

BC Infrastructure Benefits Inc.

2021/22 – 2023/24

Service Plan

April 2021



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Board Chair Accountability Statement



The 2021/22 – 2023/24 BCIB Service Plan was prepared under the Board of Directors’ direction in accordance with the *Budget Transparency and Accountability Act* and the BC Reporting Principles. The plan is consistent with government’s strategic priorities and fiscal plan. The Board is accountable for the contents of the plan, including what is contained in the plan and how it is reported. The Board is responsible for the validity and reliability of the information included in the plan.

All significant assumptions, policy decisions, events and identified risks as of March 2021 have been considered in preparing the plan. The performance measures presented are consistent with the *Budget Transparency and Accountability Act*, BCIB’s mandate and goals, and focus on aspects critical to the organization’s performance. The targets in this plan have been determined based on an assessment of BCIB’s operating environment, forecast conditions, risk assessment and expected performance.

A handwritten signature in black ink that reads "David Miller". The signature is written in a cursive, flowing style.

David Miller

Board Chair

BC Infrastructure Benefits Inc.

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Strategic Direction and Alignment with Government Priorities

In 2021/22, British Columbians continue to face significant challenges as a result of the global COVID-19 pandemic. Recovering from the pandemic includes focused direction, strong alignment and ongoing engagement between public sector organizations and the provincial government. The provincial government has identified five foundational principles that will help inform each Crown agency's policies and programs and contribute to pandemic recovery: putting people first; lasting and meaningful reconciliation; equity and anti-racism; a better future through fighting climate change and meeting the Province's greenhouse gas commitments; and a strong, sustainable economy that works for everyone.

This Service Plan was prepared in consultation with provincial officials and outlines how BC Infrastructure Benefits Inc. (BCIB), through the Community Benefits Agreement (CBA), supports government's priorities. As a progressive construction employer on select public infrastructure projects, BCIB creates career opportunities for traditionally underrepresented workers to help meet the Province's skilled trades needs today and tomorrow.

Operating Environment

BCIB is a provincial Crown corporation incorporated under the *Business Corporations Act* and directly accountable to the Minister of Finance. BCIB was established to implement, measure and report on the objectives of the CBA, a collective agreement between BCIB and the Allied Infrastructure and Related Construction Council (AIRCC) to grow the skilled trades workforce by creating career opportunities for underrepresented workers, locals and apprentices on select public infrastructure projects. This Service Plan is aligned with the CBA and the direction provided in BCIB's Mandate Letter.

Current projects under the CBA are projects in the Highway 1 Kamloops to Alberta Border Four-Laning Program, the Pattullo Bridge Replacement Project, the Broadway Subway Project and the Cowichan District Hospital Replacement Project.

BCIB has developed processes and partnerships across government, industry, and communities to meet the requirements and objectives of the CBA. The CBA objectives include:

- Ensuring any contractor can bid and perform work and maximizing access to all available skilled and experienced labour;
- Optimizing opportunities to develop and grow the skilled labour workforce and ensuring local individuals, communities and businesses have full and fair opportunity to participate in the benefits of the project;
- Fostering a workplace free of discrimination and harassment that is respectful of the cultural differences of all participants, and ensuring the needs of Indigenous peoples and other equity groups are respected and facilitated through training and employment on the project; and
- Providing apprenticeships and skills training to develop a skilled workforce to meet the province's future labour needs.

The CBA establishes BCIB as the employer for all employees covered by the CBA. BCIB has been established to fully recover its costs from contractors (for deployed project workforce) and project owners (for overhead costs). BCIB operates on a break-even basis.

Performance Plan

BCIB’s goals reflect its mandate with performance targets guided by the provincial government and the CBA.

BCIB has set targets for its performance based on the CBA objectives and requirements. Success over time will be continually measured by calibrating and refining baseline measurements and targets established through BCIB’s projects. BCIB’s objectives and performance measures have been revised in this Service Plan to demonstrate BCIB’s progress and its alignment with the provincial government’s strategic priorities.

Goal 1: Mobilize and grow a safe, diverse, skilled workforce that represents the communities where CBA projects are built.

This goal is a consolidation of the previous year’s Goal 2 and Goal 3.

Objective 1.1: Increase the diversity of the trades workforce by recruiting in partnership with Indigenous communities and organizations supporting women, people with disabilities, and other traditionally underrepresented groups.

Key Strategies

- Continue recruitment and outreach targeting under-represented groups in the trades in communities close to CBA projects.
- Continue to work with community organizations to provide equitable access to pathways to career opportunities on CBA projects.
- Continue Indigenous engagement in partnership with the Ministry of Indigenous Relations and Reconciliation.

	Performance Measure	2020/21 Forecast	2021/22 Target	2022/23 Target	2023/2024 Target
1.1	Percentage of total project hours worked by Indigenous peoples and equity groups. ¹	28%	16%	16%	16%

¹ This measure includes the participation of the following groups: women, Indigenous peoples, persons with disabilities, visible minorities and LGBTQ2S+.

Linking Performance Measure to Objectives

Providing apprenticeships and career opportunities on a priority basis to Indigenous peoples, women, locals and others traditionally underrepresented in construction is a requirement in the CBA².

Reporting the percentage of total project hours worked by Indigenous peoples and equity groups will indicate how BCIB is implementing the CBA's priority hiring provisions and diversity objectives.

Discussion

A target of 16% of total project hours worked by underrepresented groups has been set for future years. The 16% target is ambitious. Early success in the 2020/21 forecast was the result of a smaller project workforce compared to the size of the anticipated workforce in future years.

Objective 1.2: Increase apprenticeship and trainee opportunities to facilitate journey completion and achievement of qualifications.

Key Strategies

- Work with the Industry Training Authority to provide support for apprentices to complete their training and journey person certification.
- Work with the AIRCC and other industry and educational leaders to implement leading practices for safety training and apprenticeship and trainee supports.
- Continue to partner with support agencies to help underrepresented groups enter apprenticeships and the skilled trades.
- Continue ongoing analysis of labour supply to support recruitment for CBA projects³.

	Performance Measure	2020/21 Forecast	2021/22 Target	2022/23 Target	2023/2024 Target
1.2	Percentage of total project hours worked by apprentices and trainees.	8%	15%	25%	25%

² CBA Article 9.202 and CBA objectives Article 1.100 (k) and (n).

³ This work supports CBA objectives 1.100 (c) and (j).

Linking Performance Measure to Objectives

Growing the skilled trades workforce through apprenticeships is a priority in the CBA⁴.

Supporting apprentices to achieve their journey person certification is a key tool for growing the skilled trades workforce. Reporting the percentage of total project hours worked by apprentices and trainees indicates the level of investment in the training and development of apprentices on CBA projects.

Discussion

The CBA notes the overall target ratio for apprenticeship should be 25% across all CBA projects⁵. The CBA includes apprenticeship and trainee ratios for individual skilled trades on CBA projects. The current portfolio of CBA projects is weighted heavily on road building projects, and few road building trades have apprenticeship programs. Accordingly, BCIB's target for 2021/22 has been set at 15%.

BCIB, in collaboration with government project owners, develops project-specific apprenticeship and training targets by analyzing the scope of work and trades that will be used on each CBA project. BCIB's overall target will increase with the addition of projects with a broader scope of skilled trades.

Objective 1.3: Foster a jobsite culture that is inclusive and respectful for a diverse workforce.⁶

Key Strategies

- Implement the Respectful Onsite Initiative to support the implementation of the CBA objectives and create a respectful jobsite for all workers.
- Implement and manage anti-bullying and anti-harassment policies to support employees and provide tools to maintain a safe worksite.

	Performance Measure	2020/21 Forecast	2021/22 Target	2022/23 Target	2023/24 Target
1.3	Percentage of employees who completed the Respectful Onsite Initiative program.	100%	100%	100%	100%

⁴ CBA Article 1.100 (j), (k) and (m).

⁵ CBA Article 9.302.

⁶ This measure has changed from the previous Service Plan. Past targets only measured completion of Indigenous Cultural Competency Training, which is now one component of the Respectful Onsite Initiative.

Linking Performance Measures to Objectives

The CBA prioritizes meeting the needs of Indigenous peoples and equity groups in a workplace free of discrimination and harassment⁷. The CBA also requires Indigenous Cultural Competency Training be delivered to workers on-site⁸. To meet the CBA requirements, BCIB has developed a Respectful Onsite Initiative. This program helps create a safe and respectful worksite to help recruit and retain workers.

Reporting on the percentage of employees who have completed BCIB’s Respectful Onsite Initiative demonstrates BCIB’s progress against the CBA objective and requirement of creating a jobsite culture that is inclusive and respectful of a diverse workforce.

Discussion

As part of its overall employee onboarding process, BCIB ensures all employees receive third-party provided Indigenous Cultural Competency Training and equity training as well as internally provided orientation on BCIB’s anti-bullying and anti-harassment policy⁹ and workplace drug and alcohol policy¹⁰. BCIB, with the support of the contractor and the government project owner, works to positively influence the employee experience on the jobsite.

Objective 1.4: Increase the local participation in the skilled trades workforce on CBA projects.

Key Strategies

- Implement a local recruitment plan and use local networks to target qualified and underrepresented workers close to CBA projects.

	Performance Measure	2020/21 Forecast	2021/22 Target	2022/23 Target	2023/24 Target
1.4	Percentage of total project hours worked by local hires.	35%	35-50%	35-50%	35-50%

Linking Performance Measures to Objectives

The CBA prioritizes opportunities for locals on CBA projects and an objective is to ensure locals have full and fair opportunities to participate¹¹. Reporting on the percentage of total project hours worked by local hires shows BCIB’s performance against this CBA objective. This measure reaffirms BCIB’s commitment to helping locals benefit from projects close to their communities.

⁷ CBA Article 1.100 (g), (h), (i) and (l).

⁸ CBA Article 9.205.

⁹ Policy required under CBA Article 23.602.

¹⁰ Policy required under CBA Article 20.602.

¹¹ CBA Article 1.100 (d) and (k).

Priority hiring of local residents, generally defined as workers living within a 100 km radius of a project, is a pillar of the CBA. The definition of local may be broadened where BCIB, the AIRCC and the community agree it is in the best interests of the region and the project. This provides preferred access for those living closest to the projects, increases local skills capacity and supports economic stability for local families.

Discussion

Targets for future years have been set at 35-50%. This range recognizes the 100km radius is a large catchment area for projects in the Lower Mainland but a much smaller catchment for projects in the Highway 1 Four-Laning Program and on Vancouver Island.

In BCIB’s 2020/21 Service Plan, increasing local participation in the skilled trades workforce was Objective 3.3.

In addition to the percentage of craft hours worked by local residents, BCIB’s Annual Service Plan Report will include the actual number of local individuals who have worked on CBA project.

Objective 1.5: Review BCIB applicant qualifications for either deployment to a CBA project or referral to a partner for training support.

This is a new measure for 2021/22. BCIB has no current forecast for this measure but has set future targets at 100%.

Key Strategies

- Create partnerships with employment service providers and training agencies so applicants who are not job ready can be referred for further training so they can be employed in the future.
- Use technology to reduce manual processes and more efficiently match BCIB applicants to contractor employee requests.
- Work with the AIRCC to continue to demonstrate transparency around the hiring processes in the CBA.

	Performance Measure	2020/21 Forecast	2021/22 Target	2022/23 Target	2023/24 Target
1.5	Percentage of applicants notified of the outcome of their skills review within a 45-day period.	n/a	100%	100%	100%

Linking Performance Measures to Objectives

A key objective of the CBA is to develop the skilled trades workforce through skills training¹². To deliver on this objective, BCIB accepts applicants from across BC, regardless of whether they are currently a member of an AIRCC affiliated union. To manage the intake of applicants, BCIB works with the AIRCC and other partners, such as the Industry Training Authority, to review applicant qualifications.

BCIB measures the percentage of applicants to receive notification of the review of their qualifications within 45 days. Qualified applicants are then placed on the dispatch list for CBA projects and connected with the affiliated union for potential work.

Discussion

Workers with required skills are put on a dispatch list for when their trade is required on a CBA project.

Apprentices and trainees who require further classroom training are referred to the Industry Training Authority.

When the assessment concludes an applicant is not yet qualified for deployment, BCIB refers the individual to an appropriate government program or service agency for further training¹³.

Where an individual is referred depends on their specific identification factors, including their gender, socio-economic status, location and job readiness. Those workers are encouraged to reapply with BCIB or elsewhere in the industry, once their necessary training is complete, to help address skilled trades shortages.

Goal 2: Partner in the successful delivery of public infrastructure projects and implement the Community Benefits Agreement.

Objective 2.1: Engage with project owners and industry to support procurement on CBA infrastructure projects.

Key Strategies

- Collaborate with government project owners to apply the CBA to select public infrastructure projects.
- Engage in regular opportunities for feedback, collaboration, and education to communicate and inform unions, industry stakeholders, and the contractor and subcontractor community about the CBA objectives.

¹² CBA Article 1.100 (c) and (j).

¹³ CBA Article 9.201(b).

- Demonstrate how the CBA is implemented on project bids and at the worksite through BCIB’s active engagement with bidders and other targeted outreach during each project’s procurement process.

	Performance Measure	2020/21 Forecast	2021/22 Target	2022/23 Target	2023/24 Target
2.1	Number of contractors engaged with through industry engagement and collaborative meetings on CBA projects. ¹⁴	24	15	Based on project schedule	Based on project schedule

Linking Performance Measure to Objectives

Key objectives in the CBA are to allow any contractor in the construction industry to bid on and perform work on CBA projects¹⁵ and to ensure projects are not affected by any labour or collective bargaining disputes¹⁶. To help familiarize businesses with the CBA and to support project procurements, BCIB conducts engagement and dialogue with the contractor community.

Engagement includes meetings with individual contractors, business-to-business networking sessions, all proponent meetings and specific topic meetings held in partnership with government project owners.

Discussion

The number of industry engagements and collaborative meetings in future years will depend on the number of projects selected by government to be delivered under the CBA. The target for 2021/22 has been developed based on specified CBA projects currently in the planning or procurement phase. This objective was updated for 2021/22 by removing the requirement that measurable industry engagement only takes place within a specific procurement.

Objective 2.2: Meet contractor expectations to reliably fill employee requests.¹⁷

Key Strategies

- Meet regularly with contractors, government project owners, and the AIRCC to review contractor workforce forecasts.

¹⁴ Performance measure 2.1 is a combination of performance measures 1.1 and 1.2 from BCIB’s initial Service Plan.

¹⁵ CBA Article 1.100(a).

¹⁶ CBA Article 1.100(f).

¹⁷ This is a new objective for BCIB and has been introduced for the 2021/22 Service Plan. It replaces the objective to provide foundational safety training for all employees on public infrastructure CBA projects, which has been moved and expanded in objective 3.3.

- Use relationships with community groups and employment services to recruit ahead of anticipated contractor demand.
- Work with the AIRCC affiliated unions to ensure contractor employee requests are filled accurately and in a timely manner.

	Performance Measure	2020/21 Forecast	2021/22 Target	2022/23 Target	2023/2024 Target
2.2	Percentage of employee requests filled through standard dispatch process.	90%	90%	90%	90%

Linking Performance Measure to Objectives

An objective of the CBA is to ensure construction of CBA projects proceeds safely, efficiently, economically, and without interruption¹⁸. Reporting the percentage of employee requests filled through BCIB demonstrates BCIB’s ability to supply a skilled workforce that meets contractor expectations.

Discussion

At the beginning of each month, contractors are required to submit non-binding rolling three-month skilled workforce forecasts to BCIB to assist with skilled workforce planning. BCIB discusses these forecasts with the contractor, the AIRCC and the government project owner to consider anticipated future skilled workforce needs and projected timing.

Targets of 90% have been set for this measure to recognize the high number of BCIB employees successfully deployed.

Objective 2.3: Engage with community groups, industry, and labour associations to support skilled workforce recruitment and CBA awareness.¹⁹

Key Strategies

- Build relationships, through integration with government partners, with employment support organizations, community groups, the Industry Training Authority and accredited training organizations, and the Ministry of Advanced Education and Skills Training.

¹⁸ CBA Article 1.100(e).

¹⁹ This objective has been expanded from previous year’s Service Plan to include community groups, labour associations and industry.

- Work with government to provide awareness of CBA opportunities to the contractor and subcontractor community through industry, economic development associations and local businesses.

	Performance Measure	2020/21 Forecast	2021/22 Target	2022/23 Target	2023/24 Target
2.3	Completion of outreach engagements.	100	50	50	50

Linking Performance Measures to Objectives

Objectives of the CBA include maximizing access to CBA projects to all available and experienced workers²⁰ and ensuring individuals, communities and businesses have full and fair opportunity to participate in the benefits of CBA projects²¹. To meet these objectives, in addition to entering into partnering agreements measured in performance measure 1.1, BCIB also conducts targeted outreach to help BCIB recruit, mobilize a skilled workforce and create awareness of the CBA within the construction industry.

From the start of project planning BCIB will support partners in the integration of government agreements with Indigenous Nations as they relate to the CBA.

Metrics for this performance measure include meetings with businesses and training and support services close to CBA projects.

Discussion

BCIB is continuing to conduct introductory engagements with stakeholders in its early years. This engagement is expected to level off in coming years as familiarity and understanding of the CBA grows.

Objective 2.4: Work jointly with proponents and project teams during procurement to facilitate the execution of BCIB’s Contractor and Subcontractor Agreements.

Key Strategies

- Continue to work collaboratively with Transportation Investment Corporation (TI Corp) and government project owners to support government’s collective objectives for CBA projects.

²⁰ CBA Article 1.100(b).

²¹ CBA Article 1.100(d).

	Performance Measure	2020/21 Forecast	2021/22 Target	2022/23 Target	2023/24 Target
2.4	Execution of BCIB Contractor and Subcontractor Agreements on CBA Projects. ²²	17	65	To be reported annually	To be reported annually

Linking Performance Measures to Objectives

Reporting on the number of executed BCIB-Contractor Agreements and BCIB-Subcontractor Agreements demonstrates BCIB’s collaboration with project owners and project bidders.

The BCIB-Contractor Agreement and BCIB-Subcontractor Agreement signifies the binding relationship between BCIB and the project’s contractor and subcontractors and the shared commitment to implement CBA objectives. While there is just one overarching BCIB-Contractor Agreement per project, each project has multiple BCIB-Subcontractor Agreements. The total number of BCIB-Subcontractor Agreements depends on how the main contractor allocates its obligation under the project agreement. Some contractors will use fewer subcontractors than others depending on their project plan. BCIB employs the CBA employees on both contractor and subcontractor crews.

The execution of BCIB-Contractor and BCIB-Subcontractor Agreements occurs for new projects. The number of future agreements is dependent on projects selected for CBA, the number of subcontractors used and when subcontractors start work based on the construction schedule of each project.

Discussion

This performance measure has been revised for 2021/22 to capture BCIB-Subcontractor Agreements, in addition to BCIB-Contractor Agreements. BCIB will set forecasts based on anticipated project needs and report the number of agreements executed.

This Service Plan objective will be phased out in future years as awareness and familiarity with the CBA and BCIB operations increases in the contractor community.

Goal 3: Achieve cost effective delivery of the CBA objectives through strategic partnerships and sound business management.

This goal and related objective have been introduced for the 2021/22 Service Plan to reflect the opportunity to optimize BCIB’s business processes and functions and achieve cost savings as a result.

²² The actual number of BCIB-Subcontractor Agreements is dependant on the workplan of each individual project contractor and varies from project to project.

Objective 3.1: Continue to practise sound corporate financial management by focusing on operational, corporate, and administrative cost efficiencies.

Key Strategies

- Engage in regular, ongoing opportunities to leverage expertise, knowledge, and capacity of key partners to optimize delivery of BCIB’s mandate.
- Continue to work to identify and implement operational efficiencies and control administrative expenses to keep costs as low as possible.
- Meet regularly and work with government project owners to ensure that BCIB’s corporate and project-specific costs, recovered from government project owners through service fees, meet shared expectations.

	Performance Measure	2020/21 Forecast	2021/22 Target	2022/23 Target	2023/24 Target
3.1	Cumulative number of service agreements entered into with external partners.	4 total	10 total	TBD	TBD

Linking Performance Measure to Objectives

An objective of the CBA is to ensure project construction proceeds safely, efficiently, economically and without interruption²³. BCIB will consult with and enter into service agreements with partners that specialize in providing key employment, training and labour relations services. This will enable BCIB to leverage, benefit from, and contribute to existing programs that support CBA objectives.

Discussion

BCIB partners with government, communities, industry and government-sponsored service organizations to deliver CBA objectives. These partnerships help BCIB efficiently achieve its mandate and budget targets.

Increased operating costs in 2021/22 and 2022/23 are driven by the anticipated demand for skilled trades workers on CBA projects and BCIB’s related operations and administration support costs.

Work is underway to develop a measurement of BCIB’s operating costs.

²³ CBA Article 1.100 (e)

Financial Plan

Financial Summary

(\$m)	2020/21 Forecast	2021/22 Budget	2022/23 Plan	2023/24 Plan
Total Revenue				
Contracted Services ²⁴	7.4	116.9	257.4	278.6
Service Fee	9.1	14.4	17.7	18.0
Other	0.6	0	0	0
Total Revenue	17.1	131.3	275.1	296.6
Total Expenses				
Project Skilled Workforce	7.4	116.9	257.4	278.6
Outreach & Recruitment	0.9	2.5	3.3	3.2
Workforce Operations	3.3	4.1	5.1	5.0
Finance & Corporate Services	5.5	7.8	9.3	9.8
Total Expenses	17.1	131.3	275.1	296.6
Net Income/Excess of Revenue over Expenses/Annual Surplus (Deficit)	0	0	0	0
Total Liabilities	17.0	13.4	17.6	19.0
Accumulated Surpluses/Retained Earnings/Equity	0	0	0	0
Capital Expenditures				
Information Technology	1.4	1.5	2.0	0.8
Facilities & Other	0.1	0.2	0.2	0.2
Dividends/Other Transfers	0	0	0	0

²⁴ Project payroll costs are fully recovered from contractors and subcontractors. As such, BCIB's Contracted Services and Project Skilled Workforce line items are generally the same.

Breakdown of Total Expenses

(\$m)	2020/21 Forecast	2021/22 Budget	2022/23 Plan	2023/24 Plan
Total Expenses by Nature				
Salaries & Benefits	12.9	124.4	266.4	287.4
Administration, IT and Other	1.3	2.8	3.3	3.4
Professional Services	1.6	2.0	2.2	2.3
Contractors	0.6	1.3	2.3	2.5
Facilities	0.7	0.8	0.9	1.0
Total Expenses by Nature	17.1	131.3	275.1	296.6

A majority of the Salaries & Benefits represents those employees that perform construction work on major infrastructure projects.

Key Forecast Assumptions, Risks and Sensitivities

BCIB's budget and forecast reflect the following assumptions:

- Project start dates, along with the project scope and budget, are key inputs into establishing workforce labour costs. Any changes to these inputs will impact Project Skilled Workforce costs and Contracted Services revenue.

Management's Perspective on the Financial Outlook

As a Crown corporation, BCIB is accountable to the public to be fiscally responsible. BCIB will remain financially stable by implementing operational efficiencies and controlling administrative costs. BCIB will streamline processes using data and technology, monitor performance against targets and work towards meeting annual financial metrics.

BCIB is not a capital-intensive organization and has no capital projects valued at more than \$50 million.

Appendix A: Hyperlinks to Additional Information

Corporate Governance

Details of BCIB’s corporate governance, including Board of Directors, governance principles and key accountabilities are available online:

[Our Leadership](#) [Reporting and Resources](#)

Organizational Overview

Details of BCIB’s mandate and culture are available online: www.bcib.ca