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CITY OF BOSTON

IN THE YEAR NINTEEN HUNDRED AND EIGHTY-SIX

AN ORDINANCE AMENDING THE BOSTON EMPLOYMENT COMMISSION

Be it ordained by the City Council of Boston, in accordance with the provisions of Massachusetts General Laws Chapter 438, Section 13, and any other applicable law, as follows:

any	other applicable law, as follows:
1.	SECTION ONE: The Ordinance establishing the Boston Employment
2.	Commission is hereby amended in section one (v) by striking the last
3.	sentence as it appears and inserting the following in place thereof
4.	"If the construction of a the Covered Project is subject to any union
5.	collective bargaining agreements, it shall be required that the employee
6.	complies with any lawful union security clauses contained in such agreement."
7.	SECTION TWO: This Ordinance shall take effect upon passage.
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12.	In City Council September 10, 1986. Passed.
13.	Approved by the Mayor September 26, 1986.
14.	Attest:
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CITY OF BOSTON

IN THE YEAR NINTEEN HUNDRED AND EIGHTY-SIX

AN ORDINANCE ESTABLISHING THE BOSTON EMPLOYMENT COMMISSION

Be it ordained by the City Council of Boston, in accordance with the provisions of Massachusetts General Laws Chapter 43B, Section 13, and any other applicable law, as follows:

1.	Preamble: Policy of the City of Boston
2.	WHEREAS there is a need to ensure that Boston residents
3.	receive maximum benefits from the growing private economy of
4.	their city and the economic resurgence of office, hotel,
5.	retail, institutional, and unsubsidized residential
8.	development, including the permanent jobs which emanate from
7.	this economic expansion; and
8.	WHEREAS there is unemployment and underemployment in the
9.	City of Boston, both among majority and minority residents; and
10.	WHEREAS Boston is experiencing a resurgence in its economy
11.	that is creating the potential for unprecedented economic
12.	opportunity; and
13.	WHEREAS Boston has fully established itself as the economic
14.	center for the entire New England region and is generating
15.	wealth and revenues for people throughout the region; and
16.	WHEREAS one principal aspect of a strong and vibrant city
17.	is the ability of its breadwinners to gain access to secure
18.	jobs that pay a living wage; and
19.	WHEREAS Black, Hispanic, Asian and Native American

residents of the City of Boston, as well as women residents

have historically been underrepresented in the workforce; and WHEREAS an Ordinance establishing the Boston Residents Jobs Policy, Ordinances of 1983, Chapter 30, was promulgated to insure that Boston residents, minorities, and women receive job preference in projects that have city funds or state or federal funds administered by the city; and

WHEREAS the Mayor issued an Executive Order relating to the Boston Residents Jobs Policy, dated July 12, 1985, which established Resident Construction Employment Standards to further ensure employment for Boston residents, minorities, and women; and

WHEREAS under the Boston Residents Jobs Policy, Boston residents are enjoying greatly improved access to jobs in the downtown construction industry; and

WHEREAS it is the policy of this City government to ensure that all people enjoy fair and open access to employment in permanent jobs in the private sector; and

WHEREAS it can be shown that broader cooperation from the private sector can produce meaningful employment opportunities for Boston residents who want and need them; and



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1.	WHEREAS job placement is contingent upon proper job training
2.	and without necessary skills some Boston residents cannot
3.	secure permanent jobs; and
4.	WHEREAS it is essential to the success of the 1983 Boston
5.	Residents Jobs Policy Ordinance and the 1985 Mayor's Executive
6.	Order that projects and employment plans be monitored, that
7.	findings be made with respect to compliance, and that
8.	recommendations for sanctions be determined, and that all this
9.	be done in a manner that provides for the due process rights of
0.	all parties; and
1.	WHEREAS it is essential to engender an atmosphere of
2.	cooperation between the public and private sectors with respect
3.	to permanent jobs for Boston residents, minorities, and women;
4.	and
5.	WHEREAS the following is declared to be in the public
6.	interest; now
7	THEREFORE, be it ordained as follows:

SECTION ONE: Definitions

For the purposes of this Ordinance, the following definitions shall apply, unless the context otherwise requires:

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(1) "Best Efforts." Developers and contractors may rely on traditional referral methods in the hiring of journeymen, apprentices, advanced trainees and helpers. Developers and contractors also shall implement affirmative action steps which include the following to the extent that such steps do not conflict with any applicable collective bargaining agreements:

As to Contractors:

- (i) The contractor shall designate and shall require each subcontractor to designate an individual to serve as a compliance officer for the purpose of pursuing the Boston Residents Construction Employment Standards ("Standards").
- (ii) Prior to the start of construction, the contractor and each subcontractor then selected shall meet with appropriate representatives of the construction trade unions, representatives from the Mayor's Office of Jobs and Community Services, and the awarding or contracting authority for the purpose of reviewing the Standards and the estimated employment requirements for construction

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activity over the construction period of the Covered Project.

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(iii)

Whenever any person involved in the construction of a Covered Project makes a request to a union hirin: hall, business agent or contractor's association for qualified construction workers, the request shall ask that those qualified applicants referred for construction positions be referred in the proportions specified in the Boston Resident Construction Employment Standards and shall, further, contain a recitation of such Standards. However, if the requesting party's workforce composition at any time falls short of any one or more of the proportions specified in the Standards, the requesting party shall adjust his or her request so as to seek to more fully achieve the proportions specified in the Standards. If the union hiring hall, business agent or contractor's association to whom a request for qualified employees has been made fails to fully comply with such request, the requesting party's compliance

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officer shall seek written confirmation from the hall, agent or association that there are insufficient employees in the categories specified in the request and that such insufficiency is documented on the unemployed list maintained by the hall. agent or association. Copies of any confirmation so obtained shall be forwarded to the Commission. Copies of any requests for qualified employees made at a time that the requesting party's workforce composition falls short of any one or more of such Standards shall be forwarded contemporaneously to the Skills Bank.

- any subcontractor for employment in construction on a Covered Project who are not employed by the party to whom application is made shall be referred by said party to the Mayor's Office of Jobs and Community Services, and a written record of such referral shall be made by said party, a copy of which shall be sent to such Office of Jobs and Community Services.
- (v) Contractors shall maintain a current file of the

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| names, addresses, and telephone numbers of each Boston |
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| resident, minority, and woman who has sought employment with |
| respect to a Covered Project, or who was referred to the |
| contractor by the Mayor's Office of Jobs and Community Service |
| but was not hired. The contractor shall maintain a record of |
| the reason any such person was not hired. If the construction |
| of the Covered Project is subject to any union collective |
| bargaining agreements, it shall be deemed a sufficient reason |
| for failure to hiré that the applicant for employment was not |
| union member. |

- (vi) The contractor shall in a timely manner complete and submit to the Commission a projection of workforce needs over the course of the construction of the Covered Project. Such a submission shall reflect needs by trade for each month of the construction process.
- (vii) The contractor shall obtain from each worker employed in the construction of the Covered Project a sworn statement containing the worker's name and place of residence.

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| (viii) | One week following the commencement of construction |
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| | of the project, and each week thereafter until such |
| | work is completed, the contractor shall complete |
| | and submit to the Mayor's Office of Jobs and |
| | Community Services for the week just ended a report |
| | which reflects (a) for each employee, the |
| | employee's name, place of residence, race, gender, |
| | trade and the total number of worker hours he or |
| | she worked, and (b) the total worker hours of its |
| | total workforce. |

(ix) The contractor and each subcontractor shall
maintain records reasonably necessary to ascertain
compliance with the steps detailed in clauses (i)
through (viii) hereof for at least one year after
the issuance of a Certificate of Occupancy for the
Covered Project. In its review of records of a
construction project submitted to demonstrate
compliance with these steps, the Commission shall
take into consideration any affirmative action
outreach programs and affirmative action job

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training programs of the particular trades participating in the Covered Project.

As to Developers:

- Developers of Covered Projects shall incorporate in every general construction contract or construction management agreement an enumeration of the Standards and shall impose a responsibility upon any such general contractor or construction manager to take all steps enumerated in clauses (i) (ix) in Section One (1) and to incorporate such Standards in all subcontracts and impose upon all subcontractors the obligation to take such steps.
- (xi) The developer shall meet with the contractor no less frequently than weekly throughout the period of construction of the Covered Project to review the contractor's compliance with such Standards and steps. The developer shall maintain minutes of such meetings and shall forward a copy of such minutes to the Mayor's Office of Jobs and Community Services within ten (10) days of each such meeting.

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| (xii) | The developer | shal | 1 comply | with | the | escrow | deposit |
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| | requirements | of Se | ction Ei | ght he | ereof | | |

- (2) "Boston Employment Commission", hereinafter
 "Commission." There shall be in the City a Commission known as
 the Boston Employment Commission, consisting of seven (7)
 members, all appointed by the Mayor. The Commission shall have
 the powers and duties set forth in Section Three herein. The
 members of the Commission shall be deemed special municipal
 employees for purposes of Chapter 268A of the Massachusetts
 General Laws.
- (3) "Boston Resident." Any person for whom the principal place where that person normally eats and sleeps and maintains his or her normal personal and household effects is within the city limits of the City of Boston.
- (4) "Boston Residents Construction Employment Standards."

 The standards as contained below:
 - (i) At least fifty percent (50%) of all Worker-Hours on a craft-by-craft basis in Covered Projects shall be worked by Boston Residents;

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(ii) At least twenty-five percent (25%) of all

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agreements within the jurisdiction of:

- (i) the Boston Residents Jobs Policy, Ordinances of
 1983, Chapter 30 (hereinafter referred to as "Jobs
 Ordinance") and for which the contract or agreement
 is executed after the effective date of this
 ordinance; and
- (ii) any new construction or substantial rehabilitation project in the city to which any partial or full building permit has not already been issued for this specific construction or rehabilitation, dedicated to a retail, restaurant, and/or institutional use as defined in the Boston Zoning Code, which requires approval by the Zoning Board of Appeals and in which it is proposed to erect a structure or structures having a total gross floor area (exclusive of all accessory parking garage space) in excess of one hundred thousand (100,000) square feet or to enlarge or extend a structure or structures so as to increase its (or their) gross floor area (exclusive of all accessory parking

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garage space) by more than one hundred thousand (100,000) square feet or to substantially rehabilitate a structure or structures having, or to have, after rehabilitation, a gross floor area (exclusive of accessory parking garage space) of . more than one hundred thousand (100,000) square feet.

- (7) "Major Employer." Any corporation, partnership, individual, or institution which employs more than five hundred people to work within the City of Boston.
- (8) "Mayor's Office of Jobs and Community Services,"
 hereinafter "OJCS". The agency within the City of Boston
 government responsible for compiling compliance information in
 accordance with the Boston Residents Construction Employment
 Standards and the Minority Business Enterprise/Women's Business
 Enterprise Programs.
- (9) "Minority Business Enterprise" ("MBE") A business organization in which 51% in the aggregate of the beneficial ownership is held by one or more minority persons.
- (10) "Womens Business Enterprise" ("WBE") A business organization in which 51% in the aggregate of the beneficial ownership is held by one or more women.

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| 1. | (11) "Minority Person" or "Minority". Any person who is |
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| 2. | Black, Hispanic, Asian, or Native American, as these terms are |
| 3. | defined by the United States Census Bureau. |
| ١. | (12) "Permanent Job." Any full-time position, or its |

- (12) "Permanent Job." Any full-time position, or its equivalent, that an employer would fill year-round and continue to fill indefinitely in a particular location.
- (13) "Skills Bank." A job screening and referral bank maintained by OJCS, which shall refer residents to available jobs and/or to appropriate training programs, including but not limited to, programs offered at the Hubert Humphrey Occupational Resource Center.
- (14) "Voluntary Employment Plan." Any plan to promote hiring for jobs in Boston of Boston residents, minorities, and/or women developed by a Major Employer or a group of Major Employers.
- (15) "Worker-Hours." The sum total of all hours worked by all persons performing construction work.

SECTION TWO: Scope of Jurisdiction

The Commission's jurisdiction shall extend to: (1) Covered Projects and (2) assistance in the formulation and monitoring

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SECTION THREE: Powers and Duties

A. Covered Projects

(1) The Commission shall make determinations as to compliance by developers and contractors with the Boston Residents Construction Employment Standards. The Commission shall gather and receive compliance information from OJCS, investigate noncompliance complaints, make compliance determinations and, where appropriate, shall recommend sanctions to the awarding or contracting authority. The Commission may gather compliance information at any time and shall make compliance determinations in phases for each Covered Project in accordance with Sections Five, Six and Seven herein. For projects under construction upon the passage of this ordinance, all existing contracts and agreements shall remain in full force and effect and the provisions of this ordinance shall not otherwise apply.

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(2) The Commission shall have the authority to require developers of Covered Projects to submit:
(i) detailed plans which show how the developer intends to meet the Boston Residents Construction Employment Standards; and (ii) detailed plans which show how the developer intends to meet
MBE/WBE goals contained in or applicable to City contracts.

- (3) In the review of such detailed plans, the Commission shall consider any affirmative action outreach programs and affirmative action job training programs of the particular trades participating in the Covered Project and participation, if any, of the developer or the contractor in any such program.
- (4) The Commission shall monitor MBE/WBE goals contained in or applicable to City contracts. The Commission shall receive compliance information from OJCS and shall recommend to the awarding or contracting authority appropriate remedies for

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| 1. | noncompliance. |
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| 2. | (5) The Commission shall monitor Davis-Bacon Act |
| 3. | requirements contained in City agency or authority |
| 4. | contracts. The Commission shall receive |
| 5. | complianceinformation and shall forward any |
| 6. | information concerning apparent noncompliance to |
| 7. | appropriate federal agencies. |
| 8. | B. Voluntary Employment Plans |
| 9. | (1) The Commission shall meet with a group of |
| 10. | representatives of Major Employers to review |
| 11. | voluntary aggregate hiring goals set by said |
| 12. | employers. |
| 13. | (2) The Commission shall receive information |
| 14. | concerning the success in meeting the voluntary |
| 15. | aggregate hiring goals. |
| 16. | The Commission shall encourage a group representing |
| | the Major Employers to issue an annual public |
| 17. | report on the success of this effort and of |
| 18. | report on the success of this effort and of |

voluntary business programs such as Boston Summer

Jobs Program, the Boston Compact and BostonWorks.

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| 1. | (3) The Commission shall encourage Major Employer |
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| 2. | to adopt Voluntary Employment Plans, which promote |
| 3. | a collaboration between the public and private |
| 4. | sectors to expand employment opportunities for |
| 5. | Boston residents, minorities and women. The |
| 6. | Commission shall encourage Major Employers to |
| 7. | incorporate the Boston Resident New Hire Goals in |
| 8. | their Voluntary Employment Plans. The Commission |
| 9. | shall advise OJCS and other City agencies of the |
| 10. | amounts and types of assistance identified by Major |
| 11. | Employers as being necessary to achieve the goals |
| 12. | included in their Voluntary Employment Plans. Such |
| 13. | assistance may include, but is not limited to, job |
| 14. | training, adult literacy and referral services. |
| 15. | The Commission may conduct surveys to assess the |
| 16. | progress made toward hiring goals as to Boston |
| 17. | residents, minorities and women. |
| 18. | C. General · |
| 19. | (1) The Commission shall have the authority to |

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promulgate regulations as to matters within the

Commission's purview after public notice and hearing and upon majority vote of all members.

(2) The Commission shall cause to be created, in conjunction with the Mayor's Office of Jobs and Community Services, a job training program. Said job training program shall be conducted at the appropriate sites which may include the Hubert Humphrey Occupational Resource Center, or its successor, or other appropriate skills training facilities. The purpose of said training program is to provide skills training to any Boston Resident in order to be fully qualified for entry into existing apprenticeship programs or jobs. Subject to appropriation by the Mayor and the City Council, any fines levied against the escrow fund set out in Section Eight shall be for the benefit of this jobs training program and no other.

SECTION FOUR: Composition

The Commission shall be composed of seven (7) members, all of whom shall be appointed by the Mayor. The Commission shall

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be representative of the interests of business, minorities, women, organized labor, Boston Building Trades Council, and the Mayor's Jobs Liaison Committee. Members of the Commission shall have demonstrated commitment to equal employment opportunity. All members of the Commission shall be Boston residents or shall maintain their principal place of business in Boston.

(1) Term of Office

Commission members shall be appointed to two-year terms, and members shall serve until their successors are duly appointed. If a vacancy on the Commission occurs before a term expires, that vacancy shall be filled by appointment by the Mayor for the balance of the unexpired term.

(2) Removal

The Mayor may remove a member for just cause by filing a written statement to that effect with the City Clerk. Reasons for just cause shall include but not be limited to a pattern of nonattendance, lack of residency or employment in the City of Boston, noncompliance with the procedures established under Section Five herein, failure to disclose conflicts of interest,

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| 1. | incapacity due to illness, or convi | ction of a crime. The |
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| 2. | Mayor's determination that just cau | se for removal exists shall |
| 3. | be conclusive. | |

(3) Chair

The Chairperson of the Commission shall be designated by the Mayor and shall serve in that capacity for a term of two years.

(4) Quorum

In no event shall a quorum be fewer than four members of the Commission.

(5) Voting

Every vote of the Commission shall require an affirmative vote of no fewer than four (4) members of the Commission.

SECTION FIVE: Procedures

Actions or determinations under Section Seven, Eight or Nine herein shall be taken or made in accordance with the following administrative procedures:

(1) Hearings and Notice to Parties. A party subject to the jurisdiction and recommendation power of the Commission shall be entitled to a hearing and shall



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be given at least fourteen (14) calendar days notice of any such hearing directly affecting his or her interests, such notice to be in writing to the party and sent by mail, postage prepaid, first class, to the party's usual place of business.

- shall require a majority vote of the Commission.

 The Commission shall adopt procedures, voted by a majority of all members, to establish the time, place, and manner for its members to meet and vote and for making determinations of compliance and recommendations to awarding authorities or agencies. All protections necessary to fulfill due process requirements shall be incorporated in the aforementioned procedures. Such procedures an any revisions to such procedures shall be submitted in writing to the Mayor and OJCS within twenty-one (21) calendar days of their scheduled adoption.
- (3) Public Meetings. The Commission shall be subject to the requirements of the Massachusetts Open Meetings Law, G.L. c.39, \$23A-C.

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(4) Records.

The Commission shall keep records of its meetings and shall record no less than the following: the time and place of the meeting; the topic(s) discussed at the meeting; members in attendance at the meeting; any votes taken; and any disclosure by members of conflicts of interest. The Chairperson or his or her designee shall maintain such records in a good and legible condition. The records shall be available for inspection by any member of the public upon reasonable notice.

SECTION SIX. Standards for Compliance

The Commission shall use the Boston Residents Construction Employment Standards to monitor compliance of Covered Projects with this ordinance. A Covered Project shall be deemed to be in compliance if (1) the statistical monitoring data at the relevant determination date, as set forth in Section Seven hereof shows compliance with the Boston Residents Construction Employment Standards; or (2) if the Commission determines that Best Efforts have been made to comply with the Boston Residents



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SECTION SEVEN: Determination of Compliance

The Commission shall make determinations as to compliance by developers and contractors of Covered Projects with the Boston Resident Construction Employment Standards at time intervals as set out in one of the following two schedules, whichever allows for more frequent determinations:

- (1) When the Covered Project is 25, 50, 75 and 100 percent complete, or,
- (2) Every three months from the date of commencement of the Covered Project.

"Percent complete" shall be measured by the percentage of the total worker hours expected to be worked on the project. The Commission shall monitor that percentage and shall include it in its monitoring reports.

SECTION EIGHT: Establishment of Escrow Fund

An escrow fund shall be established for each project which is a Covered Project, as defined in Section One (6)(ii) herein. Payment into the escrow fund shall be made by the developer when the developer secures permanent financing for

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the Covered Project. The developer shall pay into the escrow fund an amount equal to one-tenth of one percent (.1%) of the total construction cost of the project as stated in the building permit application for the Covered Project; provided. however, that if either the developer or contractor has been subject to a determination of noncompliance at more than two determination dates in any prior Covered Project in which they have participated in the preceeding twenty-four months, the amount of the escrow fund required for the Covered Project shall be two-tenths of one percent (.2%) of such construction cost. The developer shall deposit these funds with an escrow agent agreed upon by the parties pursuant to an escrow agreement to which the Commission, the awarding or contracting agency and the developer are parties, who shall hold said fund for the purpose of satisfying any accrued fines levied in relation to a project.

The escrow agent, at the time of deposit into the escrow account, shall deduct all fines which have accrued against the fund to that date. There shall be a written escrow agreement detailing the terms under which the escrow funds are held.



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Such agreement shall provide, at a minimum, that any demand for payment from the escrow account which is made upon the escrow agent by the awarding or contracting authority shall be made in writing and shall be accompanied by a written statement of the reason for such demand, including any factual findings supporting such reason. The demand shall further instruct the escrow agent that he/she is to take no action on the demand for at least forty-eight (48) hours after receipt. A copy of the demand shall be simultaneously served upon all other parties to the escrow agreement.

Interest, if any, accrued by the fund, shall remain in and become a part of the escrow fund until such time as the fund shall be released. When all necessary permits for the use of the building have been issued to the developer, including but not limited to an occupancy permit and a finding of compliance has been made by the Commission, all monies in the escrow fund, including any accrued interest, shall be released and returned to the developer.

SECTION NINE: Sanctions

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The Commission shall have the authority to recommend to the

awarding or contracting agency that sanctions against the developers and contractors of Covered Projects be imposed for noncompliance with the Boston Residents Construction Employment Standards and/or for non-compliance with section Three (A)(2) of this ordinance. The Commission shall recommend the imposition of any or all three of the following sanctions:

- (1) Fines to a maximum of three hundred dollars (\$300.00) for each violation as determined by the Commission when such developer or contractor was not in compliance, as defined in Section Six, each day of non-compliance to be considered as a separate violation, to be levied against the escrow fund as established by Section Eight herein, provided that fines may still be levied and will still be due if the escrow account is exhausted;
- (2) Preclusions from the award of municipal contracts and competitions for public development rights for a period of up to three (3) years, provided that this sanction may only be recommended at the

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completion of the Covered Project; or

(3) Sanctions as authorized by the Jobs Ordinance or incorporated in contracts.

The recommendation of sanctions under this section shall not preclude and shall be in addition to any action or sanction authorized by contract or agreement or otherwise authorized by law.

SECTION TEN: Staffing

The Commission shall have staff consistent with the Commission's purpose. The Director of OJCS shall be the Executive Director of the Commission, provided, however, that said Director shall be wholly compensated for his/her duties as Director from the budget of OJCS.

SECTION ELEVEN: Conflicts of Interest

No member shall appear before the Commission or represent any person, firm, corporation or other entity in any matter pending before the Commission. Members shall not participate in a discussion or a decision of the Commission on any matter in which they are directly or indirectly interested in a personal or a financial sense. Any disclosure of conflict of

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| 1. | | interest shall be entered into the records of the commission. |
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| 2. | | SECTION TWELVE: Severability |
| 3. | | The provisions of this ordinance are severable, and if any |
| 4. | | provision shall be held invalid or unconstitutional by a |
| 5. | | decision of any court of competent jurisdiction such invalidity |
| 6. | | shall not impair, or otherwise affect, any other provisions of |
| 7. | | this ordinance. |
| 8. | ٠. | SECTION THIRTEEN: Effective Date |
| 9. | | This ordinance shall take effect 30 days after enactment. |
| | | |

In City Council July 30, 1986. Passed.
Approved by the Mayor August 12, 1986.

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Attest:

City Clerk