

# Team City Hall

September 2009

Issue 14/Final

## Milwaukee Historic City Hall

Restoration Project Participation Performance

Prior to the first labor being deployed on the City Hall Restoration Project in August 2005, the Department of Public Works (DPW) developed procedures and guidelines to achieve the City's standard goals for Residents Preference Program (RPP) and Emerging Business Enterprise (EBE) Program participation while introducing a minimum level for Apprentice Utilization compliance. Prism Technical had been engaged in the design and planning phase of the project under Engberg Anderson Design Partnership (the project architect), to analyze the capability and availability of existing EBE firms and RPP workforce and determine the feasibility of achieving the goals on such a historic and demanding project. During construction, Prism was hired by DPW to assist and monitor the RPP, EBE and Apprentice participation performance of J.P. Cullen, the selected general contractor.

Following the City's decision to award the Project to J.P. Cullen, the lowest responsive and responsible bidder, the participation planning process gained steam at a Partnering Session kicked off by Mayor Tom Barrett to build a cohesive working relationship among DPW, Engberg Anderson, J.P. Cullen, subcontractors, Prism Technical, unions, the Wisconsin Regional

Training Partnership (WRTP) and BIG STEP – an authorized RPP certification agency.

At the initial partnering session, the parties developed a Mission Statement to guide their actions from project launch through its completion:

*Our mission is to restore this National Historic Landmark in a manner that preserves its original design while securing its civic prominence for future generations. This will be accomplished by a collaborative and diverse team of restoration professionals who are passionate about their work and its efficient and timely completion.*

*In addition to the Mission Statement, several project goals were agreed to by all:*

1. *Have a safe project with zero lost time accidents.*
2. *World-class quality and historic restoration.*
3. *Complete project on time and under budget in a manner that is profitable for all.*
4. *Meet or exceed City's diversity goals.*
5. *Maintain a great level of open respectful communication and team work.*
6. *Determine and meet all expectations of the stakeholders involved.*
7. *Maintain good public relations.*

**Goal# 4 is the subject of this report.**

### PARTICIPATION REQUIREMENTS

Per contractual documents, J.P. Cullen was required to submit monthly EBE payment reports and quarterly reports documenting RPP compliance.

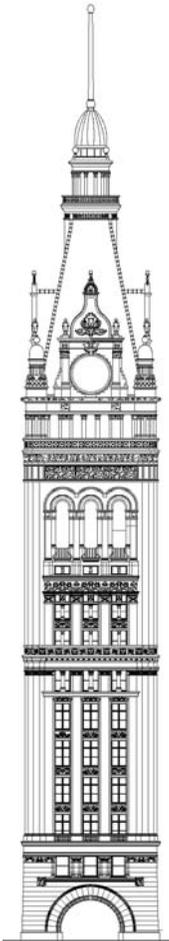


Image 1: Community leaders meet with a WRTP representative to learn how to connect citizens with job opportunities.



Image 2: Community members gathered on February 21, 2006 to learn about potential job opportunities on the City Hall project.

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The Project's Participation Requirements were as follows:

At least 18% of the Project's value must go to businesses certified by the City of Milwaukee's Emerging Business Enterprise Program.

At least 25% of the hours worked on the Project by onsite non-supervisory personnel must be by individuals certified under the City's Residents Preference Program.

At least six apprentices working a total of not less than 10,000 hours must be employed on the Project, and must come from the following trades: Bricklayers, Carpenters, and Roofers.

In addition to meeting the EBE, RPP and Apprentice Utilization requirements, J.P. Cullen committed to use its best efforts to also deploy a significant minority workforce on the Project. Prism Technical agreed to assist them in this endeavor where practicable, in part by convening a Community Workforce Advisory Committee.

**REPORTING**

The Restoration Project began smoothly, with a spirit of cooperation and excitement. Despite a Project requirement to submit RPP participation performance documents once per quarter (and EBE payment reports monthly), following the first quarterly submission, J.P. Cullen agreed to collect and measure RPP performance monthly, thereby maintaining tight control of jobsite performance. In a further demonstration of cooperation, the firm also agreed to share this data with Project Monitor Prism Technical.

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**"...the City Hall Project produced 63 man-years of full time construction work for RPP participants."**

- Prism Technical

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**CONTRACT EXPENDITURES**

**EBE Participation**

The Project, with a projected cost \$65,735,539 as of the substantial completion date of March 31, 2009, (including Change Orders totalling \$5,808,311) had an EBE requirement of 18%, or \$11,832,395.

At least nine EBE subcontractors were initially slated to work on the project, with finalized contracts in hand totalling \$15,287,929. Of that total, \$14,580,289 of the dollars pledged to EBE firms could be counted to-

ward the Project's EBE participation, due to rules related to use of EBE suppliers.

**EBE Payments**

Per the Department of Public Works, as of March 31, 2009, J.P. Cullen had received \$65,662,029 for work completed on the Project. Of the amount received by the GC, \$15,201,085.09, or 23.2%, was paid to EBE contractors.

**RPP Participation & Apprentice Utilization**

All parties involved were aware that achieving the RPP requirements on a historic building of this height could be very challenging. Nonetheless, as the project approached completion, RPP performance was always expected to be at or above the 25% Project requirement.

J.P. Cullen worked closely with WRTP / BIG STEP to ensure that there were sufficient qualified RPP certified workers available to the project. BIG STEP conferred with the Project's subcontractors regarding the represented trades, the required workers per trade, and the demographic makeup of each subcontractor's current workforce. The number of needed workers was determined, and BIG STEP, through recruiting, training coordination, discussions with the trade unions and community groups, made every effort to help meet those needs.

Local demand for RPP workers was expected to be strong because of other significant local projects that began over the life of the City Hall project, such as Wisconsin Department of Transportation's Marquette Interchange Project and WE Energies' Oak Creek Power Plant. It was therefore particularly important



Image 3: Worker cleaning exterior brick. Image courtesy of UWM School of Architecture/ Historic Preservation Department

to gauge and prime the pipeline of available workers.

## RPP PARTICIPATION

### RPP Performance

Using Implementation Plan™ format, (See Graph 1 below) the GC projected RPP performance to be approximately 25% by the end of the project. Actual numbers showed RPP at 25.0%. Of the 378,991 hours worked on the project, 94,692 were worked by RPP workers.

Based on full time construction equivalence, the City Hall Project produced 63 man-years of full time construction work for RPP participants.

#### Community Workforce Advisory Committee

Prism’s creation of a Community Workforce Advisory Committee was also instrumental in ensuring achievement of the RPP, apprentice and minority goals on the project.

Bringing together community leaders helped introduce new workers to the opportunities available at City Hall, gave the community an independent view of the inner workings of a large construction project and created a neutral sounding board for any potential disputes during the project.

### Workforce Diversity

Through January 31, 2009, people of color worked 106,581 of 378,991 total project hours, for a minority workforce percentage of 28.1%.

This significant result on such a historic and challenging project is an achievement for all involved with the Restoration of City Hall.

### Apprentice Utilization

Through January 31, 2009, apprentices worked 27,624 hours, or 7.3% of all onsite construction hours. Among the three specified trades (bricklayers, roofers and carpenters), 39 apprentices worked 16,731 hours on the project. People of color represented 65.6% of all apprentice hours.

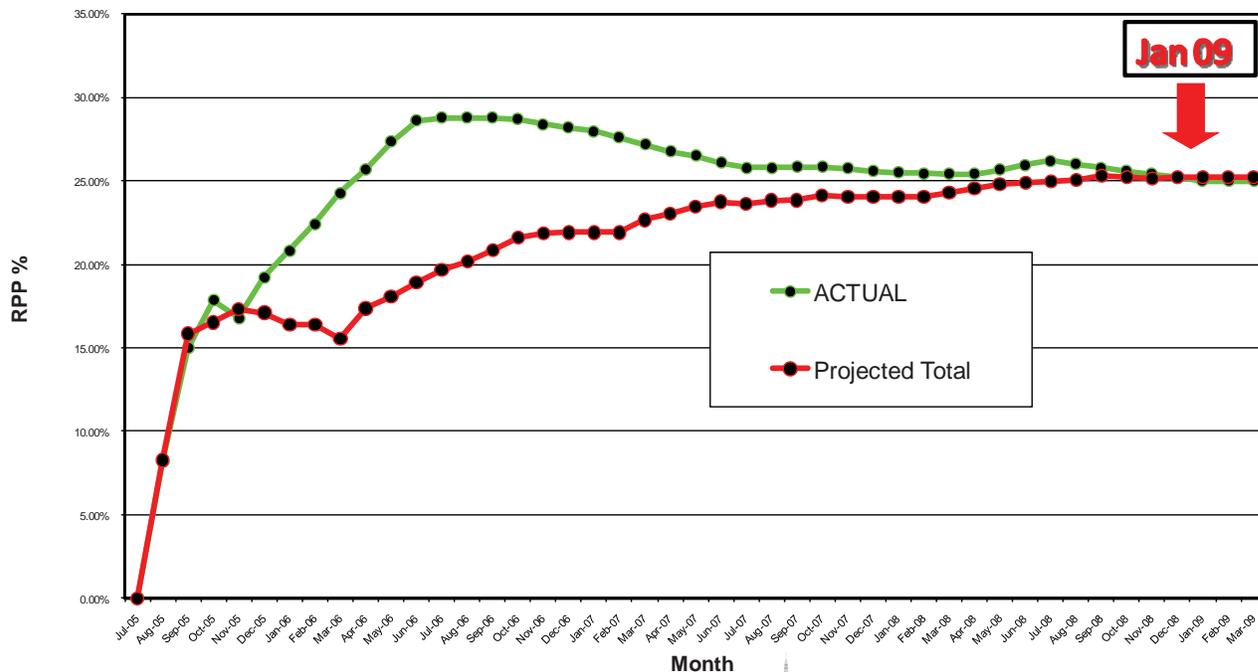
## PROJECT REQUIREMENTS V.S. ACTUAL PERFORMANCE

Table 1: Performance

Category	Requirement	Plan	Achieved
EBE Spend	18.0%	22.4%	23.2%
RPP	25.0%	25.0%	25.0%
Apprentices	10,000 hrs	10,000 hrs	14,558 hrs
Minorities	n/a	25.0%	28.1%

“...people of color worked 106,581 hours ... for a minority workforce percentage of 28.1%.”

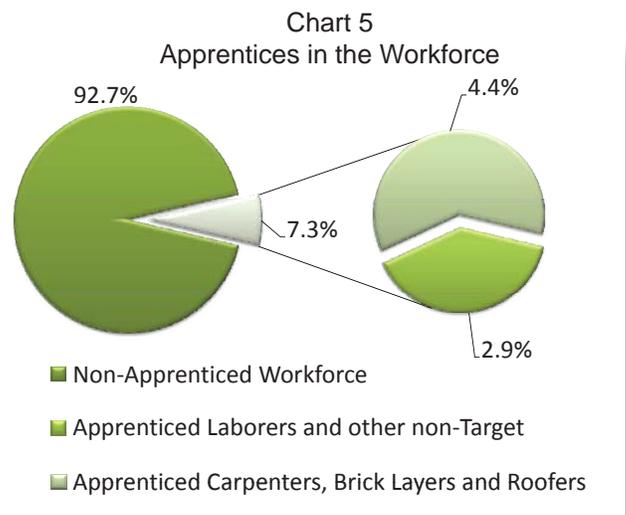
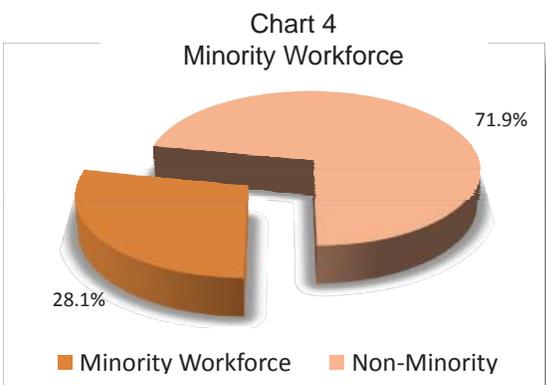
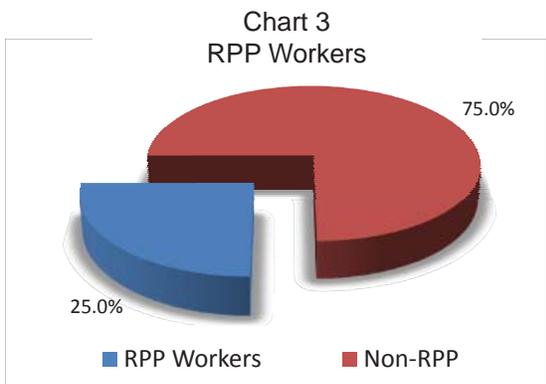
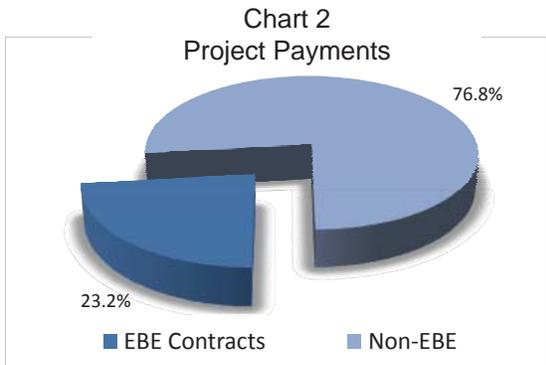
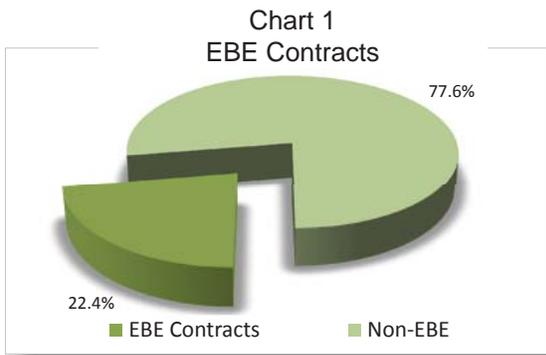
- Prism Technical



**Graph 1**  
Workforce Participation Assurance

The Prism Technical Implementation Plan™ graph on the left is the product of a data intensive spreadsheet. At the start of the project, monthly workforce projections were required of every onsite trade contractor. The projections included the contractor’s (and subcontractor’s) plan for deploying RPP workers at the job site. Each month actual performance was measured against original projections. Failure to keep the aggregate actuals above projections for one quarter would have resulted in sanctions. None were necessary.





## SUMMARY

All of the participation requirements and goals have been met or surpassed. Through substantial completion, the Residents Preference Program participation percentage was 25% and Emerging Business Enterprises were paid over 23% of the total project construction dollars; both figures are at or above the requirements. Specified trade apprentices worked nearly 17,000 hours, well surpassing the project goal, and two-thirds of apprentices were minorities. Further, 28% of all onsite construction hours were worked by people of color, including construction novices and experienced workers.



Image 8/9  
Architectural detail



**Goal**  
**Meet or exceed City diversity goals.**  
**Mission Accomplished**

*Workforce and payment data monitored and reviewed by:*

Prism Technical Management & Marketing Services, LLC  
6114 W Capitol Drive, Suite 200  
Milwaukee, WI 53216

*All Photo images taken by Prism Technical, unless noted. This document produced by Prism FX a division of:*  
Prism Technical  
414.847.0990  
www.prismtechnical.com  
FAX 414.847.0992

