

## McLaren, Chris PREM:EX

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**Subject:** Briefing: Community Benefits Agreement  
**Location:** PO  
  
**Start:** Tue 2018-07-10 4:30 PM  
**End:** Tue 2018-07-10 5:00 PM  
  
**Recurrence:** (none)  
  
**Meeting Status:** Meeting organizer  
  
**Organizer:** s.17  
**Required Attendees:** Holmwood, Jen PREM:EX



## BRIEFING NOTE FOR INFORMATION

**DATE:** August 31<sup>st</sup>, 2018  
**PREPARED FOR:** Honourable John Horgan, Premier  
**MEETING:** Information Briefing  
**ISSUE:** Update: Community Benefits Framework

### SUMMARY:

- The Ministry of Transportation and Infrastructure (TRAN) continues to lead, in collaboration with other ministries, the development of a Community Benefits Framework (CBF) that will guide the use of Community Benefit Agreements (CBA) and procurement and contract practices for public sector infrastructure projects.
- The CBF will support the achievement of enhanced benefits for British Columbians and their communities through the delivery of provincial public infrastructure projects.

s.12,s.13

- The Province successfully negotiated a CBA which was executed on July 17<sup>th</sup>, 2018. Signatories to the CBA are BC Infrastructure Benefits Inc. (BCIB) and the Allied Infrastructure and Related Infrastructure Council (AIRCC).
- A new Crown Corporation, BC Infrastructure Benefits Inc., has been established to provide the labour workforce for the construction of select infrastructure projects delivered under a CBA<sup>s.17</sup>
- The Pattullo Bridge Replacement project and upgrade projects on the Trans Canada Highway from Kamloops to the Alberta Border have been identified as early adopters for the application of a CBA. s.12,s.13,s.16

s.12,s.13,s.16

- s.12,s.13,s.16



## BACKGROUND:

Government has embarked on the development of a cross-government Community Benefits Framework (CBF) to support investment in provincial public infrastructure projects that will create good paying jobs, support participation of local residents and businesses, increase opportunities for women and Indigenous peoples, and ensure effective apprenticeship and training opportunities to help create the next generation of BC workers. The CBF will also help ensure labour stability and wage predictability for workers.

s.12,s.13

Negotiations of a CBA began on April 26th, 2018 with the Allied Infrastructure and Related Construction Council of British Columbia (AIRCC) and the agreement was finalized in July. The AIRCC is a coalition of Building Trade unions that is signatory to the CBA. The CBA is a collective agreement that sets out terms and conditions of employment for workers on specified projects.

s.12,s.13

On July 16th, Premier John Horgan announced that the Provincial government will apply a Community Benefit Agreement (CBA) to the Pattullo Bridge Replacement project and upgrade projects on the Trans-Canada Highway from Kamloops and the Alberta Border, as early adopter projects.

On July 26th, a request for qualifications (RFQ) for the Pattullo Bridge Replacement project which included the new CBA was released to potential bidders and posted publicly online.

s.12,s.13

A petition was filed on Monday, August 27th in the B.C. Supreme Court by a group of petitioners including the Independent Contractors and Businesses Association, various construction associations, non-Building Trades Unions and non-Building Trades contractors. The petitioners are seeking to quash the decision by Government to implement a CBA which requires Building Trades union membership for workers on the project.



To collect input on the CBF and facilitate a coordinated and collaborative government approach, TRAN has formed a working group of key ministries: Advanced Education, Skills and Training (AEST), Indigenous Relations and Reconciliation (MIRR), Jobs, Trade and Technology (JTT), Labour (LBR), Climate Action Secretariat (ENV), Citizen Services (CITZ), Social Development & Poverty Reduction (SDPR), Forest, Lands, Natural Resource Operations and Rural Development (FLNRORD), Health (HLTH) and Education (EDU) with mandates or program objectives that align with the key principles below, or responsibilities for infrastructure delivery. Ministry of Finance (FIN) and Ministry of Attorney General (AG) provide policy and legal advice on the working group.

Key CBF principles:

- Increased apprenticeship and skills training opportunities;
- Prioritized opportunities for Indigenous peoples;
- Increased opportunities for members of equity seeking groups traditionally under-represented in the construction workforce;
- Improved access for local workers and business;
- Aligned and predictable wages; and
- Environmentally beneficial practices that consider climate change impacts.

s.12,s.13

The Ministry of Citizens' Services recently released a British Columbia Procurement Strategy, which identifies the creation of a CBF as a key action item under the goal of "Best value and increased social benefits to British Columbians".

Work is also under way by AEST, IRR, JTT, LBR, and ENV to develop objectives and targets (i.e. related to training, apprenticeships, indigenous and equity seeking groups, and local hiring) to meet their mandate and program objectives and form the basis for creating and reporting community benefits delivered under the CBF. <sup>s.12,s.13</sup>

A jurisdictional scan across North America and internationally has found many examples of community benefit focused policies and practises (including previous experience in British Columbia). BC Hydro has been successful in utilizing project labour agreements on their major dam projects since 1963.

## DISCUSSION

s.12,s.13

Development of the comprehensive CBF and reporting framework is currently underway. In partnership with ministries managing major capital projects, and with ministries with related policy mandates, the next steps for this work and timelines are outlined below.

s.12,s.13

s.12,s.13

**PREPARED BY:**

Vicki Willow,  
Project Executive Director  
(250) 360-7436

**REVIEWED BY:**

Murray Tekano, Executive Lead  
Ministry of Transportation & Infrastructure

Nancy Bain, EFO and ADM  
Finance and Management Services Department

Patrick Livolski, A/Deputy Minister  
Ministry of Transportation & Infrastructure

**INITIALS**

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MT

NB

PL

## OOP FOI PREM:EX

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**From:** Robb, Katie GCPE:EX  
**Sent:** August 13, 2018 10:08 AM  
**To:** Holmwood, Jen PREM:EX  
**Cc:** Gibbs, Robb GCPE:EX; LeGuilloux, Marg GCPE:EX; Bowness, Lianne GCPE:EX; Beale, William TRAN:EX; Papadopoulos, James TRAN:EX  
**Subject:** Draft CBA Comms Plan

Hi Jen,

Here is the updated draft/working communications plan for the Community Benefits Agreement for discussion/review with Amber today, as follow-up to our call last Thursday. I have done my best to capture the discussion within, and have left a few placeholders for content/comments/TBDs.

Don't hesitate to give me a call with any changes/feedback you have ahead of your meeting with Amber.

Looking forward to continuing the momentum with our first Working Group meeting in the coming weeks.

Best,

**Katie Robb**

Communications Director | Ministry of Transportation and Infrastructure

Government Communications & Public Engagement

O: [250.953.4865](tel:250.953.4865) | M: [250.920.8371](tel:250.920.8371)

## **OOP FOI PREM:EX**

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**From:** Gibbs, Robb GCPE:EX  
**Sent:** August 15, 2018 9:06 PM  
**To:** Holmwood, Jen PREM:EX; Hockin, Amber PREM:EX  
**Subject:** CBA complan changes

Hi there,

My changes are shown in this doc. I've left them in track-change mode so you can see them easily and don't have to re-read the whole thing. Or you can just accept all changes and read fresh.

Tks,

Robb

## OOP FOI PREM:EX

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**From:** Kouri, Rosa GCPE:EX  
**Sent:** November 14, 2018 10:04 AM  
**To:** Aaron, Sage PREM:EX; Papadopoulos, James TRAN:EX; Machell, Aileen GCPE:EX; Robb, Katie GCPE:EX; Zaharia, Sarah GCPE:EX; Gibbs, Robb GCPE:EX; Holmwood, Jen PREM:EX  
**Subject:** for feedback: community benefits frame

Hi,

Please see the attached draft for your feedback.

Thanks,  
Rosa

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Rosa Kouri

Director, Cabinet Priorities | Strategic Communications Division | Government Communications and Public Engagement  
[Rosa.Kouri@gov.bc.ca](mailto:Rosa.Kouri@gov.bc.ca) | Office: 778-974-2241 | Mobile: 778-676-1218



## OOP FOI PREM:EX

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**From:** Robb, Katie GCPE:EX  
**Sent:** August 1, 2018 10:10 AM  
**To:** Holmwood, Jen PREM:EX  
**Subject:** Fwd: Approved and the Final - TRAN FS - Community Benefits Agreement  
**Attachments:** NEWS-17748.pdf; ATT00001.htm

### Katie Robb

Communications Director | Ministry of Transportation and Infrastructure  
Government Communications & Public Engagement  
M: [250.920.8371](tel:250.920.8371)

Begin forwarded message:

**From:** "Stagg, Linda R GCPE:EX" <[Linda.Stagg@gov.bc.ca](mailto:Linda.Stagg@gov.bc.ca)>  
**Date:** July 31, 2018 at 4:38:44 PM PDT  
**To:** "Bowness, Lianne GCPE:EX" <[Lianne.Bowness@gov.bc.ca](mailto:Lianne.Bowness@gov.bc.ca)>  
**Cc:** "Robb, Katie GCPE:EX" <[Katie.Robb@gov.bc.ca](mailto:Katie.Robb@gov.bc.ca)>, "Weiss, Jamie GCPE:EX" <[Jamie.Weiss@gov.bc.ca](mailto:Jamie.Weiss@gov.bc.ca)>, "Fort, Oriane GCPE:EX" <[Oriane.Fort@gov.bc.ca](mailto:Oriane.Fort@gov.bc.ca)>, "McKill, Colin GCPE:EX" <[Colin.McKill@gov.bc.ca](mailto:Colin.McKill@gov.bc.ca)>  
**Subject:** FW: Approved and the Final - TRAN FS - Community Benefits Agreement

Thanks, Lianne and Everyone.

Here is your Final.

It's all set to publish at 4:45, so it should appear a few minutes after that.

Linda Stagg  
Senior Editor, Editorial Services  
Government Communications and Public Engagement  
250 387-4534 | Mobile: 250 882-8673

-----Original Message-----

From: Stagg, Linda R GCPE:EX [<mailto:Linda.Stagg@gov.bc.ca>]  
Sent: Tuesday, July 31, 2018 4:38 PM  
To: Stagg, Linda R GCPE:EX  
Subject: Community Benefits Agreement

Please refer to the files attached to this email. The following is the summary of the News Release

Permalink: <https://news.gov.bc.ca/17748>

News ID: NEWS-17748  
NR Type: Factsheet  
State: Planned  
Planned Release Date: July 31, 2018 at 4:45 pm

Lead Organization: Ministry of Transportation and Infrastructure

Headline: Community Benefits Agreement

This email was auto-generated.

For Immediate Release

NEWS-17748

July 31, 2018

Ministry of Transportation and Infrastructure

FACTSHEET

Community Benefits Agreement

VICTORIA - The B.C. government is moving forward with a new, landmark agreement for key public-sector infrastructure projects in B.C.

The Community Benefits Agreement (CBA) will deliver good-paying jobs, better training and apprenticeships, and more trades opportunities for Indigenous people, women and youth around the province.

The first projects to be delivered under the new community benefits framework are the new Pattullo Bridge and the four-laning projects on the Trans-Canada Highway between Kamloops and Alberta. Other major capital infrastructure projects will be assessed on a case-by-case basis as to whether and how community benefits will apply.

Facts about CBA:

The ministry would like to clear up some misconceptions around different elements of the CBA:

Claim: The CBA adds \$100 million to the \$1.377-billion budget for the Pattullo Bridge.

Fact: An estimated increase of 4-7% is already included in the Pattullo budget. The increased cost helps pay for the goal of 25% apprenticeship hours over three years. Because of the higher number of apprentices, more full-time staff are needed onsite to reach full productivity. While this means an investment upfront, the long-term economic benefits of training the next generation of skilled workers far outweigh the costs. Without the 25% apprentice target, there are few incentives for employers to train apprentices - one of the causes of the skilled worker shortage B.C. is facing.

Claim: Project labour agreements (PLAs) are unsuccessful and drive up costs for taxpayers.

Fact: Agreements like this have a successful track record and have been used for decades in British Columbia and many other jurisdictions. For example, since 1963, 17 BC Hydro dams have been built using project labour agreements. Every project was constructed on time and on budget.

Agreements like this have also been used by private industry, including the Kitimat Modernization Project, which upgraded the Rio Tinto Alcan aluminum smelter. This project used a PLA signed between the bargaining council of the BC Building Trades and Bechtel. Roughly 7-15% of workers were First Nations, and the project saw a ratio of 23-26% apprentices on the job.

Project labour agreements are common in other jurisdictions, including California. The Los Angeles School District is currently \$21 billion into a \$28-billion building program through a project stabilization

agreement with the building trades. A PLA is also being used on parts of a multi-billion dollar improvement program at Los Angeles International Airport (LAX). The PLA has an objective of 30% local worker participation and includes a community workforce development system to prepare workers for skilled-labour careers.

Claim: The low-bid model is a better deal for taxpayers.

Fact: Under the previous government, projects often ran over budget using this model. For example:

\* In 2005, the Port Mann Bridge was estimated to cost \$1.5 billion. When all construction was completed in 2015, it cost \$3.3 billion (\$1.8 billion over budget).

\* When BC Hydro's Northwest Transmission Line was first proposed, it was estimated at \$404 million, but the final cost was \$716 million (\$312 million over budget).

\* The BC Place roof and renovations were originally estimated at \$365 million. The final cost was \$514 million (\$149 million over budget).

\* The Vancouver Convention Centre, originally budgeted at \$565 million, ended up costing taxpayers \$900 million. (\$335 million over budget).

With CBAs, wages are locked in for the duration of the project and no strikes or lockouts can take place. These predictable labour costs help ensure projects are completed on time and on budget.

Claim: Only union contractors can bid on CBA projects.

Fact: CBAs allow all contractors to bid, whether they are union or non-union. CBAs allow contractors to bring all of their existing supervisors and most, if not all, of their workers. CBAs are good for local and small contractors because they level the playing field with known wage rates and access to qualified skilled trades workers, allowing more contractors to bid. Recent examples show that non-union contractors will bid on projects with this type of agreement. 50% of the contractors participating in the Los Angeles School District's project stabilization agreement are non-union and 42% of all contractors are small businesses.

Claim: Non-union workers will be cut out from working on government projects.

Fact: Although workers must join a union while they work on the project (as is the case with all unionized worksites in B.C.), they do not need to be unionized before or after working on the project. No contractors are restricted from bidding on projects. Any contractor may bid, regardless of whether or not their workers are unionized.

Claim: According to the Independent Contractors and Businesses Association of BC, 85% of the construction workforce chooses not to be affiliated with the BC Building Trades unions.

Fact: This figure is misleading, as it includes both non-residential and residential construction workforces. The residential construction workforce does not work on major infrastructure projects. CBAs only cover non-residential construction projects like roads and bridges, which require specialized workers, such as pile drivers and structural ironworkers.

Every labour market analyst tracks residential and non-residential labour supply separately. These non-residential trades are unionized at a far higher rate than the residential construction workforce. There are 69,000 non-residential construction workers in British Columbia, according to Build Force Canada's

2018 Construction Outlook. The BC Building Trades is the largest supplier of labour in the Province of British Columbia. With 40,000 members, it represents more than 58% of the non-residential construction sector.

Claim: There is no public policy rationale for requiring workers to become union members.

Fact: A unionized workforce significantly increases the number of skilled workers trained on a project. BC Building Trades apprenticeship graduation rates are 85% on average - the highest completion rates in the industry. Training more apprentices will address B.C.'s significant skilled-labour shortage and help grow the economy. Signing a collective agreement guarantees wage stability over the course of the project, helping deliver it on time and on budget.

In projects with no collective agreements, wage costs can fluctuate unpredictably, causing them to go over budget. Because the demand for skilled labour in B.C. is so high, there is little difference in costs between union and non-union labour. A unionized environment ensures workers are treated fairly, receive equal wages for equal work, and are provided with additional supports, such as a long-standing drug-and-alcohol rehabilitation program for workers.

Contact:

Media Relations

Government Communications and Public Engagement Ministry of Transportation and Infrastructure  
250 356-8241

Connect with the Province of B.C. at: <http://news.gov.bc.ca/connect>

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## FACTSHEET

For Immediate Release

Ministry of Transportation and Infrastructure

NEWS-17748

July 31, 2018

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**Contact:**

Media Relations  
Government Communications and Public  
Engagement  
Ministry of Transportation and Infrastructure  
250 356-8241

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Page 016 to/à Page 043

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Page 044 to/à Page 046

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**The Honourable Minister Claire Trevena  
Ministry of Transportation and Infrastructure**

Page 050 to/à Page 068

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s.12;s.13;s.17



Date:

Full Address

Dear [name of Board Chair of the organization]:

On behalf of Premier Horgan, thank you for your service to the people of British Columbia. The government remains committed to working with our Crown agency partners to deliver on government's commitments to British Columbians: to help make life more affordable for people, invest in services and build a strong, sustainable economy.

This Mandate Letter outlines the guiding principles of the government which should inform the preparation of your three-year Service Plan for *Budget 2019*. This Mandate Letter also confirms your organization's mandate, provides government's annual strategic direction and sets out key performance expectations for the 2019/20 fiscal year.

The government made three key commitments to British Columbians. All ministries and Crown agencies are expected to work together to help government achieve these commitments.

Our first commitment is to make life more affordable. We expect all public sector organizations to support government's agenda to help manage the daily cost of living for British Columbians.

Our second commitment is to deliver the services that people count on. Many of the programs and services that British Columbians access on a regular basis are delivered by Crown agencies. We want to build on programs that are working well, and make improvements where needed, to ensure British Columbians get quality and timely customer service from public sector organizations across the province.

Our third key commitment is to build a strong, sustainable, innovative economy that works for everyone. The government believes that public sector organizations have a key role to play in supporting broad-based economic growth in every region of the province.

To support true and lasting reconciliation with Indigenous Peoples in British Columbia, our government is fully adopting and implementing the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP), and the Calls to Action of the Truth and Reconciliation Commission (TRC). Please ensure that going forward your organization incorporates the UNDRIP and TRC, given the specific mandate and context of your organization.

As the Minister Responsible for BC Infrastructure Benefits Inc., I expect that you will make substantive progress on the following priorities and incorporate these priorities when developing the goals, objectives and performance measures for inclusion in the Service Plan:

- Establish a board of directors and an appropriate governance framework in consultation with the Minister responsible to deliver the mandate of the organization.
- Establish the organizational structure and operations to provide a qualified workforce for the construction of public sector infrastructure projects.
- Negotiate and implement labour agreements with a coalition of building trades for application to provincial infrastructure projects as directed by government.
- Develop a three year strategic plan and a performance and reporting framework to track community benefits that are delivered through the execution of a labour agreement.

The Crown Agencies and Board Resourcing Office (CABRO) at the Ministry of Finance has lead responsibility for overseeing and maintaining the Public Sector Organizations Governance Framework, and provides leadership for the merit based appointment of qualified and competent individuals to the boards of Crown agencies.

BC Infrastructure Benefits Inc. is asked to work closely with CABRO through your ministry contact on board appointments, all governance matters including orientation and training of board members, and meeting public sector reporting requirements under the *Budget Transparency and Accountability Act*.

Each board member is required to acknowledge the direction provided in this Mandate Letter by signing this letter.<sup>s.13</sup>

s.13

I look forward to ongoing dialogue and engagement going forward through our scheduled meetings and other communication channels between my ministry and your organization. Part of that engagement process includes regular meetings between your communications staff and the appropriate Government Communications and Public Engagement staff who provide support to your ministry responsible.

Once again, thanks to you and your Board of Directors for your commitment to public service. Together, we will work to build a better B.C.

Sincerely,

[Signature Block]  
Minister

Date:

Enclosure

cc: Honourable John Horgan  
Premier

Don Wright  
Deputy Minister to the Premier and Cabinet Secretary

Lori Wanamaker  
Deputy Minister  
Ministry of Finance

Heather Wood  
Associate Deputy Minister and Secretary to Treasury Board  
Ministry of Finance

[name]  
Deputy Minister  
Ministry Responsible

[name]  
Board Members  
[name of the entity]

[name]  
Chief Executive Officer/President  
[name of the entity]



Page 073 to/à Page 085

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s.12;s.13;s.17



## **PREVIOUS MINUTE – Community Benefits**

**Excerpt from Cabinet Meeting of July 11, 2018:**

s.12

**Excerpt from Cabinet Meeting of July 4, 2018:**

s.12



## **PREVIOUS MINUTE – Community Benefits**

**Excerpt from Cabinet Meeting of March 7, 2018:**

s.12



CAB/05/18

s.12,s.13,s.17

**The Honourable Minister Claire Trevena  
Ministry of Transportation and Infrastructure**

Page 089 to/à Page 093

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Page 094

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Page 095 to/à Page 100

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Page 102 to/à Page 127

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