builder's Guild*; **Greg Burgess**, *Access Painting*; **Marie St. Fleur**, *Chief of Advocacy and Strategic Investment, City of Boston*; **George King**, *King and Son Affordable Construction*; **Greg Mumford**, *YouthBuild Boston*; **David Lopes**, *Wellington Construction and Design*; **Greg Janey**, *Janey Construction Management*; **Mikey Miles**, *Sisters at Work (S.A.W)*; **Julio Henriquez**, *Community Activist*; **Chuck Turner**, *former Boston City Councilor, District 7/ Community Activist*; **Lonnie Daniels, Jesse Jeter & Caesar DaSilva**, *Massachusetts Minority Contractors Association*; **Sam Tavaraz**, *Resident*; **Justin Miles**, *Resident*

**Dudley Street Neighborhood Initiative Board of Directors & Staff**



build  
smart



# Background: How Did It All Begin?



In 2005, The Salvation Army (TSA) and Dudley Street Neighborhood Initiative (DSNI) joined together in response to a competitive national process to have a Ray & Joan Kroc Community Center built in the Dudley neighborhood. At the end of 2006, the Dudley community was selected as a location for a world-class 90,000-square-foot community center that opened its doors in March 2011.

The partnership between TSA and DSNI resulted in two key agreements that brought economic vitality to the Dudley Street Community and City of Boston. The two organizations agreed that the construction process would adopt the standards set by the Roxbury Master Plan Oversight Committee that are more rigorous than the city of Boston standards<sup>1</sup>: 51 percent of construction workers would come from the local community, 51 percent would come from minority groups, and 15 percent would be women. Second, DSNI and TSA agreed that 85 percent of the full-time permanent staff would live within one mile of the center's doors. Various committees were established to work on issues ranging from community center programming to the makeup of the construction workforce. **The Kroc Workforce Committee** was tasked with ensuring that the construction workforce goals be met.

<sup>1</sup> The Boston standards, referred to as the Boston Residence Jobs Policy, require that 50% of workers are Boston residents, 25% are minorities, and 10% are women. As recently as 2009, a Boston Globe story uncovered that, in 2008, Boston residents performed 32 percent of construction work in the city of Boston; minorities performed 30 percent of the work; and women performed just 2 percent of the work.

# Ok, Then What?

The defining moment that led to the formation of the **Kroc Workforce Committee** took place on January 24, 2007 at DSNI. People with development experience recommended that DSNI meet with interested parties to explore what would be needed to ensure that the ambitious workforce goals (51 percent Boston residents, 51 percent minorities and 15 percent women) be met.

About 20 people, including residents, elected officials, and local organization officials dedicated to workers' rights met that day to explore "best practices" for pre-construction and construction jobs at the new center. The discussion, moderated by DSNI, resulted in eleven best-practice suggestions that subsequently served as a framework for the Kroc Workforce Committee.



At first, the committee met irregularly, construction was still far off, and important undertakings such as fundraising and programming still needed attention. As construction became more of a reality in 2008, DSNI reconvened that original group of about 20 to strategize more seriously around the workforce goals. While members drifted away, the core group stayed intact and grew larger as more people became interested. Soon the committee was meeting monthly, then bi-weekly, and, then suddenly, the Kroc Workforce Committee, which was meeting weekly, emerged as one of DSNI's strongest and most active groups, setting our new ways to capture economic power for residents, minorities and women.

# What We Did:

seven action items that got the Kroc Workforce Committee up and running!

**1. We convened small sessions with Suffolk Construction (the general contractor), The Boston Redevelopment Authority (compliance monitors), and sub-contractors.** These sessions, that took place before sub-contractors started work allowed us to: 1) Go over the workforce requirements; 2) Ask about any difficulties sub-contractors anticipated in reaching workforce requirements; and 3) Offer the workforce committee as a resource to recommend workers if they anticipated being a few people short of the requirements.

*The Learning: Meeting with sub-contractors before they start work gets all parties involved on the same page regarding workforce requirements*



**2. We established contractor timelines.** Once a contractor was hired, we went over a timeline with them which determined their anticipated workforce needs from week to week. For example, during the first week contractor “A” was on site, it was possible that they might have horrible compliance numbers. Perhaps this was due to only having one person working. By the second week, however, they might be in compliance possibly due to them increasing their crew size to six people.

*The Learning: Understand individual plans for hitting numbers. This can help avoid arguments and misunderstandings for non-compliance with contractors*

**3. We convened weekly workforce development meetings** with the goal of being transparent. At its largest, the Kroc Workforce Committee included residents, DSNI board members, union and non-union workers, the Boston Redevelopment Authority, the general contractor, the owner of the project, and local non-profit agencies. We welcomed anyone who wanted to attend. Additionally, we outreached to other community groups, non-profits, and organizations inviting people to join.

During our weekly meetings we reviewed:

- A) What contracts (awards) would be given out in the future;
- B) Weekly compliance reports (if a contractor was out of compliance, we used our collective lists of workers to decide on recommendations for Suffolk and contractor); and
- C) Other construction related issues

**As a result of the Kroc Workforce Committee’s work, eight corrective action meetings were executed when contractors did not meet our workforce goals.**

*The Learning: Being as transparent as possible helps create buy-in and ownership of the project in the community*

**4. Created a Walk-On Application System:** We used a highly visible trailer on the construction site for walk-on applicants. Photocopies of the applications were made and shared with DSNI and the larger community. Applicants were divided by “union” and “non-union” affiliations to make it easier for the contractor to find an appropriate worker for their scope.

*The Learning: Walk-on applications are not always a great tool for putting people to work immediately. Many times, sub-contractors use workers that they have a previous relationship with. This is ok as long as workforce goals are being met. However, walk-on applicants can be useful if workforce goals aren't being met and/or the contractor “can't find anyone.” They can also be useful to general contractors and the community on future projects.*

**5. We reached out to as many organizations and workers as we could** to get them involved in the project. We urged folks to fill out the walk-on application and to join the Kroc Workforce Committee. Outreach strategies took place on the street, at the neighborhood sub-shop, at church, in community meetings, and via Facebook, Twitter and website postings etc.

*The Learning: You can never do enough outreach.*



**6. We hosted community meetings** every six weeks or so. They were used to both update the community and to get feedback on the project. We chose central locations, easily recognizable by the community and accessible by public transportation.

*The Learning: Community meetings that cover all aspects of the project, including construction, are critical to keep the community up-to-date on its progress*

**7. We convened small sessions with the general contractor, neighborhood resources (YouthBuild Boston & Roxbury Builders Guild) and the walk-on applicants.** The Kroc Center was an all-union project. However, many of our walk-on applicants were non-union. These sessions were used to explain resources for small business development (Roxbury Builders Guild), pre-apprenticeship opportunities/GED (YouthBuild Boston), and the union membership process (Suffolk).

*The Learning: Not all walk-on applicants will be ready to work immediately, however, there are many community groups/organizations willing and able to help them become job ready.*



# Make Way for M/WBEs!

Creative ways for giving M/WBEs (minority and women owned business enterprises) opportunities at Kroc



Suffolk Construction & their Project Manager, Jim Grossman, got very creative when it came to creating opportunities for minority and women-owned enterprises to work on the Kroc Center. Here are just a few of the strategies Suffolk and Jim used:

- They committed to help companies that did not have a large administrative staff work through their reporting and documentation standards.
- They were available to help with requisitions and monthly reporting and in understanding the terms of the contract.
- They developed working sessions with potential companies to determine the right size scope of work to fit the company's present capabilities.

## Beyond Just M/WBE

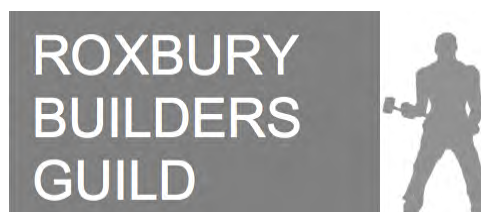
Suffolk Construction's commitment<sup>1</sup> to the Dudley Street Community went well beyond just M/WBE opportunities. They also:

- Attended the weekly Kroc Workforce Committee meetings;
- Made themselves available via email, phone, and in person to anyone in the community with construction related questions; and
- Were open to building relationships and partnerships within the community

Ask  
The  
Experts

Other than Jim Grossman at Suffolk Construction, Kerrick Johnson of The Roxbury Builders Guild is a tremendous community resource for information on m/wbe development.

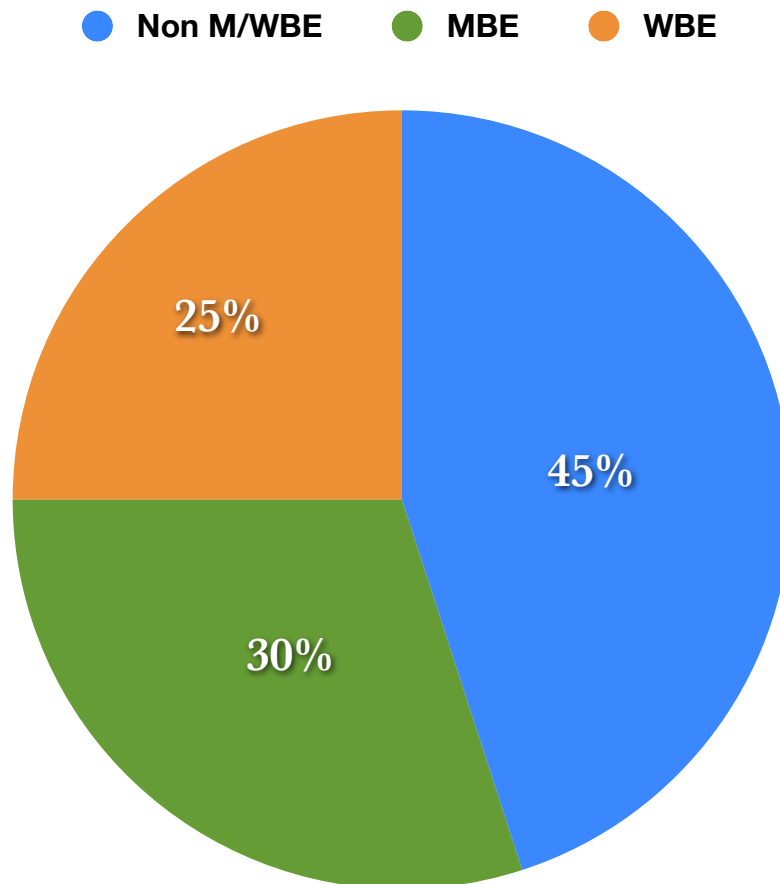
The Roxbury Builders Guild:  
[kerrickjohnson@earthlink.com](mailto:kerrickjohnson@earthlink.com)



<sup>1</sup> As a testament to their commitment to the Dudley Street Community, Suffolk Construction was elected to the DSNI Board of Directors by the community for the '09-'11 term as well as '11-'13 term and are an active community partner.

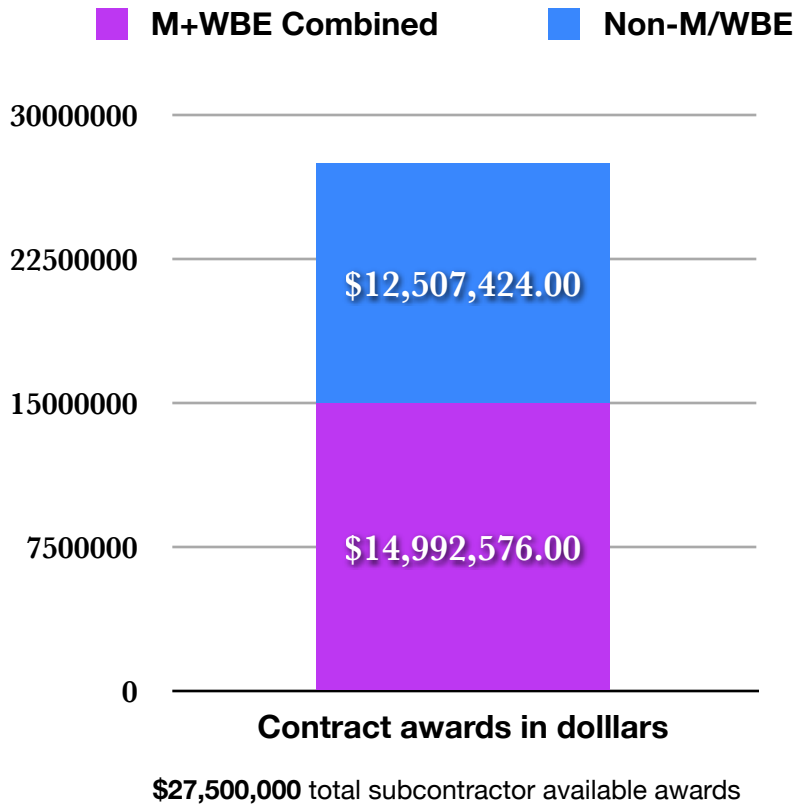
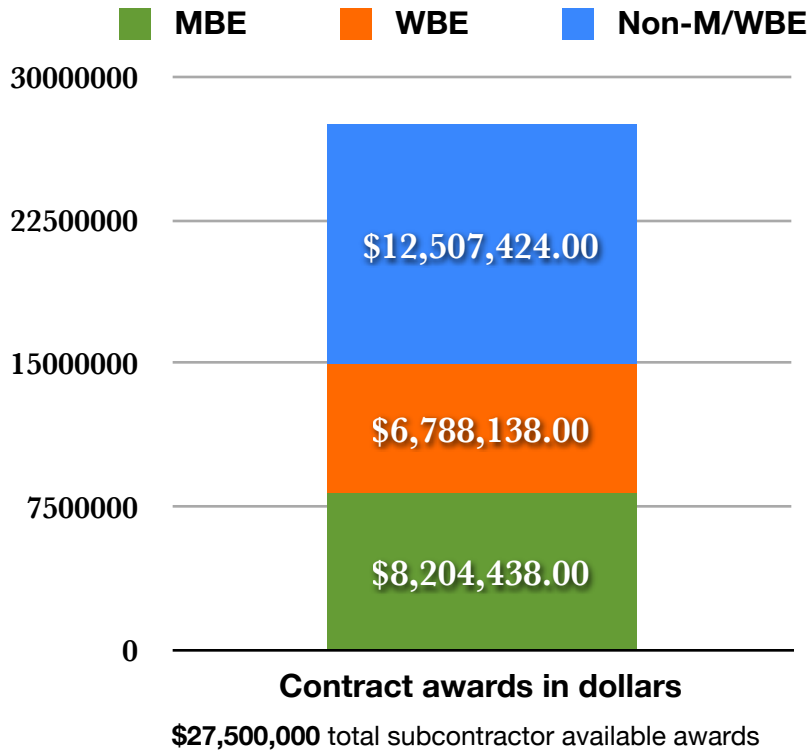
# M/WBE Economic Impact

Minority and women-owned businesses economic impact at Kroc Community Center



Contract Awards at Kroc

# M/WBE Economic Impact



# Consider This:

helpful tidbits

## Rate Your Contractors

**If you're in the same situation**, consider creating “contractor report cards.” Chances are contractors bidding on a project have worked in the City of Boston before. If so, they have a work history with the City or the Boston Redevelopment Authority. Check to see how well they have done hiring residents, minorities, and females in the past. Reports can be found online at:



<http://www.bostonredevelopmentauthority.org/compliance/compliance.asp>

**Stewards Are Your Friends:** Build relationships with the stewards. They are your eyes and ears on the project from the perspective of the workers.

**Don't Be Late to the Game!** Meet with unions and contractors well ahead of time to discuss hiring goals and opportunities to maximize community participation!

DSNI hosted a Building Trades Career Fair well ahead of construction to allow prospective candidates the time needed to get into an apprenticeship.

## The Bidding Process:

Typically workforce requirements are written on pre-bid papers. A bidder simply signs the last page and initials each page. Some cross out workforce numbers and add their own [for better or worse.]

**Try This:** Our workforce requirements were written in pre-bid papers. Farther down the page there were three blank lines where the bidder could write in their expected workforce. Our general contractor found this to be more effective in weeding contractors out who “were not real” about meeting the workforce requirements.



# Best Practices

lessons learned and things we would do differently

1. The total **workforce goals** for the Kroc Center were 51% Boston residents, 51% minority and 15% women. These percentages were for the complete/total workforce and not by trade. While the workforce was tracked weekly, the 51%, 51% and 15% was **contractually binding** for the project as a whole, once it was complete.

## Best Practice Suggestions for Another Project:

- Have workforce percentages binding per trade, and per contractor written into the contract. This helps to ensure that every contractor in every trade is doing their part in complying with the goals. **Get these agreements in writing well before construction starts!**
- Add veterans<sup>1</sup> to your workforce goals! Creating job opportunities for our servicemen and servicewomen is one way we can honor their service and create job opportunities for them.

2. **51% Boston residents** means that people can come from anywhere within the city limits and does not require hiring from specific neighborhoods. While we worked to employ as many residents living close to the site as possible, it was not a requirement.

**Best Practice Suggestion for Another Project:** Set specific hiring goals for a given neighborhood/neighborhoods. This would help increase economic opportunities in the community where the construction is taking place.



3. Our project contract read that the total value of subcontract awards for the center would be made up of 35% **minority/women-owned businesses** with a preferred breakdown of 25% minority-owned businesses and 10% women-owned businesses. These percentages were for the complete value of subcontract awards and not by trade. While the value of subcontract awards was tracked weekly, the 35% was contractually binding for the project as a whole once it was complete. Additionally, the breakdown of 25% minority-owned business and 10% women-owned business was expressed as a preference **not** a requirement.

**Best Practice Suggestion for Another Project:** Increase the total value of subcontract awards to 50% for M/WBE. This would help increase economic opportunities for M/WBES in the community where the construction is taking place.

<sup>1</sup> *Helmet to Hardhats* is a non-profit organization dedicated to helping “Military, Reservists & Guardsmen to transition from active duty to a career in the construction industry.” <https://helmettohardhats.org>

4. **Independent Monitor:** Due to cost, we did not have an independent community-based compliance monitor on the project. The general contractor and the City of Boston did the monitoring.

**Best Practice Suggestion for Another Project:** Have an independent compliance monitor to verify workforce numbers of the general contractor and Boston Redevelopment Authority. The City of Boston can only monitor a specific project for so many hours a week. The general contractor has a vested interest in meeting all workforce goals. The idea is that an independent monitor who is on site full-time would be in the best position to give the most accurate compliance reports.

**Downside:** Cost. This is typically not factored into a construction budget.

5. **Materials** for bi-weekly workforce meetings: The general contractor provided their internal tracking sheets and other materials as needed. However, we did not ask them to do extensive research outside the scope of their responsibility/commitment to the owner and community.

**Best Practice for Another Project:** Before the project starts, go over what materials you would like with general contractor.

In our case, with no independent monitor, we asked the general contractor to create their own compliance matrix. Some committee members found them easier to read than the City of Boston reports. At our workforce meetings, we compared the two reports and looked for discrepancies.

6. **Apprentices** were used in accordance with individual union regulations

**Best Practice Suggestion for Another Project:** Have specific goals relating to apprentice hiring. Giving an apprentice his or her chance to work could help springboard them on the road to a new career.



7. **Penalties** for not being in compliance with our workforce goals were not part of the strategy or contract on this project.

**This is still a point of contention, even among Dudley Workforce Committee Members!**

Some feel that there should be penalties for not meeting workforce goals. Others go so far as to say that consistent non-compliance should result in removal from the project.

**The Other Side:** Some feel that monetary penalties don't work. In regard to incentives vs. penalties, use incentives for subs to hit hiring goals. For example, each 5-10% hiring increase of M/WBE results in an increase in payment of a certain percentage.



8. **Meeting Frequency:** Choose a time and date that works for people. We met twice monthly during the beginning and end of the project and weekly during peak construction.

\*Even during weeks you aren't meeting, disseminate compliance reports, meeting notes and other related articles.

9. **Union Demographics:** Obtain union membership demographics. This will allow you to accurately evaluate by project whether each trade will be able to meet your workforce goals. For example, we were unable to obtain this information prior to construction and paid the price when it came to masonry work. As the masonry work started, we soon realized that our local union did not have enough women to meet our goals. Thus, the masons drove down the female numbers for the entire project.



**Get Involved!**

The Dorchester / Roxbury Labor Committee meets monthly to discuss various labor related issues! Contact Janet Jones for more information:  
[jsjonesie@aol.com](mailto:jsjonesie@aol.com)

# Final Thoughts.

Construction of The Salvation Army Ray and Joan Kroc Corps Community Center, Boston was a mutually beneficial process for all parties involved that yielded truly amazing results. Our final workforce numbers were 45% Boston residents, 44% minorities and 8% women. (These figures, especially for women, are due to the extremely low number of women working in some of the trades. This made it extremely challenging to satisfy our goals in that category because we counted on each trade/contractor to meet our goals). Although we fell a bit short of our workforce goals, our efforts helped set the bar for future construction within the City of Boston. Today is a new day. Never again should communities be satisfied with high levels of unemployment for residents, minorities, women, and m/wbes on union construction projects. The construction of the Kroc Center and the work of the Kroc Workforce Committee demonstrate that these very groups, typically extremely underused during construction, can and should be given their fair share of the work. I hope that this booklet can be a tool used to help you put as many residents, minorities, females and m/wbes to work on construction projects as possible, whether the project is union, open-shop, or a mix of both.

In Solidarity,  
Travis Watson  
DSNI Community Organizer & Planner  
February, 2012



**Dudley Street Neighborhood Initiative's mission is to empower Dudley residents to organize, plan for, create and control a vibrant, diverse and high quality neighborhood in collaboration with community partners.**

## Ordering Information:

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