

# **BIL Davis Bacon Act and LCPtracker for NASEO**

July 12, 2024



### Agenda

- Overview of Davis Bacon Act (DBA) Requirements and LCPtracker
- DBA Compliance Approach: AFS, RER Solutions, LCPtracker, GC
- Level of Activity:
  - DOE vs. Recipient
  - Process Flow
- Live Demonstration Opportunity
  - SAM.Gov
  - BIL DBA website with Guide and Semi-annual report
  - LCPtracker
- LCPtracker Setup Guidance from Team Accenture!
- NASEO Q&As

### **DBA and Davis Bacon Related Act (DBRA) BIL Overview**

- DBA: Enacted in 1931 and amended in 1935 & 1964.
  - DBA applies to contracts in-excess of \$2,000 for the construction, alteration, and/or repair of public buildings or public works, including painting and decorating, where the United States or the District of Columbia is a direct party to the contract.
- DBA and DBRA requires contractors pay the laborers and mechanics employed on the project's site of the work:
  - Weekly basis
  - No less than the prevailing wage and fringe benefits, as determined by the Secretary of Labor
- DBRA BIL Section 41101 requires all laborer and mechanics performing construction, alternation or repair shall be paid wages at rates not less than those prevailing on similar projects in the locality, as determined by the Secretary of Labor IAW subchapter IV of Chapter 31 of Title 40 US Code (commonly referred as the "Davis Bacon Act").

### **Davis Bacon Act**

- Typically applies to work that requires physical / skilled craft; often subcontracted
- Laborer and mechanic positions are detailed in a Wage Determination.
  - Wage Determinations are issued by the U.S. Department of Labor for a U.S. county, for different types of work, and for various types of laborers and mechanics.
     SAM Demonstration available during Q&As
- For Certification and Compliance: Prevailing wages and fringe benefits are shown as hourly rates and are compared to the hourly rates being paid to workers.
  - Besides having to pay prevailing wages and benefits, workers must be paid weekly and payroll certified (discussed later in presentation)

- Applicants acknowledge that they will comply with all the Davis-Bacon Act requirements, including but not limited to:
- (1) Ensuring that the wage determination(s) and appropriate Davis-Bacon clauses and requirements are flowed down to and incorporated into any applicable subcontracts or subrecipient awards;
- (2) Ensuring that if wage determination(s) and appropriate Davis-Bacon clauses and requirements are improperly omitted from contracts and subrecipient awards, the applicable wage determination(s) and clauses are retroactively incorporated to the start of performance;
- (3) Being responsible for compliance by any subcontractor or subrecipient with the Davis-Bacon labor standards;

### **Standard DOE DBA FOA language, continued**

- (4) Receiving and reviewing certified weekly payrolls submitted by all subcontractors and subrecipients for accuracy and to identify potential compliance issues;
- (5) Maintaining original certified weekly payrolls for three years after the completion of the project and making those payrolls available to DOE or the U.S. Department of Labor (DOL) upon request, as required by 29 CFR 5.6(a)(2);
- (6) Conducting payroll and job-site reviews for construction work, including interviews with employees, with such frequency as may be necessary to assure compliance by its subcontractors and subrecipients and as requested or directed by DOE;
- (7) Cooperating with any authorized representative of DOL in its inspection of records, interviews with employees, and other actions undertaken as part of a DOL investigation;

### **Standard DOE DBA FOA language, continued**

- (8) Posting in a prominent and accessible place the wage determination(s) and DOL Publication: WH-1321, Notice to Employees Working on Federal or Federally Assisted Construction Projects;
- (9) Notifying the Contracting Officer of all labor standards issues, including all complaints regarding incorrect payment of prevailing wages and/or fringe benefits, received from the recipient, subrecipient, contractor, or subcontractor employees; significant labor standards violations, as defined in 29 CFR 5.7; disputes concerning labor standards pursuant to 29 CFR Parts 4, 6, and 8 and as defined in FAR 52.222-14; disputed labor standards determinations; DOL investigations; or legal or judicial proceedings related to the labor standards under this contract, a subcontract, or subrecipient award; and
- (10) Preparing and submitting to the Contracting Officer, the Office of Management and Budget Control Number 1910-5165, Davis Bacon Semi-Annual Labor Compliance Report, by April 21 and October 21 of each year

### **LCPtracker**

- A commercial software tool used to help ensure compliance with the DBA in terms of paying workers and certification
- Required for the prime recipient and all contractors and subcontractors engaged in the BIL projects. Access to LCPtracker to be provided to recipients <u>for free</u>. Recipients can then add subrecipients and so forth.
- Not a payroll system; contractors and subs continue to use their normal payroll systems (converted to weekly payrolls if needed)
- A tool that allows for:
  - Monitoring of DBA compliance, including identification of potential areas of noncompliance
  - Metrics and Reports e.g. apprentices
  - Project oversight
  - Reduces Paperwork: Hardcopy WH-347 certified payroll form and/or email

### **System Overview**

- **Basic Operation:** The software allows for certified payroll to be uploaded, which is subject to a validation engine that assists with the compliance requirement that all payroll data submitted meets requirements.
- Recipients using payroll systems that partner with LCPtracker, can do an automatic upload of their payrolls.
  - If a recipient uses different payroll system, there is a process to map to their payroll file, which would allow them to upload. Limited interaction; only report
- Allows for data to be uploaded electronically, 24/7
- Received DOE Authorization To Operate (ATO)

### **LCPtracker Payroll System Partners**























### System Overview cont.

- Validation system (70+) checks payrolls for DBA prevailing wage requirements by flagging mathematical errors or omission discrepancies for the recipient to review on a report.
  - Examples:
    - Base hourly rate
    - Total hourly rate
    - Fringe benefit contributions
    - Overtime and double-time
    - Apprentice approval
- Electronic signature feature allows recipients to electronically sign payroll reports versus using a wet signature / paper submittal.

### **Compliance Process & Team Accenture**

- S3 & S4 EERE, FECM, GDO, LPO, MESC, OCED, SCEP have secured DBA compliance services = LCPtracker
- Accenture (Prime Contractor):
  - Management and Professional Services
  - Authorization to Operate support
- LCPtracker:
  - Provide Uniform, third-party DBA electronic payroll compliance software system.
  - Upload wage determinations
  - Provide training, and support through chat and helpdesk functions.
- RER Solutions Initial scope:
  - Assist in onboarding people, projects, and wage determinations into LCPtracker

### **Contract Overview: Team Accenture, continued**

### • RER- Enduring scope

- Perform reviews of recipient certified payroll reports
- Plan and participate in site visits to assigned projects
- Conduct employee interviews
- Review complaints and investigations of potential DBA violations
- Track the resolution of noncompliance issues
- Support preparation of closeout packages for projects achieving project completion, and prepare supporting reports

### **Level of Activity Overview**

Activity	DOE	Recipient / Sub	LCPtracker	Frequency
Adding new users	X- RER			Ad-Hoc
Adding sub-tier users		Х		Ad-Hoc
Adding BIL project and sub-project	X- RER			Ad-Hoc
Identifying Wage Determinations	X-GO (if applicable)	Х		One-time per project
Adding Wage Determinations			Х	One-time per project
Providing user training			Х	Available Weekly
Taking user training	Optional	Х		Available Weekly
Submitting Payroll		Х		Weekly
Approving Payroll		Х		Weekly
Accepting Payroll		Х		Weekly
Monitor	Х	Х		Monthly

This is conceptual and not all inclusive: Level of activity depends on award. e.g. Straight pass-through, pass-through with some DBA self-performance, Direct performance

### LCPtracker Process Flow During Construction (1, 2, 3)

- Submit Certified Payrolls
  - The <u>Contractor Quick-Start Guide</u> provides detailed steps for submitting CPRs
  - The system performs 70+ validations
    - Warning/Alert: Soft stop but permits contractor to move forward
    - Notice/Enforcement: Must be cleared to submit/certify the payroll.
- Approve Certified Payrolls
  - The <u>Prime Approver Guide</u> provides steps for approval or rejection
  - Prime Approvers are required to check CPRs submitted by all lower tier contractors and subcontractors
  - Subcontractors without Admin rights can review lower tier subcontractor CPRs and provide feedback but cannot approve or reject them

### **LCPtracker Process Flow During Construction, continued**

### Accept Certified Payrolls

- Once the Prime Approver approves the accepting party (e.g., Sub-Grantee) accepts or reject Accept Status in Administrator User Manual
- If accepted, the CPR is locked and is available in LCPtracker for the Reviewer(s)
- If the CPR is rejected, then the party associated with the rejected CPR will be notified to take action.

### **Live Demonstration**

- BIL DBA website <u>https://www.energy.gov/infrastructure/davis-bacon-act</u>
- SAM.Gov <a href="https://sam.gov/content/wage-determinations">https://sam.gov/content/wage-determinations</a>

# **Screenshots of LCPtracker** and process for recipient to enter payrolls for validation then certification

### **Certifications Tab Admin View**

DEPARTMENT OF ENERGY(DOE) - PRE-PRODUCTION <a href="https://www.changeAccount">changeAccount</a> Suggest a feature       Feature												Feedback						
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Page 1																		

### **Certification Page**

Project Name: NY001678 - Building 227 Brownstown Project Code / Contract #/ FIN: NY001678

### **LCP**tracker

U.S. DEFARINGING OF ENERGY

#### I, Bob Villa, Owner do hereby state:

Date Tuesday, June 27, 2023

Statement of Compliance

(1) That I pay or supervise the payment of the persons employed by RONK IRON WORKS on the NY001678 - BUILDING 227 BROWNSTOWN; that during the

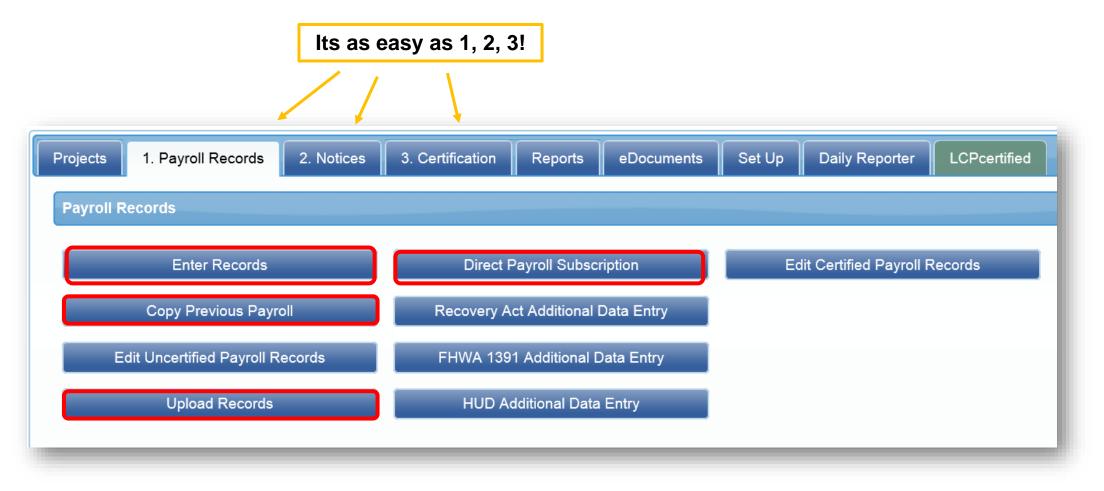
WEEKLY CERTIFIED PAYROLL payroll period commencing on 6/12/2023 and ending on 6/18/2023 all persons employed on said project have been paid the full weekly wages earned, that no rebates have been or will be made either directly or indirectly to or on behalf of said RONK IRON WORKS from the full weekly wages earned by any NAME OF CONTRACTOR :Ronk Iron Works ADDRESS : 3421 Chai person and that no deductions have been made either directly or indirectly from the full wages earned by any person, other than permissible deductions CONTRACTOR'S LICENSE No. 123-456-7890 SPECIALTY LICENSE No. Sub To: Mormont Builders PHONE: 7146690052 as defined in Regulations, Part 3 (29 C.F.R. Subtitle A), issued by the Secretary of Labor under the Copeland Act, as amended (48 Stat. 948, 63 Stat. 108, 72 Contract ID# 0001 FEDERAL TAX ID#: 123456789 EMAIL: rronk@leptrac Stat. 967; 76 Stat. 357; 40 U.S.C. § 3145), and described below: Subcontractor to Mormont Builders SELF-INSURED CE All comments are in the notes on the submitted Certified Payroll Report. MOTOR CARRIER PERMIT No. FOR WEEK ENDING: 06/18/2023 UNION PAYROLL No. 1 Non-Unior SUBMITTED ON: June 27, 2023 workers come. (2) That any payrolls otherwise under this contract required to be submitted for the above period are correct and complete; that the wage rates for laborers WORK TOTAL GRE or mechanics contained therein are not less than the applicable wage rates contained in any wage determination incorporated into the contract; that the NAME, ADDRESS, SSN, DRIVER'S RASE CLASSIFICATION. LICENSE, ETHNICITY, GENDER HOURS WORKED EACH DAY HOURS HOURLY classifications set forth therein for each laborer or mechanic conform with the work he performed. LOCATION AND TYPE RATE (3) That any apprentices employed in the above period are duly registered in a bona fide apprenticeship program registered with a State apprenticeship BRYANT, MALCON BRICKLAYER / Bricklaver / Typ BASE TOTAL Building, Heavy, Highway and HOURLY agency recognized by the Bureau of Apprenticeship and Training, United States Department of Labor, or if no such recognized agency exists in a State, Emp Id: 123456789 14/23 /15/23 16/23 18/23 HOURS THIS 17/23 Residential RATE 773 Seward Ave THIS PROJEC are registered with the Bureau of Apprenticeship and Training, United States Department of Labor. w OF PAY TH F PROJECT • Bronx, NY 10473 (4)That: 100.00 8.00 8.00 8.00 40.00 XXX.XX.9999 8.00 8.00 (a) WHERE FRINGE BENEFITS ARE PAID TO APPROVED PLANS, FUNDS OR PROGRAMS DL: NY 150.00 AFRICAN AMERICAN Bronx County, NY [X] - in addition to the basic hourly wage rates paid to each laborer or mechanic listed in the above referenced payroll, payments of fringe benefits as 200.00 WD: NY20230003 Male listed in the contract have been or will be made to appropriate programs for the benefit TD Sid Rate in Lieu Total Hour All or Part of Fringes Paid to Employee: of such employees, except as noted in section 4(c) below. of Fringes: of Fringe y Hrs Vacation. Holiday and Dues in Gross Pay: NO NO Voluntary Contributions in Gross Pay: NO 20.00 40.00 0.00 (b) WHERE FRINGE BENEFITS ARE PAID IN CASH [] - Each laborer or mechanic listed in the above referenced payroll has been paid, as indicated on the payroll, an amount not less than the sum of the applicable basic hourly wage rate plus the amount of the required fringe benefits as listed in the contract, except as noted in Section 4(c) below. (c) EXCEPTIONS: JENKINS RICHARD ABORER / (Asphalt BASE TOTAL HOURLY traction) Raker / Type mp Id: 98765432 HOURS THIS 8/23 Building, Heavy, Highway and RATE THIS PROJEC EXCEPTION (CRAFT) EXPLANATION 773 Seward Ave OF PAY w TH PROJECT Bronx, NY 10473 100.00 8.00 8.00 8.00 8.00 40.00 8.00 XXX,XX,1722 4,000 REMARKS: 150.00 AUCASIAN Bronx County, NY WD: NY20230003 200.00 Male fotal in Li NAME: Bob Villa All or Part of Fringes Paid to Employee: TD Sick Total Hours of Frings TITLE: Owner of Fringes: ay Hrs All Project NO Vacation. Holiday and Dues in Gross Pay: NO Voluntary Contributions in Gross Pay: NO 20.00 40.00 0.00 Electronic Signature Code: NY001678-6/18/2023-0-133323602443854998 JONES, BOBBY ABORER / (Aushali BASE TOTAL HOURLY matraction) Showeler HOURS THE WILLFUL FALSIFICATION OF ANY OF THE ABOVE STATEMENTS MAY SUBJECT THE CONTRACTOR OR SUBCONTRACTOR TO CIVIL OR CRIMINAL mp Id: 238475912 4/23 8/23 Production Paving only) / Type RATE THIS 773 Seward Ave OF PAY PROSECUTION. SEE SECTION 1001 OF TITLE 18 AND SECTION 3729 OF TITLE 31 OF THE UNITED STATES CODE. Building, Heavy, Highway and w TH PROJECT Bronx, NY 10473 condential 100.0 8.00 8.00 8.00 8.00 8.00 40.00 XXX-XX-3982 150.00 Other Deductions Notes 4,000 ISPANIC ronx County, NY 200.00 WD: NY20230003 Employee Name Craft Classification Other Deduction Notes TD Sick Total Hours Rate in Lieu All or Part of Fringes Paid to Employee: of Fringes: of Fringe ay Hrs All Projects NO Vacation. Holidav and Dues in Gross Pav: NO 40.00 20.00 0.00 Voluntary Contributions in Gross Pay: NO

#### Page 2 of 2



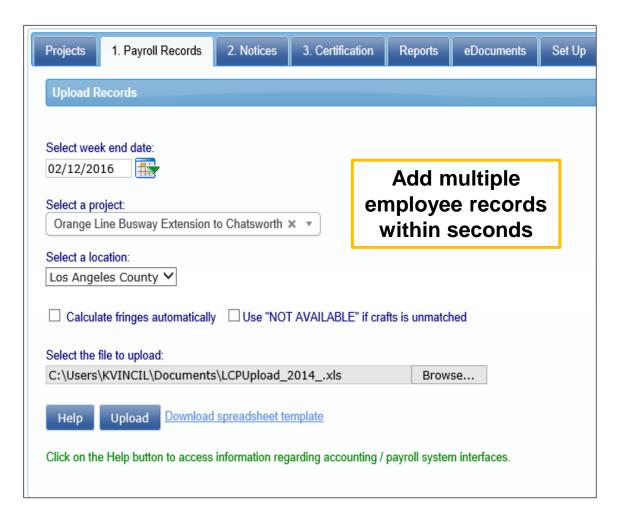
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### **Contractor Payroll Entry**



### **Payroll Entry Options**

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Manual

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#### U.S. DEPARTMENT OF ENERGY

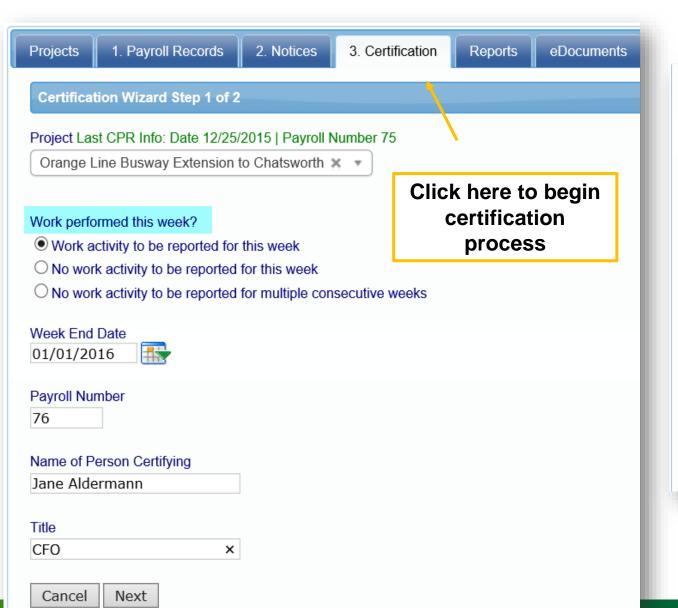
### **Check Notices**

Notices will appear if the information submitted does not pass the validations that have been turned on

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#### **OFFICIAL USE ONLY - PREDECISION**

### **Certify CPR with eSignature**



#### (a) WHERE FRINGE BENEFITS ARE PAID TO APPROVED PLANS, FUNDS OR PROGRAMS

- in addition to the basic hourly wage rates paid to each laborer or mechanic listed in the above referenced payroll, payments o programs for the benefit of such employees, except as noted in section 4(c) below.

#### (b) WHERE FRINGE BENEFITS ARE PAID IN CASH

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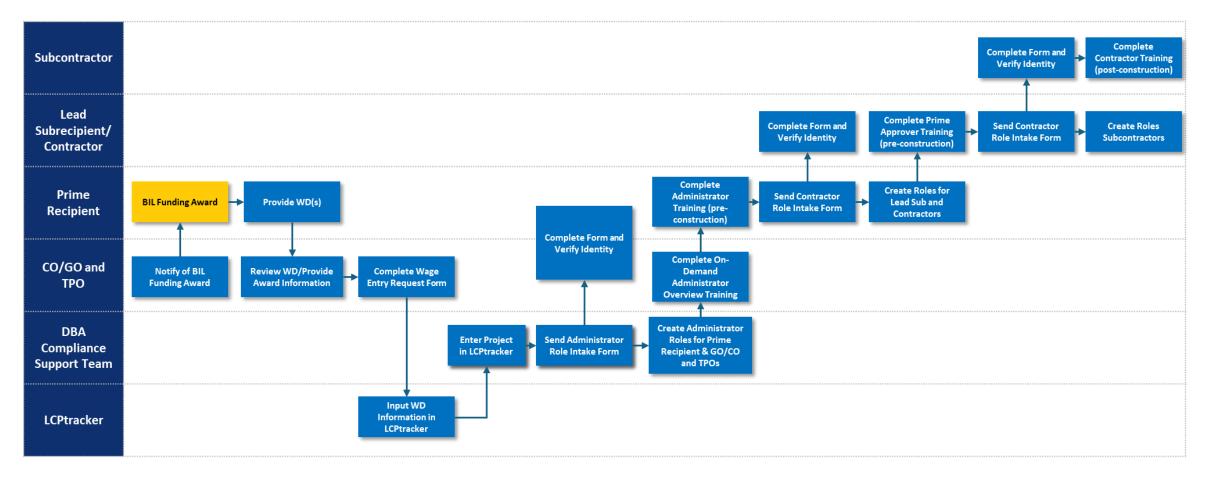
#### (c) EXCEPTIONS:

EXCEPTION (CRAFT)	EXPLANATION
	eSignature required to
Remarks:	certify the
eSignature Password:	payroll
Check here if last (FINAL) certification	

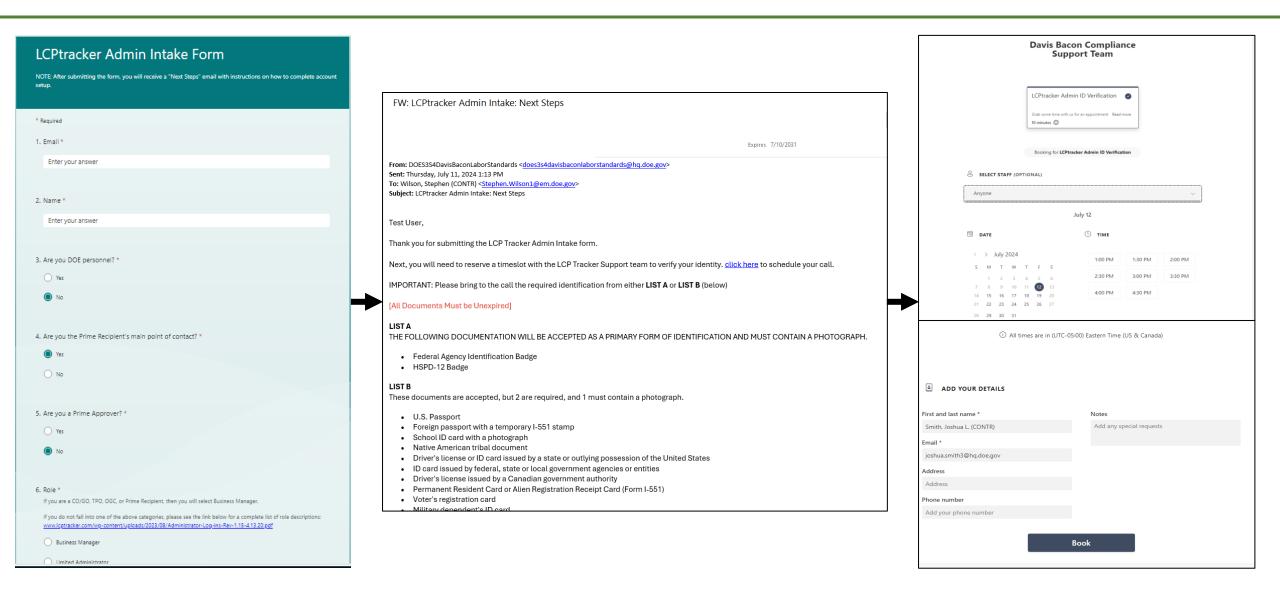
### To request training, please feel free to reach out to training-DOE-BIL-DBLS@lcptracker.com

### **Getting Setup in LCPtracker**

The below process flow provides a high-level overview of the necessary steps needed for Prime Recipients to obtain Administrative access and to setup contractors/subcontractors and projects in LCPtracker.



### **New Process Screenshot Example (Admin Intake Form)**



### **States Standard Naming Conventions**

- LCPtracker Department Name (sample): DOE-S3-GDO-NETL-40101d-[Legal Name of State]
- LCPtracker Project Name (sample): DOE-S3-[State's CID]-[number of sub awardee]-[2 Letter State Abbreviation]-[Legal Name of Sub Awardee]

DOE-S3-DE-GD0000000-001-[State Abbreviation]-[First State's Sub-Awardee's Legal Name]

- States will have access to only their State for all Sub-Awardee projects
- CID# or the DE-GD0000000 helps crosswalk between multiple reporting tools.
- Work/Confirm with TPO on your department and project names

### **Key LCPtracker Forms & Links**

Form Name	Link to Form
LCPtracker Project Intake Form	Project Intake Form
LCPtracker Administrator Intake Form	Admin Intake Form
LCPtracker Contractor Intake Form	Contractor Intake Form
LCPtracker Wage Entry Request Form	Wage Intake Form
U.S. General Services Administration Wage Determination	https://sam.gov/content/wage-determinations
LCPtracker Admin User Role Descriptions	Admin Logins (Icptracker.com)
BIL DBA Home Page	https://www.energy.gov/infrastructure/davis-bacon-act

### **Key Reminders**

- DOE (BIL DBA Compliance Support Team) will only create accounts for Prime Recipient staff. Once Administrative access is granted, Prime Recipients will be able to create accounts for additional staff, contractors, and subcontractors.
- Users requiring system access will need to appear in person or virtually (on camera) to provide identification as specified in the LCPtracker Project Information Intake form.
- An Administrator role can be created in the LCPtracker system at any point throughout the above process. If your project does not already exist in the system, you can still be added to the system and aligned later once your project is created.
- Once a project is established, users may be removed or added to specified project. Also, users can be assigned to multiple projects.

For additional guidance, please feel free to reach out to the DBA Compliance Support Team at DOES3S4DavisBaconLaborStandards@hq.doe.gov Q&A

# **NASEO Questions**

- Are there grant administrators experienced in using the LCPtracker who can share their lessons learned? Yes, this software solution has been in operation for over eighteen years and the DOE version is significantly similar to the commercial version, if not identical. Please contract your DOE program office who can view the current users and identify possible collaborations for lessons learned.
- Best practices for working with subrecipients on flow down requirements to adhere to Davis Bacon? Yes-please share the DOE BIL DBA website and user guide with subrecipients.
- Can a state rep view grants for a variety of programs? Yes
- Can a recipient report weekly for pay biweekly? DBA requires weekly pay
- Can you provide an overview of the training within the LCPtracker that will be required by State Energy Offices? Training is provided by LCPtracker via
  online modules and also bi-weekly (Tuesday and Thursday) virtual training. You can request to be added to the bi-weekly training by emailing trainingDOE-BIL-DBLS@lcptracker.com
- Certified payroll, and auditing requirements and also what circumstances, i.e. subgrants>subcontractors would labor not be Davis Bacon? Training
  addresses the requirement for certification along with DOL published information. Monitoring is addressed in the guide. Recipients must perform own
  applicability analysis then, if necessary, consult with DOE on initial determination.
- Confirm whether a subcontractor with 0 hours worked/no work payroll will be required to report following award date. No. A <u>certified</u> payroll report is not required for a week in which a contractor performs no work.
- Do contractors need to use the Excel spreadsheet to submit their payrolls or can they submit a different payroll form? Use of the LCPTracker provided Excel spreadsheet to submit payroll is only applicable if recipient not using one of the existing systems that are in partnership with LCPtracker. Also, there are other methods to submit payroll, such as manual.
- Do DBA requirements apply to projects where the funding is only used for equipment or supplies? Applicability is fact specific. Please consult with DOE on your applicability analysis
- Does contractors need to submit a statement of no work performed on a davis bacon project for weeks with no work performed? If it is anticipated that a long period of no work will occur, it would be a good practice to attach a note to the last payroll stating there is no work anticipated for a period of weeks.

# **NASEO Questions Cont.**

- Further detail on when Davis Bacon will apply for HOMES/HEAR programs. DOE has determined that DBA doesn't apply to these specific IRA funded projects.
- General overview of tracking & reporting requirements and expectations. This is addressed in the information provided on the BIL DBA website and training.
- How will DBA compliance be reported and how will that compliance be monitored or verified? Covered- this is the core of what LCPtracker is for
- I want to learn about how the LCPtracker works and reporting through the projects. This is addressed in the information provided on the BIL DBA website and training
- I'm interested to learn recommendations for tracking these requirements for the 40101(d) grid resilience grant programs. Covered- Required use of LCPtracker and flow-down
- In stacking IRA Home Energy Rebates (no DB), with Solar For All (yes DB), how would a project manage Davis Bacon overall? Not applicable for this training session. Please contact EPA with inquired for Solar For All.
- It would be helpful to hear an example workflow of how SEOs can expect to work with subrecipients to use the software This is addressed in the information provided on the BIL DBA website and training
- Payroll reporting requirements This is addressed in the information provided on the BIL DBA website and training
- Signing up for LCP tracker and how to walk subrecipients through the registration. This is addressed in the information provided on the BIL DBA website and training
- We have been given conflicting information about how/if these projects will use LCPtracker since they are currently active. Covered- clarify how existing projects may start using LCPtracker going forward, and may also store previous certified payroll as records.

# **NASEO Questions Cont.**

- When Davis Bacon does not apply to specific projects Covered- construction, alteration or repair This is addressed in the information provided on the BIL DBA website, website and also DOL provided information.
- Who all needs and account and do states need multiple accounts for different awards/funding sources? Covered; individual users may be assigned multiple projects
- Who is responsible for reporting on LCPtracker...the Department or the contractor or both? Payrolls are certified by the entity paying the labors, mechanics and/or apprentices.
- Will subrecipients be required to use the LCP tracker and will they have to report on a weekly basis? Covered- Yes to both
- Is it possible for them to prove that they are meeting the requirements regarding wages on a bi-monthly or monthly basis instead of a weekly basis? If
  not, are the sub-recipients being expected to go back and re-negotiate wage contracts (i.e., pre-existing union contracts) to weekly paychecks? In that
  case, can the sub-recipients simply opt out of using the DOE grant funds towards the labor costs, or will they still need to report it? No, this is not a
  viable way forward. DOL does not recognize the segmenting of project funds away from labor to avoid DBA. If DOE money is flowed down to a
  subcontractor to complete the project, it is very unlikely that DBA would be avoided if labor is required for the execution of that work.
- Once the state gets training on the LCP Tracker software, are we then expected to teach the sub-recipients how to use it for their reporting, like a "train the trainer" type situation, or will there be a separate training for the sub-recipients to learn how to use the software? Both are options, but the intent is that subrecipients and quickly start using the system for certified payroll.