

NORTH DAKOTA DEPARTMENT OF TRANSPORTATION

DAVIS-BACON

WAGE AND PAYROLL REQUIREMENTS HANDBOOK

CRD/June 2026

DAVIS-BACON WAGE AND PAYROLL REQUIREMENTS
HANDBOOK
June 2026

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The NDDOT provides this Manual as an informational guide for contractors in complying with Davis-Bacon and Related Acts (DBRA) and other labor laws. This Manual is an interpretation of existing federal laws and regulations. While the NDDOT Civil Rights Division makes every attempt to keep this manual up-to-date and complete, it is ultimately the U.S. Department of Labor (USDOL) who interprets DBRA. If any information in this Manual conflicts with an interpretation by the USDOL, the USDOL interpretation will control and should be followed.

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DAVIS-BACON WAGE AND PAYROLL REQUIREMENTS

The NDDOT, as an administering agency of federal-aid contracts, has responsibility for the enforcement of Davis-Bacon and Related Acts (DBRA) and the Contract Work Hours Service Act (CWHSSA) labor standards provisions included in its contracts. The United States Department of Labor (USDOL) has primary coordination and oversight responsibilities, including the authority to investigate labor standards compliance and to enforce federal laws, rules and regulations.

A . INTRODUCTION

1. Davis Bacon and Related Acts

Davis-Bacon Act: The Davis-Bacon Act (DBA) requires the payment of prevailing wages and fringe benefits, as determined by the U.S. Department of Labor (DOL), to all laborers and mechanics working on the site of federal government construction projects in excess of \$2,000. Construction includes alteration and/or repair, including painting and decorating, of public buildings or public works/roads.

Contract Work Hours and Safety Standards Act: The Contract Work Hours and Safety Standards Act (CWHSSA) requires payment at time and one-half of the basic hourly rate of pay for overtime (OT) hours (over 40 hours in any seven-day workweek) worked on covered project(s). Violations may result in liquidated damage penalties (\$10/day per violation).

Copeland Act: The Copeland (Anti-Kickback) Act makes it a crime for anyone to require any laborer or mechanic employed on a federally funded project to pay back any part of his or her wages. In addition, the Act prohibits any deductions from pay other than those specifically listed as permissible. The Copeland Act also requires that contractors and subcontractors at all tiers submit weekly certified payrolls.

2. Responsibility of Prime Contractor

Prime Contractor is Responsible for Compliance of Subcontractors.

The prime contractor is responsible for the full compliance of all employers (the contractor and all subcontractors, regardless of tier) with the labor standard provisions applicable to the project. Because of the contractual relationship between a prime contractor and the subcontractors, questions concerning compliance by subcontractors must always be directed to the prime contractor.

The prime contractor must include all applicable special provisions and the wage decision in all subcontracts and require its subcontractors to include the special provisions/wage decision in all lower-tier subcontracts.

Burden of Proof

The burden of proof lies with the prime contractor and its subcontractors. The prime contractor and its subcontractors can either:

Pay the appropriate Davis-Bacon wage, including applicable fringe benefits, for all of the hours the truck drivers spend on the site of the work; or
Keep accurate records of the time so spent on the site of the work, and pay the appropriate Davis-Bacon wage, including applicable fringe benefits, for ALL of the time spent on-site that is more than de minimis.

Failure to keep time records

A prime contractor's or subcontractor's failure to keep accurate records may cause the NDDOT to find for the complainant should a wage dispute ensue. Further, if a contractor is investigated by the USDOL, they also may assume that a complaint for Davis-Bacon wages has merit if the contractor has no documentation of the employee's time on the project. The burden of proof is with the employer/contractor and a failure to keep paperwork can make it very difficult to meet this burden.

If the prime contractor or subcontractor did not keep records and NDDOT finds for the complainant, the prime contractor will be held responsible for ensuring restitution is made. The prime contractor may appeal the NDDOT's decision to the USDOL for resolution.

B . SPECIAL PROVISIONS

Davis-Bacon and Related Acts (DBRA) also require that certain labor standards provisions be specified in the contract and that the applicable wage rate decision be included in the contract. All federally funded project contracts and subcontracts should contain the following special provisions:

1.FHWA Form 1273: (Rev. 10/23/2023)

This special provision outlines contractor requirements relating to wages, payrolls, and compliance statements and is available online at:

www.fhwa.dot.gov/programadmin/contracts/1273/1273.pdf

2. Labor Rates from U.S. Department of Labor

The prevailing wage rate decision specifies basic hourly rates and applicable fringe benefit payments for job classifications related to highway construction and is available online at (select a published date from the drop-down box):

www.sam.gov

3. Contract Special Provision Mandatory Use of Automated Certified Payroll (03-07-2024)

This provision requires the use of LCPtracker, a paperless online system for entering and filing certified payrolls. Certified payrolls in paper form will no longer be accepted, and all contractors must file their payroll electronically, for all federal-aid projects bid on or after October 13, 2017. Copy of Provision available at:

<https://www.dot.nd.gov/about-nddot/civil-rights/labor-compliance-program-davis-bacon>

4. Special Provisions Included in All Contracts

Prime contractors are required to include these special provisions in all subcontracts and to require their inclusion in any lower-tier subcontracts. The prime contractor is responsible for compliance by any subcontractor or lower-tier subcontractor. The prime contractor is responsible for setting up subcontractors in LCPtracker, for ensuring that all subcontractors file payroll on the system and for approving and correcting payrolls as required.

5. Projects tied to Federal-Aid Projects

If a non-federally-funded project is tied to a federally funded project, the entire contract is considered federally funded and is subject to DBRA. Therefore, Davis-Bacon wages must be paid and weekly certified payrolls must be generated and submitted for all portions or segments of the contract.

C. SITE OF WORK DEFINITION

1. Definition of Site of Work Generally

The USDOL regulations provide for a three-part definition of site of work. The first part at 29 CFR 5.2(l)(1) provides that “the site of work is the physical place or places where the construction called for in the contract will remain when work on it has been completed, and other adjacent or nearby property used by the contractor or subcontractor in such construction which can reasonably be said to be included in the site.” The second part at 5.2(l)(2) provides that “fabrication plants, mobile factories, batch plants, borrow pits, job headquarters, tool yards, etc.” are part of the site of work provided they meet two tests – a geographical test of being “so located in proximity to the actual construction location that it would be reasonable to include them” and a functional test of being “dedicated exclusively, or nearly so, to performance of the contract or project.” The third part of the test excludes commercial plants and pits established prior to the opening of bids from the definition of site of work. These regulations will be addressed in the following sections in more detail.

2. Not included in the Site of Work

The regulations provide that certain types of locations are not included in the site of work. These include

permanent home offices, branch plant establishments, fabrication plants, tool yards, etc., of a contractor or subcontractor whose location and continuance in operation are determined wholly without regard to a particular federal or federally assisted contract or project. 29 CFR 5.2(l)(3) states that fabrication plants, batch plants, borrow pits, tool yards, job headquarters, etc., “of a commercial supplier or materialman which are established by a supplier of materials for the project before the opening of bids and not on the project site” are not included. Such permanent, previously established facilities are not part of the site of the work, even where the operations for a period of time may be dedicated exclusively, or nearly so, to the performance of the contract.

3. Other Areas Considered Site of Work

The federal regulations at 29 CFR Part 5.2(j)(1)(iv) also define the terms construction, prosecution, completion, or repair to include:

Transportation between the **site of the work** within the meaning of paragraph 5.2(l)(1) of this section and a facility which is dedicated to the construction of the building or work and deemed a part of the **site of the work** within the meaning of paragraph 5.2(l)(2) of this section; and

Transportation of portion(s) of the building or work between a site where a significant portion of such building or work is constructed, which is a part of the **site of the work** within the meaning of paragraph 5.2(l)(1) of this section, and the physical place or places where the building or work will remain.

4. Definition of “Adjacent or Virtually Adjacent”

To be considered site of work, the area must be both 1) dedicated to the job site and 2) adjacent or virtually adjacent to the location where the work is being constructed. The USDOL has declined to define adjacent or virtually adjacent, “leaving this question to be determined on a case-by-case basis, given that the actual distances will vary depending upon the size and nature of the project in question.” Final Rule 29 CFR Part V. While federal regulations do not define adjacent or virtually adjacent, the NDDOT has defined the terms as any tool yard, fabrication plant, job headquarters, material or supply source (e.g., borrow pit, stockpile site, concrete or asphalt batch plant site), etc., whose boundary is located within one-half mile of the closest right of way boundary to the federal-aid highway construction project. The distance is measured as one-half mile from the boundary to the tool yard, fabrication plant, job headquarters, material or supply source (e.g., borrow pit, stockpile site, concrete or asphalt batch plant site), etc., to the closest project boundary, as the crow flies, not to the middle of the project.

5. Material and Supply Sources

Non-Commercial Batch Plants or Pits: If a batch plant or pit (or stockpile site, etc.) has not been open to the public prior to the bid opening, and is not otherwise commercial, it can be site of work only if it is both dedicated to the project and adjacent or virtually adjacent to the project. If either of those requirements is not met, DBRA generally does not apply, except:

Truck drivers employed by prime contractors and subcontractors who haul materials and supplies to and from the **site of the work** of a federal-aid highway construction project and spend more than a de minimis amount of time on the site of the work. (De minimis means only a few minutes at a time to pick up and drop off materials.) The truck drivers would be due Davis-Bacon wages, including applicable fringe benefits, for **all** of the time spent on the **site of the work** that is **more than de minimis.**

Commercial Pits and Plants: DBRA generally **does not apply** if the borrow pit, stockpile site, concrete or asphalt batch plant site, etc., has been **open and making sales to the general public** within the previous **twelve months** of the **day** the project was **let to contract** (not awarded). It does not matter who owns

the borrow pit, stockpile site, concrete or asphalt batch plant site, etc.; who is crushing; or who is producing the product. In other words, facilities such as batch plants and borrow pits are not covered if they are ongoing businesses apart from the federal contract work. Final Rule on 29 CFR Part 5.

Non Commercial Batch Plants/Stockpile Sites/Pits

Fabrication plants, mobile factories, batch plants, borrow pits, job headquarters, tool yards, etc. are part of the *site of work* only where they are 1) dedicated to a federal-aid project and 2) adjacent or virtually adjacent to the project. *Final Rule on 29 CFR Part V.*

The issue of whether a batch plant is dedicated to a federal-aid highway project will be decided on a case-by-case basis. In deciding whether a pit or batch is dedicated, the USDOL will look at whether there is other use of the pit or batch plant, and the volume of such use. To be included in the *site of work*, the batch plant (or stockpile site or pit) must be “dedicated exclusively, or nearly so, to performance of the contract or project.” *Final Rule on 29 CFR Part V.*

The issue of whether a batch plant is adjacent or virtually adjacent depends on its geographical location. The Final Rule on 29 CFR Part V states that “the (USDOL) did not propose to define the terminology *adjacent or virtually adjacent*, leaving this question to be determined on a case-by-case basis.” Historically, the NDDOT has used a standard of ½ mile beyond the project boundaries (as the crow flies) to determine whether a pit or batch plant was “virtually adjacent” for Davis-Bacon purposes. The NDDOT will continue to use a standard of ½ mile in determining whether a batch plant or is “adjacent or virtually adjacent.”

6. State-Optioned Pits

In addition, it does not matter if the borrow pit is a state-optioned pit. If the borrow pit is located more than one-half mile from the closest right of way boundary to the federal-aid highway construction project, DBRA generally does not apply, except as noted in (a) above.

7. Rubble or Hauling Offsite

If rubble or other material is hauled from a federal-aid highway construction project to a location designated in the plans and specifications for the project, DBRA does apply and weekly certified payrolls are required. If no location is designated in the plans and specifications and the truck drivers are hauling the rubble or material from the project to a location determined to not be a site of the work, DBRA generally does not apply and weekly certified payrolls are generally not required by NDDOT.

8. Employees in Production with Supplier

If DBRA does apply to a borrow pit, stockpile site, concrete or asphalt batch plant site, etc., the employees who perform tasks directly related to producing the product are covered, including the truck drivers who haul the materials from the borrow pit, stockpile site, concrete or asphalt batch plant site,

etc., to the federal-aid highway construction project, regardless of on whose weekly certified payroll they appear.

9. Bona Fide Material Suppliers

The following guidance on Bona Fide Material Suppliers is from paragraph 15e16 of the USDOL's Field Operations Handbook (1-03-2017):

The manufacture and delivery to the work site of supply items such as sand, gravel, and ready-mixed concrete, when accomplished by bona fide material suppliers operating facilities serving the public in general, are activities not covered by DBRA. This would be so even though the materials are delivered directly into a contractor's mixing facilities at the work site. Such bona fide material suppliers are not considered contractors under DBRA. Thus, their employees are not subject to DBRA labor standards.

A particular facility set up at or near a construction site for the purpose of fulfilling the material requirements of a contract and thus subject to the DBRA initially, may undergo a change in its character to such an extent that it becomes the operation of a **supplier**. This would be so, for example, if it makes a sufficient quantity of sales from its producing facility to the general public. What constitutes a sufficient quantity of sales to the general public depends on the circumstances in each case, but must be more than mere token sales.

If a material supplier, manufacturer, or carrier undertakes to perform a part of a construction contract as a subcontractor, its laborers and mechanics employed at the **site of the work** would be subject to DBRA in the same manner as those employed by any other contractor or subcontractor.

Employees of a material supplier who are required to perform more than an **incidental** amount of construction work in any workweek at the **site of the work** would be covered by DBRA and due the applicable wage rate for the classification of work performed. This would include **warranty and/or repair work**. For example, if an employee of a supplier of precast concrete items is required to go to the project site to repair and clean such items, and in so doing performs more than an incidental amount of construction activity on the contract, the individual would be subject to DBRA. Similarly, an employee of an equipment rental dealer or tire repair company who performs on-site repair work on leased equipment is subject to DBRA if the employee performs more than an incidental amount of work on the site. For enforcement purposes, if such an employee spends more than 20% of his or her time in a workweek engaged in such activities on the site, he or she is DBRA covered for all time spent on the site during that workweek.

29 CFR Part 5.2(l) specifically excludes from the definition of **site of the work** permanent fabrication plants, batch plants, borrow pits, job headquarters, tool yards, etc., of a commercial supplier or **materialman** that are established by a supplier of materials for the project before opening of bids and near to but not on the actual project site, even where such operations for a period of time may be dedicated exclusively, or nearly so, to the performance of a contract.

A bona fide material supplier must be able to demonstrate that it had been **routinely selling to the general public, and** that the borrow pit, stockpile site, concrete or asphalt batch plant site, etc., was opened for that use, not for the federal-aid highway construction project in question. If a bona fide material supplier has demonstrated that he or she was open and making sales to the general public from

a borrow pit, stockpile site, concrete or asphalt batch plant site, etc., within the previous **twelve months from the day** the federal-aid highway construction project was **let to contract** (not awarded), DBRA does not apply no matter where the borrow pit, stockpile site, concrete or asphalt batch plant site, etc., is located.

Whenever any state, county, or city-funded project is combined with or tied to a federally funded highway construction project as one contract, Davis-Bacon wage rates must be paid and weekly certified payrolls must be generated and submitted for all portions or segments of the contract. Consequently, the principles previously described apply to borrow pits, stockpile sites, concrete or asphalt batch plant sites, etc., used for the contract or project. For example:

DBRA applies to anyone working adjacent to the boundaries of the project site, normally at a borrow pit, stockpile site, concrete or asphalt batch plant site, etc.

If material is hauled from that same borrow pit to any one of the other two portions or segments, which are not **adjacent** to the borrow pit, DBRA still applies because the portions or segments are looked at as a whole.

There are times when, at the end of a federal-aid highway construction project, NDDOT adds another mile or two to the project through the issuance of a change order. If it was previously determined that the boundary to a borrow pit, stockpile site, concrete or asphalt batch plant site, etc., was not adjacent or virtually adjacent (i.e. ½ mile, as the crow flies) to the closest right of way boundary to the project but the added segment brings the boundary to the borrow pit, stockpile site, concrete or asphalt batch plant site, etc., makes it adjacent or virtually adjacent to the project boundary:

Those employees working on the additional segment under the change order would be due Davis-Bacon wages, including applicable fringe benefits, and weekly certified payrolls would be required.

Those employees hauling from and working at the borrow pit, stockpile site, concrete or asphalt batch plant site, etc., under the change order would be due Davis-Bacon wages, including applicable fringe benefits, and weekly certified payrolls would be required by NDDOT only if the borrow pit, stockpile site, concrete or asphalt batch plant site, etc., was not open and making sales to the general public within the previous twelve months of the day the project was let to contract (not awarded).

If the borrow pit, stockpile site, concrete or asphalt batch plant site, etc., was **open and making sales to the general public** within the previous **twelve months** of the **day** the project was let to contract (not awarded), the truck drivers employed by the prime contractor, and/or any subcontractor, who haul the materials to and from the additional segment and spend **more than a de minimis** amount of time on the additional segment would be due Davis-Bacon wages, including applicable fringe benefits, for **ALL** of the time spent on the additional segment that is **more than de minimis**.

If it is unclear whether a borrow pit, stockpile site, concrete or asphalt batch plant site, etc., is considered a site of the work of a federal-aid highway construction project, contact the NDDOT Civil Rights Division.

D. APPLICATION OF DBRA TO TRUCK DRIVERS

Truck drivers employed by construction contractors and subcontractors must be paid at least Davis-

Bacon rates for any time spent on-site which is more than de minimis.

1. Owner Operators of Trucks

The DBRA Field Operations Handbook provides, at Section 15e17, that “(a)s a matter of administrative policy, the provisions of DBRA/CWHSSA are **not applied to bona fide owner-operators of trucks who are independent contractors**. For purposes of these Acts, the certified payrolls including the names of such owner-operators need not show hours worked nor wages paid, but only the notation owner-operator. This position does not pertain to owner-operators of other equipment such as bulldozers, scrapers, backhoes, cranes, drilling rigs, welding machines, and the like. Moreover, employees hired by owner-operators are subject to DBRA in the usual manner.” Owner operators of trucks must be placed on the payroll of the contractor they have an agreement with, with zero hours or rate of pay, and the owner-operator box checked on LCPtracker.

2. Truck Drivers DBRA Coverage

Section 15e22 of the Field Operations Handbook provides for coverage of truck drivers on DBRA projects. The application of Davis-Bacon to truck drivers is based on the definition of “construction, prosecution, completion, or repair” in 29 CFR 5.2(l) (see FOH 15b05). Truck Drivers are covered by DBRA in the following circumstances:

Truck drivers are covered by DBRA in the following circumstances:

Drivers of a prime contractor or subcontractor for time spent working on the site of the work.

Drivers of a prime contractor or subcontractor for time spent loading and/or unloading materials and supplies on the site of the work, if such time is not **de minimis**. See FOH 15e22 (b) (3).

Truck drivers transporting materials or supplies between a facility that is deemed part of the site of the work and the actual construction site.

Truck drivers transporting portion(s) of the building or work between a site established specifically for the performance of the contract or project where a significant portion of such building or work is constructed and to a physical place(s) where the building or work called for in the contract(s) will remain.

Truck drivers are not covered in the following instances:
Material delivery truck drivers while off the “site of the work.”

Drivers of a contractor or subcontractor traveling between a DBRA job and a commercial supply facility while they are off the “site of the work.”

Truck drivers whose time spent on the site of the work is **de minimis**, such as only a few minutes at a time merely to pick up or drop off materials or supplies.

3. Additional Guidance

Based on information contained in USDOL’s Field Operations Handbook - Chapter 15 and through consultation with USDOL’s Headquarters Office in Washington, D.C., and USDOL’s Regional Office in Dallas, Texas, the NDDOT hereby provides the following additional guidance and clarification:
With some exceptions, Davis-Bacon coverage includes all work, including trucking activities and operations, which take place within the confines of the federal-aid highway construction project as described in the bidding documents and subsequent contract. Davis-Bacon coverage also includes all such work performed at locations determined to be a site of the work of the federal-aid highway construction project.

Both of these locations are hereinafter referred to as the site of the work. Truck drivers must be paid for time onsite that exceeds de minimis.

4. De minimis Definition

The USDOL defines de minimis time onsite for truck drivers employed by prime contractors and subcontractors as only a few minutes at a time merely to pick up or drop off materials, supplies, tools, etc. The USDOL offers the following additional guidance:

USDOL does not preclude coverage for time spent on the *site of the work* **no matter how brief**. However, as a practical matter, since generally the great bulk of the time spent by material truck drivers is off-site and beyond the scope of DBRA coverage while the time spent on-site is relatively brief, USDOL chooses to use a **rule of reason** and will **not apply DBRA with respect to the amount of time spent on-site, unless it is more than de minimis**.

In making a determination whether a driver has more than a de minimis time onsite, and where that driver is moving “on and off” the site of work over the course of workday(s), the contractor should look at the percentage of time the driver spends onsite (vs. offsite) over the entire workweek.

5. Rule of Reason

The NDDOT (following language and policy from the USDOL) has consistently held the position that the Midway decision, and the subsequent Final Rule in 2000, does not preclude coverage for time spent on the site of the work no matter how brief. However, as a practical matter, since generally the great bulk of time spent by material truck drivers is off-site and beyond the scope of Davis-Bacon coverage, while the time spent on-site is relatively brief, the Department chooses to use a rule of reason and will not apply

the Act's prevailing wage requirements with respect to the amount of time spent on-site, unless it is more than "de minimis." Pursuant to this policy, the Department does not assert coverage for material delivery truck drivers who come onto the site of the work for only a few minutes at a time merely to drop off construction materials.

6. Situations where Driver's Time Likely to Exceed De minimis

A borrow pit, stockpile site, concrete or asphalt batch plant site, etc., is located **beyond a half-mile from the project site boundaries** but still close enough to cause the truck drivers less time in travel and more time on the **site of the work** waiting to be loaded and/or unloaded.

A borrow pit, stockpile site, concrete or asphalt batch plant site, etc., is located **within a half-mile of project boundaries** and was open and making sales to the general public within the previous **twelve months** of the **day** the project was **let to contract** (not awarded), thus making it a commercial borrow pit, stockpile site, concrete or asphalt batch plant site, etc., and thus causing the truck drivers less time in travel and more time on the **site of the work** waiting to be loaded and/or unloaded.

7. No Set Percentage of Time

There is **NO** set percentage of time used to determine **de minimis**. USDOL will consider 5-10 percent to be **de minimis** but may not consider 18 percent or more to be **de minimis**. Decisions on anything close to 20 percent are made on a case-by-case basis.

In determining whether a truck driver's time spent on the **site of the work** is **more than de minimis**, the NDDOT has historically recognized basing the percent of time spent on the *site of the work* on all of the hours the truck driver works in any given workweek.

8. Time Issues for Truckers

For Davis-Bacon purposes, an employee's time starts the moment the employee reaches the site of the work. This includes but is not limited to:

Checking in to get instructions for the day.

Attending weekly EEO and safety toolbox meetings.

Fueling and other maintenance, mechanical repair, or service work performed on equipment or trucks (whether it be by the operator, who must be paid the appropriate equipment operator rate and fringe benefits; the driver, who must be paid the appropriate truck driver rate and fringe benefits; or a mechanic, who must be paid the appropriate mechanic, greaser, or oiler rate and fringe benefits).

Cleaning any part of the equipment or trucks.

ALL time spent waiting:

For a flagger or pilot car driver to allow access onto the **site of the work** or to a specific area on the **site of the work**.

To be weighed at a scale and to be otherwise processed in and out (e.g., turning in haul sheets, timecards, or other records).

To load and unload trucks.

For Davis-Bacon purposes, an employee's time ends the moment the employee leaves the site of the work. This includes all times during the workday where a truck driver leaves the site of the work and travels to and from a site that has been determined to not be a site of the work.

If an employee performs work in more than one job classification during a single payroll period and the classifications require different wage rates, the employee must be paid the highest rate for all hours worked unless the contractor's payroll records, or other affirmative proof, indicate which of the hours were included in the periods spent in each classification of work. The contractor may then pay not less than the rate specified in the Davis-Bacon wage rate decision incorporated into the contract for the job classification that describes each type of work performed.

9. Field Operations Handbook on Trucking

The following is taken verbatim from USDOL's Field Operations Handbook – **Chapter 15 (Revised 10-25-10)**:

15e16 Material Suppliers

The manufacture and delivery to the work site of supply items such as sand, gravel, and ready-mixed concrete, when accomplished by bona fide material suppliers operating facilities serving the public in general, are activities not covered by DBRA. This would be so even though the materials are delivered directly into a contractor's mixing facilities at the work site. Such bona fide material suppliers are not considered contractors under DBRA. Thus, their employees are not subject to DBRA labor standards. (See also FOH 15b04 and 15e22.)

A particular facility set up at or near a construction site for the purpose of fulfilling the material requirements of a contract and thus subject to the DBRA initially, may undergo a change in its character to such an extent that it becomes the operation of a "supplier." This would be so, for example, if it makes a sufficient quantity of sales from its producing facility to the general public. What constitutes a "sufficient quantity" of sales to the general public depends on the circumstances in each case, but must be more than mere token sales.

If a material supplier, manufacturer, or carrier undertakes to perform a part of a construction contract as a subcontractor, its laborers and mechanics employed at the **site of the work** would be subject to DBRA in the same manner as those employed by any other contractor or subcontractor. **Employees of a material supplier who are required to perform more than an incidental amount of construction work in any workweek at the site of the work would be covered by DBRA and due the applicable wage rate for the classification of work performed.** This would include warranty and/or repair work. Unlike "de minimis," which is not defined strictly, "incidental" is defined as 20% of an employee's workweek or less, engaged in such DBRA activities on the site, 29 CFR Part 5.2(l) specifically excludes from the definition of "site of the work" permanent fabrication plants, batch plants, borrow pits, job headquarters, tool yards, etc., of a commercial supplier or "materialman" that are established by a supplier of materials for the

project before opening of bids and near to but not on the actual project site, even where such operations for a period of time may be dedicated exclusively, or nearly so, to the performance of a contract. (See FOH 15b04(b) and 29 CFR 5.2(l).)

E. TRUCKING EXEMPTIONS FROM DAVIS-BACON COVERAGE INCLUDE

1. Truck Drivers Onsite De minimis Amount of Time

Truck drivers employed by prime contractors and subcontractors who spend a de minimis amount of time onsite are typical exempt from DBRA. For definitions of onsite and other information on truck drivers, see Sections C and D.

2. Truck Drivers employed by Material Suppliers

For more information, see Sections C and D for further information on material supplies and trucking.

3. Bona Fide Owner-Operators of Trucks

Bona fide owner-operators of trucks (i.e. the driver of a truck owns the truck and drives the truck) are not covered by DBRA minimum wage rates, but they should appear on the payroll of the prime or subcontractor they are contracted to, with only basic information. In LCPtracker, the contractor should check the “owner operator” button in the employee record area of each owner operator contracted to them. This will permit the contractor to file a payroll without hours, wages or other payroll information. When on the site of the work of a federal-aid highway construction project, the actual owner-operator MUST drive the truck at all times. If, for any reason, he or she does not drive the truck, even for a short period of time, the replacement driver must be paid the appropriate Davis-Bacon wage, including applicable fringe

benefits, and must appear on weekly certified payrolls showing the hours worked and the wages paid. The prime contractor is responsible for ensuring compliance with the labor standards provisions of the contract. This includes monitoring and verifying the status of all truck owner-operators working on a federal-aid highway construction project, or the site of the work, either directly for the prime contractor or for its subcontractors. To determine bona fide owner-operator status, the prime contractor must request, verify, and provide the following information to the project manager-engineer (NDDOT, city, county, or consultant) **BEFORE** the truck owner-operator begins work:

Owner-operator’s name;

Valid commercial driver’s license;

Vehicle registration in the owner-operator’s name;

Current vehicle license number;

Truck number that will or is being used on scale tickets and haul sheets; and

Copies of any signed lease or rental agreements for owner-operator trucks. **The lease or rental agreement must be between the driver and a reputable dealership** (e.g., Nelson Leasing, Inc., Allstate Peterbilt of Fargo, Inc., W.W. Wallwork, Inc., etc.); **NOT** the driver and the prime contractor or the driver and a subcontractor on the project.

According to USDOL, a lease or rental agreement does not constitute ownership. However, NDDOT

chooses to recognize lease or rental agreements with reputable dealerships ONLY. Those dealerships have no vested interest in when, where, for whom, or if the truck driver works. Determinations made by the North Dakota Department of Labor (DOL), or any other state agency, concerning independent contractor status for wage and hour, tax, worker's compensation, etc., purposes do not apply to DBRA covered contracts. The North Dakota DOL's determinations concerning independent contractor status are for state wage and hour purposes and are based on state law only. DBRA and USDOL rules and regulations are controlling in wage and hour matters concerning federal-aid highway construction projects.

F. PAYMENT OF PREDETERMINED MINIMUM WAGE

All covered employees working on the site of the work of a federally funded highway construction contract must be paid unconditionally and **not less often than once a week**.

The contractor must establish a fixed workweek (Sunday through Saturday for example) and a weekly payday (such as Friday, or the preceding day should such payday fall on a holiday). In LCPtracker, the workweek is automatically set up after choosing an end date for the week.

Employees must be paid the full amount of wages and bona fide fringe benefits (or cash equivalents thereof) due at the time of payment. [See **Section G** for information concerning fringe benefit payments.] In LCPtracker, these benefit payments are reporting each week, in total amounts.

Only payroll deductions authorized by law, or permitted under the regulations issued by the Secretary, USDOL, may be made from an employee's weekly paycheck. [See **Section H** for information concerning payroll deductions.] In LCPtracker, all deductions are reported under general categories, together with an "Other" deductions sections. All "Other" deductions must be explained in notes section.

The payment must be computed at wage rates not less than those contained in the Davis-Bacon wage rate decision incorporated into the contract, regardless of any contractual relationship that may be alleged to exist between the contractor, its subcontractors, and their employees.

Employees must be paid the appropriate Davis-Bacon wage and fringe benefits for the classification of work actually performed, without regard to skill, except those employees enrolled in approved apprenticeship and on-the-job training programs.

Apprentices and trainees must be paid at not less than the rate specified in the registered or approved program for the apprentice's or trainee's level of progress, expressed as a percentage of the journeyman level hourly rate specified in the applicable Davis-Bacon wage rate decision or may be paid as an Equipment Operator Group 6 Apprentice Operator, if allowed under the apprenticeship program. Apprentices and trainees must also be paid fringe benefits in accordance with the provisions of the apprenticeship or training program. **If a program is silent as to the fringe rate for an apprentice, the apprentice must be paid the journeyman's fringe rate.**

If an employee performs work in more than one job classification during a single payroll period and the classifications require different wage rates, the employee must be paid the highest rate for all hours worked unless the contractor's payroll records, or other affirmative proof, indicate which of the hours were included in the periods spent in each classification of work. The contractor may then pay not less than the rate specified in the Davis-Bacon wage rate decision incorporated into the contract for the job classification that describes each type of work performed. Contractors must keep accurate records of such periods of work and ensure the employee is paid at the correct rate for periods of work performed in each job classification.

If an employee's job classification is doubtful, contact the NDDOT Civil Rights Division for a ruling. See **Section U** for addresses and phone numbers.

If the job classification is known but is not included in the Davis-Bacon wage rate decision incorporated into the contract, the job classification and wage rate, including any fringe benefit amounts, must be conformed **after the contract has been awarded**. See **Section N** for information concerning the conformance process.

G. COUNTING AND REPORTING TIME

1. Start time and end time for DBRA hours

An employee's time starts for the day whenever he or she does any of the following in any sequence:

Checks in to get instructions for the day;

Loads, services, or does preventive maintenance on equipment;

Cleans any part of the equipment; and

Drives or rides in a company vehicle or drives a piece of equipment to the project site. This includes truck drivers who transport equipment, tools, materials, or supplies to and from the project site or the **site of the work** and to and from the home office site.

An employee's time ends for the day after any of these same duties are performed at the end of the day.

For the time spent performing tasks not covered by DBA, employees must be paid at least the federal minimum wage. Davis-Bacon wages are due when the employee reaches a federal-aid highway construction project, or the **site of the work**. For example:

An employee spends 1 hour each morning getting ready to go to and/or driving **to the site of the work** and 1 hour each day returning **from the site of the work**. While **at the site of the work**, he or she works 8 hours each day, Monday through Friday (10 hours each day for a total of 50 hours). The salary paid while **off the site of the work** is \$10.00 per hour while the salary paid **at the site of the work** is \$20 per hour. Overtime is paid at a rate of one and one-half times the applicable rate for all hours worked in excess of forty (40) hours per week.

The above employee would have worked 40 hours at the applicable regular rate of pay from Monday through Thursday. The employee is entitled to 8 hours at \$10.00 per hour (2 hours each day times 4 days) and 32 hours at \$20.00 per hour (8 hours each day times 4 days). For Friday, the employee would be entitled to 2 hours at \$15.00 per hour (\$10.00 x 1.5) and 8 hours at \$30.00 per hour (\$20.00 x 1.5).

Truck drivers who have reached a federal-aid highway construction project or the **site of the work** of a federal-aid highway construction project and are waiting to be loaded and/or unloaded must also be paid Davis-Bacon wages, including applicable fringe benefits, for their waiting time. See **Section D** for information concerning the application of DBRA to truck drivers.

Except as noted in **Section D**, truck drivers are generally not due Davis-Bacon wages when transporting equipment, tools, materials, or supplies to and from the home office site, or a project site not covered under DBRA, to and from a project site that is covered under DBRA. Truck drivers are generally due Davis-Bacon wages only when transporting equipment, tools, materials, or supplies from one project to another **when both projects are covered under DBRA.**

2. Rounding Time

Rounding time is permitted under DBRA. For example:

Seven minutes or less is dropped; 8 minutes through 22 minutes is 15 minutes; 23 minutes through 37 minutes is half an hour; etc. To be allowed, **rounding must be fair for both the employer and the employee.**

Under the system outlined above, an employee may gain a few minutes one day and lose a few minutes another day.

Rounding is allowed but is not required. Actual minutes may be used rather than rounding.

Rounding to a number greater than the nearest 15 minutes is not allowed. **In other words, rounding to the nearest half hour is not permitted.**

Contractors should keep in mind that rounding to the nearest 15 minutes causes the break between 7 and 8 minutes. Under this concept, some contractors do not allow employees to record the 15 minutes until the full 15 minutes have been worked. This is a **VIOLATION**.

3. Breaks

There is no federal law covering breaks.

North Dakota state law provides, "On shifts exceeding five (5) hours and which consist of two (2) or more employees, there shall be a thirty (30) minute, uninterrupted **break made available to employees who desire such a break.**" Collective bargained provisions will prevail over provisions of the Wage Order.

If employees want a break, state law says they must be given one. Also, employees must generally be paid for meal periods unless the following conditions exist:

The period is at least 30 minutes long;

The employee is completely relieved of duties; and

The employee can leave his or her work post, although he or she can be required to remain on the company premises.

Rest periods and coffee breaks of 20 minutes or less are generally required to be counted as hours worked. Payment for break periods over 20 minutes depends on whether or not the employee is free to pursue his or her own activities.

NDDOT does not enforce the state law on breaks. Any problems or questions should be addressed to the North Dakota Department of Labor (NDDOL).

Whereas breaks are not required, employees must be allowed to use the restroom in a reasonable fashion under OSHA (Occupational Safety and Health Administration) regulations. If an employer puts any restrictions on employee access to toilet facilities, the restriction must be reasonable, and may not cause extended delays. *OSHA Standard Interpretation, 1910.141*. In the case of a flagger, for example, if it is necessary for another employee to take over duties or to drive the flagger to a restroom, the flagger must be provided a relief worker and must be able to use the restroom without extended delays.

4. Timecards

It is the employer's responsibility to provide a daily or weekly timecard to each employee and the employee's responsibility to complete the daily or weekly timecard and to submit it to their project supervisor on a timely basis. There is no mandatory timecard form.

Federal regulations only require that contractors keep accurate records of periods of work and ensure that employees are paid at the correct wage rate for the periods of work performed in each job classification.

When an employee's timecard contains an error, NDDOT strongly recommends any changes made to the timecard be initialed and dated by both the supervisor, or other company official, and the employee. Failure to do so may cause NDDOT to side with the employee should a wage dispute ensue.

H. OVERTIME HOURS

No overtime compensation requirements are included under DBRA. Overtime provisions for employees subject to DBRA depend on coverage under the Contract Work Hours and Safety Standards Act (CWHSSA) and/or the Fair Labor Standards Act (FLSA). Both CWHSSA and FLSA require prime contractors and subcontractors with DBRA covered contracts to pay laborers and mechanics (those who perform manual labor) employed in the performance of the contracts one and one-half times their basic rate of pay for all hours worked over forty (40) in a workweek.

The **basic rate of pay** under CWHSSA is the straight time hourly rate and cannot be less than the basic hourly rate required in the Davis-Bacon wage rate decision incorporated into the contract. This means the wage rate actually paid an employee for non-overtime work, when it exceeds the applicable Davis-Bacon rate, is the **basic rate of pay** on which not less than time and one-half for overtime must be computed.

Under DBRA, amounts paid as fringe benefits, both contributions made to bona fide fringe benefit plans

and cash payments made to employees, are excluded in computing overtime obligations under CWHSSA. See **Section I** for information concerning fringe benefit payments.

CWHSSA applies to laborers and mechanics (those who perform manual labor) for the time spent on DBRA covered contract work **ONLY** (i.e., total up all time each employee spent working on DBRA covered contracts and exclude all commercial, non-government work).

NOTE: Commercial, non-government work is subject to the Fair Labor Standards Act (FLSA). FLSA establishes the federal minimum wage of \$7.25 per hour and requires overtime of not less than time and one-half the **basic rate of pay** for all hours worked in excess of forty (40) in a workweek. NDDOT does not enforce FLSA. Any problems or questions should be addressed to either NDDOL or USDOL. See **Section U** for addresses and phone numbers.

In the case of an employee working for two or more employers, all hours worked under the same contract are to be counted for purposes of CWHSSA overtime even though the employers are disassociated or otherwise separate, such as a prime contractor and a subcontractor. This also applies to employees of a temporary employment agency. See **Section Q** for additional information concerning employees hired through temporary employment agencies.

An employee working for the same contractor on two or more separately awarded contracts subject to DBRA and CWHSSA is entitled to have the hours worked on all such covered contracts combined and to receive overtime for all such hours worked in the workweek in excess of forty (40) as described in paragraph 8 of this section. This also applies to employees of a temporary employment agency. [See Section Q for additional information concerning employees hired through temporary employment agencies.]

When an employee performs two or more types of work for which different hourly rates are applicable (i.e., different job classifications, DBRA work which is all covered by CWHSSA, or non-DBRA work which is covered by FLSA, etc.), the CWHSSA overtime premium is computed under FLSA principles. This means:

The contractor can compute the overtime premium based on the **basic rate of pay** in effect when the overtime hours were worked; or the contractor can use the weighted average method to determine the overtime premium pay required under CWHSSA and/or FLSA. For example:

Assume an employee is hired to perform work on a DBRA covered contract in two job classifications: Painter and Electrician. The basic hourly rate for a Painter is \$10.00 plus \$3.00 in fringe benefits; and the basic hourly rate for an Electrician is \$12.00 plus \$2.50 in fringe benefits. The weekly certified payroll shows the employee performed painting and electrical duties as follows:

	S	M	T	W	T	F	S
Painter		8	8	8			
Electrician				8	8	4	

Step 1: Determine the straight time wages due, excluding fringe benefits $24 \times \$10 = \240 (as Painter)
 $20 \times \$12 = \240 (as Electrician)
44 \$480 (total straight time wages)

Step 2: Calculate the regular rate

$$\$480 \div 44 = \$10.91$$

Step 3: Compute the overtime premium due

$$\$10.91 \times .50 = \$5.455 \times 4 = \$21.82$$

In the example above, the employee is working on one federal-aid highway construction project. As stated in **paragraph 5** of this section, if an employee is working for the same contractor on two or more separately awarded contracts subject to DBRA and CWHSSA, the employee is entitled to have the hours worked on all such covered contracts combined and to receive overtime for all such hours worked in the workweek in excess of forty (40). If the employee is also performing two or more types of work for which different hourly rates are applicable, the contractor can again compute the overtime premium based on the basic rate of pay in effect when the overtime hours were worked or use the weighted average method to determine the overtime premium.

NOTE: Use of the weighted average method does not preclude contractors from having to keep accurate records of the actual hours worked in each job classification in order to pay not less than the basic hourly rate specified in the Davis-Bacon wage rate decision for the job classification that describes each type of work performed. If a contractor fails to do so, the employee **MUST** be paid the highest rate for all hours worked.

Additionally, CWHSSA has no **site of the work** limitations, as does DBRA. For example, if an employee performs part of the contract work under a construction contract at the job site and then continues contract work at a shop or other facility located at a remote distance, all the hours at both locations, including travel time between them, would be considered subject to CWHSSA. Different wage rates, however, might be paid since the Davis-Bacon prevailing wage requirements would apply only to activities performed on the **site of the work**.

Contractors should also keep in mind that NDDOT, city, county, and consultant staff check all weekly certified payrolls for completeness and accuracy. If an employee is working on two or more separately awarded contracts and the contracts fall under the jurisdiction of different NDDOT districts, cities, counties, or consultants, NDDOT **STRONGLY RECOMMENDS** contractors compute the overtime premium based on the **basic rate of pay** in effect when the overtime hours were worked. If the weighted average method is used, contractors should provide a clear explanation (including all calculations made) in an attachment to each separate payroll. In LCPtracker, this explanation should be placed in "comments" section on certification page.

When an employee performs two or more types of work for which different hourly rates are applicable and the employee works on DBRA covered contracts and commercial, non-government work in a single

workweek, USDOL requires that the hours be segregated. This means they must be broken down as to the actual hours worked on the DBRA covered contracts and the actual hours worked on the commercial, non-government work using two separate weekly payrolls. The contractor cannot combine the DBRA hours and the non-DBRA hours and use the weighted average method to determine the overtime premium.

See Section E for information concerning the counting and reporting of time. See also paragraphs 15g00 through 15k11 of the USDOL Field Operations Handbook - Chapter 15 for additional information regarding overtime requirements. See Section T for information on how to access Chapter 15.

I. FRINGE BENEFIT PAYMENT

When hourly fringe benefits are listed on the Davis-Bacon wage rate decision, they may be paid in the following manner:

Making payments in the amount of the required fringe benefits to an established program, funded or unfunded. Funded programs are those programs in which the payments are irrevocably made to a trustee or a third person, i.e., the program is established separately from the contractor's own organization, such as Blue Cross/Blue Shield. Unfunded programs are those in which the fringe benefit payments are made directly to a program provided from the general assets of the contractor's organization, such as vacation programs.

Making payments to the employee in the amount of the required fringe benefits.

A combination of the above methods.

For example, assume the Davis-Bacon wage rate decision provides that an employee is entitled to a basic hourly wage of \$15.00 per hour plus \$2.50 per hour for health and welfare and \$2.50 per hour for a pension or retirement program. The employer may do any one of the following:

Pay not less than \$15.00 per hour to the employee, plus make payments to established health and welfare and pension programs in amounts which total not less than \$5.00 per hour for either health/welfare, or for pension, or for both.

Pay not less than \$15.00 per hour to the employee, plus pay an additional \$5.00 per hour to the employee for fringe benefits (the employee would receive a straight-time rate of \$20.00 per hour).

Pay not less than \$15.00 per hour to the employee, plus an additional payment of \$2.50 per hour to the employee, plus a contribution of \$2.50 per hour to either health/welfare or pension programs. In this example, the employer is combining the methods discussed above. This method could be used in those cases where an employer provides some but not all of the fringe benefits set forth in the Davis-Bacon wage rate decision.

If the payments made by the employer to health and welfare, or pension programs, or to both programs, is greater than the combined total of \$5.00 per hour, the excess may be applied toward the \$15.00 basic hourly wage rate, i.e., the employer could satisfy the obligations by paying an hourly wage rate of \$14.00, plus \$6.00 per hour in fringe benefits. However, overtime compensation must be computed on the \$15.00 basic hourly wage rate contained in the Davis-Bacon wage rate decision regardless of any collective bargaining agreement (see 29 CFR Part 5.32*). For example:

Hours 1-40 (at published rates)
 $\$15.00 + \$5.00 = \$20.00 \times \text{hours}$

Hours over 40 (at published rates)
 $\$15.00 + \$7.50 (\$15.00 \div 2) + \$5.00 = \$27.50 \times \text{hours}$

Hours 1-40 (excess fringes applied to basic hourly rate)
 $\$14.00 + \$6.00 = \$20.00 \times \text{hours}$

Hours over 40 (excess fringes applied to basic hourly rate)
 $\$14.00 + \$7.50 (\$15.00 \div 2) + \$6.00 = \$27.50 \times \text{hours}$

29 CFR Part 5.32 states:

“(a) The Act excludes amounts paid by a contractor for fringe benefits in the computation of overtime under the Fair Labor Standards Act, the Contract Work Hours and Safety Standards Act, and the Walsh-Healey Public Contracts Act **whenever the overtime provisions of any of these statutes apply concurrently with the Davis-Bacon Act** or its related prevailing wage statutes. It is clear from the legislative history that **in no event can the regular or basic rate upon which premium pay for overtime is calculated** under the aforementioned federal statutes **be less than the amount determined by the Secretary of Labor as the basic hourly rate** (i.e., cash rate) under Section 1(b)(1) of the Davis-Bacon Act. **Contributions by employees are not excluded from the regular or basic rate upon which overtime is computed** under these statutes; that is, **an employee’s regular or basic straight-time rate is computed on his earnings before any deductions are made for the employee’s contributions to fringe benefits**. The **contractor’s contributions** or cost for fringe benefits **may be excluded** in computing such rate **so long as the exclusions do not reduce the regular or basic rate below the basic hourly rate contained in the wage determination**.

(b) The legislative report notes that the phrase contributions irrevocably made by a contractor to a trustee or to a third person pursuant to a fund, plan, or program was added to the bill in Committee. This language in essence conforms to the overtime provisions of Section 7(d) (4) of the Fair Labor Standards Act, as amended. The intent of the Committee was to prevent any avoidance of overtime requirements under existing law.

(c)(1) The Act permits a contractor to pay a cash equivalent of any fringe benefits found prevailing by the Secretary of Labor. Such a cash equivalent would also be excludable in computing the regular or basic rate under the federal overtime laws mentioned in paragraph (a). For example, W Construction pays their laborers or mechanics \$3.50 in cash under a wage determination of the Secretary of Labor which requires a basic hourly rate of \$3.00 and a fringe benefit contribution of 50 cents. The contractor pays the 50 cents in cash because the contractor has made no payments and incurred no costs for fringe benefits. Overtime compensation in this case would be computed on a regular or basic rate of \$3.00 an hour. However, in some cases, a question of fact may be presented in ascertaining whether or not a cash

payment made to laborers or mechanics is actually in lieu of a fringe benefit or is simply part of their straight time cash wage. In the latter situation, the cash payment is not excludable in computing overtime compensation. Consider the examples set forth in paragraphs (c) (2) and (c) (3) of this section.

(c)(2) X Construction has for some time been paying \$3.25 an hour to a mechanic as his basic cash wage plus 50 cents an hour as a contribution to a welfare and pension plan. The Secretary of Labor determines that a basic hourly rate of \$3.00 an hour and a fringe benefit contribution of 50 cents are prevailing. The basic hourly rate or regular rate for overtime purposes would be \$3.25, the rate actually paid as a basic cash wage for the employee of X Construction rather than the \$3.00 rate determined as prevailing by the Secretary of Labor.

(c)(3) Under the same prevailing wage determination discussed in paragraph (c)(2) of this section, Y Construction who has been paying \$3.00 an hour as his basic cash wage on which he has been computing overtime compensation reduces the cash wage to \$2.75 an hour but computes his costs of benefits under Section 1(b)(2)(B) as \$1.00 an hour. In this example, the regular or basic hour rate would continue to be \$3.00 an hour.”

Contributions to fringe benefit plans, funds, or programs made by a prime contractor or subcontractor must be made on a regular basis (not less often than quarterly).

A contractor may take credit for contributions for any bona fide fringe benefits regardless of whether the particular benefit is listed in the Davis-Bacon wage rate decision.

The cost of transportation and board and lodging is considered as payment of travel expenses **properly reimbursable by the employer and incurred for its benefit**. Such payments **are not considered bona fide fringe benefits** within the meaning of DBRA, are not **part of the employee's wages**, and **do not constitute board, lodging, or other facilities customarily furnished, which are deductible from the predetermined wage pursuant to Reg 3.5(j)**.

NOTE: 3.5(j) is in reference to Section 3(m) of the Fair Labor Standards Act. According to USDOL, **board, lodging, or other facilities customarily furnished, which are deductible from the predetermined wage** are rare and do not apply to the highway construction industry.

It is the **contractor's choice** whether the fringe benefits are paid into an approved plan, fund, or program; directly to the employee; or a combination of partial payment directly to the employee and partial payment to a plan, fund, or program.

NOTE: According to USDOL, the contractor is under no obligation to obtain the employee's concurrence before contributing to the fringe benefit plan, fund, or program on his or her behalf. However, the plan must be communicated, in writing, to the employee (i.e., the employee must be provided information on how to participate in or receive benefits from the plan, fund, or program).

Eligibility Standards for Participation in Fringe Benefit Plans, Funds, or Programs

Eligibility standards are permissible in an otherwise bona fide fringe benefit plan, fund, or program under DBRA. However, an employer **must** make payments or incur costs in the applicable specified amounts with respect to each individual employee performing DBRA covered contract work. Employees who are

excluded from a plan, fund, or program for whatever reason and for whom the employer makes no contribution **must be paid in cash**. For example, many hospitalization plans require a waiting period of 30 days before an employee can participate in the plan. Since the employer normally makes no contribution for the employee during the waiting period, the employee must be paid the fringe benefit in cash or furnished other bona fide fringe benefit equal in monetary value. If the plan requires contributions to be made during the eligibility waiting period, credit may be taken for such contributions.

Since it is not required that all employees participating in a bona fide fringe benefit plan, fund, or program be entitled to receive benefits from that plan, fund, or program at all times; however, credit may not be taken for contributions for employees who by definition are not eligible to participate, such as employees who are excluded because of age or part-time employment.

Similarly, employers frequently make contributions to union fringe benefit funds for employees who are not members of the union. If the employee cannot participate in or receive benefits from the union fund, **the employee must be paid the fringe benefits in cash**, even though the employer, by the terms of his or her union contract, may be required to contribute to the union fringe benefit fund on behalf of such employees.

To convert the annual cost of a particular fringe benefit to an hourly cash equivalent, the following formula may be used:

Divide the annual cost of the fringe benefit by the total number of working hours to which the cost is attributable (52 weeks per year times 40 hours per week equals 2,080 hours). For example, if the annual cost to the employer for a pension program is \$5,000 per employee, divide 5,000 by 2,080. This equals a cash equivalent of \$2.40 per hour.

See paragraphs 15f11 through 15f19 of the USDOL Field Operations Handbook - Chapter 15 for additional information regarding fringe benefit requirements. See **Section V** for information on how to access Chapter 15.

Fringe benefits are required to be paid on all regular and overtime hours worked. However, the required fringe benefit amount, as listed in the Davis-Bacon wage rate decision, is not calculated at time and one-half when figuring the overtime rate. For example, if an employee's basic hourly rate is \$15.00 per hour plus \$5.00 per hour in fringe benefits, and the employee works 50 hours in one week, the employee would be entitled to 50 hours at \$20.00 per hour (basic hourly rate plus fringe benefit amount) and 10 hours at \$7.50 per hour (one-half of the basic hourly rate of \$15.00).

Fringe benefits for electricians and line construction workers are different from power equipment operators and truck drivers. For example, as of January 10, 2014, the prevailing rate for a lineman is **\$34.15 plus \$5.00 and 29.5% or \$45.10 per hour** ($\$34.15 \times .295 = \$10.07 + \$34.15 + \$5.00 = \49.22 **NOTE:** According to USDOL, where a fringe benefit includes a percentage, compliance will be achieved by computation of the percentage stated times the basic wage rate.

Apprentices and trainees must be paid fringe benefits in accordance with the provisions of the apprenticeship or training program. If the apprenticeship or training program does not specify or mention

fringe benefits, apprentices and trainees must be paid the full amount of fringe benefits listed in the Davis-Bacon wage rate decision for the applicable classification. If the Administrator for the Wage and Hour Division determines that a different practice prevails for the applicable apprenticeship classification, fringe benefits must be paid in accordance with that determination. If that is the case, trainees must receive the same fringe benefits as apprentices.

NDDOT's on-the-job training program specifies that on-the-job trainees be paid full fringe benefits where applicable.

J. PAYROLL DEDUCTIONS

1. Allowed Deductions

ONLY deductions authorized by law may be made from an employee's weekly paycheck. Authorized payroll deductions include:

Federal and state withholding income taxes and federal social security taxes.

Sums previously paid to the employee as a bona fide prepayment of wages when such prepayment is made without discount or interest and in such a manner as to give the employee complete freedom of disposition of the advanced funds. NDDOT **STRONGLY RECOMMENDS** that any advanced payment of wages be documented, signed, and dated by the employer and the employee. Failure to do so may cause NDDOT to side with the employee should a wage dispute ensue.

Amounts required by court process to be paid to another, unless the deduction is in favor of the employer, or any affiliated person, or when collusion or collaboration exists.

Contributions made on behalf of the employee to funds established by the employer, or representatives of its employees, or both, for the purpose of providing, either from principal or income, or both, medical or hospital care; pensions or annuities on retirement; death benefits; compensation for injuries, illnesses, accidents, sickness, or disability, or for insurance to provide any of the foregoing; or unemployment benefits, vacation pay, savings accounts, or similar payments for the benefit of the employees, their families, and dependents providing, however, that the following standards are met:

The deduction is not otherwise prohibited by law.

The deduction is either voluntarily consented to by the employee, in writing, and in advance of the period in which the work is to be done and such consent is **not**:

A condition either for the obtaining of or for the continuation of employment;

Provided for in a bona fide collective bargaining agreement between the employer and representatives of its employees;

NO profit or other benefit is otherwise obtained, directly or indirectly, by the employer, or any affiliated person, in the form of commission, dividend, or otherwise; or
The deduction shall serve the convenience and interest of the employee.

Contributions made on behalf of the employee toward the purchase of United States Defense Stamps and Bonds when voluntarily authorized by the employee.

Deductions requested by the employee to enable him or her to repay loans to, or to purchase shares in, credit unions organized and operated in accordance with federal and state credit union statutes.

Deductions voluntarily authorized by the employee for the making of contributions to governmental or quasi-governmental agencies, such as the American Red Cross.

Deductions voluntarily authorized by the employee for the making of contributions to Community Chests, United Givers Funds, and similar charitable organizations.

Deductions to pay regular union initiation fees and membership dues, not including fines or special assessments; provided, however, a collective bargaining agreement between the employer and representatives of its employees provides for such deductions and the deductions are not otherwise prohibited by law.

Deductions for not more than the **reasonable cost** of board, lodging, or other facilities meeting the requirements of Section 3(m) of the Fair Labor Standards Act of 1938, as amended, and 29 Code of Federal Regulations Part 531. When such deductions are made, the additional records required under 29 Code of Federal Regulations Part 516.25(a) must be kept.

NOTE: USDOL has indicated these instances are rare and do not apply to the highway construction industry.

Update: Recent rulings from the USDOL provide that where temporary lodging of a DBRA worker is done for the benefit of the employer (when an employee travels away from home, for an out-of-town project, for example), the employer must pay the cost of the lodging. In any event, the cost of this type of lodging cannot be deducted from a DBRA paycheck. *In re Matter of Weeks Marine*, ALJ 2009-DBA-006 (2015).

Deductions for the cost of safety equipment of nominal value purchased by the employee as his or her own property and personal protection in his or her work, such as safety shoes, safety glasses, safety gloves, and hard hats:

If such equipment is not required by law to be furnished by the employer;

If such deduction is not violative of FLSA or prohibited by other law;

If the cost on which the deduction is based does not exceed the actual cost to the employer where the equipment is purchased from him or her and does not include any direct or indirect monetary return to the employer where the equipment is purchased from a third person; and

If the deduction is either:

advance of the period in which the work is to be done and such consent is not a condition either for the obtaining of employment or its continuance; or

Provided for in a bona fide collective bargaining agreement between the employer and representatives of its employees.

Deductions for which the employer has applied and received permission to make from the Secretary, USDOL, Washington, DC.

2. Deductions Specifically Prohibited

Deductions from an employee's wages to pay for damage caused by the employee to company equipment, such as trucks, or for the theft of company property.

Deductions for the cost of lost or destroyed clothing and other items issued to the employees for use in performing their jobs.

Deductions for purchasing, renting, and laundering protective clothing, coveralls, etc., where the use of such clothing is required either by the employer or the nature of the job.

3. Prohibited Docking of Pay

In addition, the practice of docking an employee a stated period of time or money (other than for the actual time lost) for being late for work, failing to punch a time clock, or other violation of an employment rule is considered a kickback, rebate, or unlawful deduction.

K. PAYROLL REQUIREMENTS

1. Weekly Payrolls Required

The prime contractor and each subcontractor must maintain weekly-certified payrolls and basic records relating thereto during the course of the work of a federally funded highway construction contract for all employees working at the **site of the work**.

For jobs bid in October 2017 and thereafter, the Department will require use of LCPtracker, an online-based labor compliance system. Certified payrolls must be submitted electronically through LCPtracker. If an employer uses a payroll system, an interface is available which will allow employers to upload records from their payroll system to LCPtracker. Please call (701) 328-2605 or go to lcptracker.com to explore this option for your company.

Weekly certified payrolls are not required by NDDOT for employees working on state funded only contracts and are generally not required for employees working at locations considered not to be a **site of the work** of a federally funded highway construction contract.

2. All Weekly Certified Payrolls Must Contain

The employee's full name and an individual identifying number (e.g., the last four digits of the employee's social security number);

NOTE: Addresses and social security numbers must be maintained by the prime contractor or

subcontractor and provided, upon request, to NDDOT, USDOL, FHWA, or the prime contractor (when a subcontractor), for purposes of an investigation or audit of compliance with prevailing wage requirements. **Complete Social Security Numbers should never be placed on paper payrolls. On LCPtracker, social security**

numbers must be entered as “XXX-XX-last 4 digits.” Employers are encouraged to list a telephone number, but this is not required.

The employee's correct job classification or classifications;

The employee's hourly wage rate or rates (regular and overtime) and, where applicable, fringe benefits totals paid into plans or an hourly rate if paid in cash, or both, where fringe is “mixed”;

The daily and weekly hours worked in each job classification, including actual overtime hours worked;
Total earnings;

Itemized deductions made (per employee); and
Actual or net wages paid.

Note: To input the above information, Contractors must use LCPtracker and follow the procedures in the User Manual for Contractors to accomplish this. The Manual is available at:

www.lcptracker.com

3. E-Signature Equivalent of Pen and Ink Signature

For LCPtracker to accept payrolls, the contractor must set up an E-Signature on LCPtracker and must certify each payroll electronically. This electronic signature is the equivalent of a pen and ink signature. The Statement of Compliance certifies that:

The weekly payroll contains the information required to be maintained and that such information is **correct and complete**;

The persons employed on the contract during the payroll period have been **paid the full weekly wages** earned without rebate, either directly or indirectly, and that no deductions have been made, either directly or indirectly, from the full wages earned other than the permissible deductions set forth in the regulations; and

Each employee has been **paid not less than the applicable wage rate and fringe benefits, or cash equivalent**, for the classification of work performed as specified in the applicable Davis-Bacon wage rate decision incorporated into the contract.

4. Prime Contractors Responsible for Submissions by all Subcontractors

Prime contractors are responsible for the submission of weekly certified payrolls by all subcontractors. This includes ensuring timely submittal and reviewing the weekly certified payrolls for completeness and accuracy. When there are problems, the prime contractor should be working with the subcontractor to resolve the issues. This is not the responsibility of the project manager-engineer (NDDOT, city, county, or consultant). **Payrolls and compliance statements are due within seven (7) calendar days after the regular payment date of the payroll period.** For jobs bid after October 1, 2017, these payrolls must be submitted through LCPtracker, with the prime contractor approving the payrolls through the Prime Approver account. **(CRD sets up the Prime Approver Account automatically when a project is input and the system notifies the Prime Approver by email.) Until a prime contractor reviews and electronically approves the payrolls of itself and its subcontractors on this account, they are not viewable by the Project Engineer.**

Reviewing of payroll instructions for Project Engineers is located in the LCP Tracker Procedure Manual for NDDOT Staff and can be accessed using the following link:

www.lcptracker.com

NDDOT's DBE supportive services consultant is available to assist contractors and/or project managers-engineers (NDDOT, city, county, or consultant) who are having difficulty in obtaining weekly certified payrolls from DBE firms. The DBE supportive services consultant will work with the DBE firm to ensure weekly certified payrolls are completed correctly and submitted timely.

On a cyclical basis, USDOL conducts a wage survey to determine the prevailing wages being paid in the state on federally funded highway construction projects. For this reason, NDDOT districts and city, county, and consultant engineers will be asked to request and retain an additional copy of all weekly certified payrolls issued for such projects. At the end of the construction season, the weekly certified payrolls are forwarded to the NDDOT Civil Rights Division for submission to USDOL in Dallas, Texas. Contractors will be notified by the project manager-engineer (NDDOT, city, county, or consultant) when an additional copy of the weekly certified payrolls is required.

5. Retention of Records

All payroll records must be maintained and preserved by the contractor for a period of **three (3) years** following the completion and final acceptance of the project. In addition, the payroll records must be made available, at the request of FHWA; the Secretary, USDOL; and NDDOT, at any time during that period. **All records in LCPtracker will be retained by the NDDOT for the required statutory period.**

K. CLASSIFICATIONS

1. Assistant Operator

A worker providing assistance to a Group 1-6 Equipment Operator, who is not actually operating the equipment, is a Group 6 Assistant Operator.

2. Apprentice Operator

To be paid as a Group 6 Apprentice Operator, a worker must be in an approved USDOL Apprentice program, or must be a trainee in the NDDOT OJT program. Apprentices or trainees may be paid under the Group 6 rate, or as otherwise required under the NDDOT program or under the approved USDOL program.

3. (Bobcat) Skidsteer Operators

The operator of a skidsteer will be included in the Power Equipment Operator Group 5. This classification does not apply to labor support functions for fencing/traffic control tasks, excluding erosion control tasks.

4. Boring Machine Locator

A worker operating a piece of equipment tracking and providing guidance to a horizontal or directional drilling machine is a Group 4 Boring Machine Locator.

5. Bridge Painters and Sandblasters

The ND Highway Heavy wage rate decision does not contain a category for Bridge Painters. Sandblasters are classified as Group 4 Laborers, regardless of the specific nature of the sandblasting work. After award of a contract involving complex bridge painting (use of a polymer type paint on a steel bridge), a conformance must be filed setting the bridge rates for each project. While the rates set by the USDOL for bridge painters in ND have been historically comparable to rates for concrete masons, it is always possible that the USDOL will set the rate higher.

If the same employee does both bridge painting and sandblasting, the time for each must be kept separately, or they must be paid at the bridge painter rate for both. If a project involves painting a bridge with latex paint using a roller system, the employee completing the work will be classified as a Group 1 Laborer.

6. Carpentry

The Davis-Bacon wage rate decision for highway construction in North Dakota includes the classification Carpenter and the classification Carpenter Tender under the Laborer Group 2.

Carpenter: A **Carpenter** is a tradesperson who builds and assembles forms and their components for concrete used in engineering and construction projects (bridges, box culverts, retaining walls, etc.).

Typically, a Carpenter:

Reads construction plans and sketches.
Lays out structures.

Measures, cuts, and shapes materials with power and hand tools.

Rigs and places forms and materials

Assembles forms by hand with nails, bolts, and arc welding processes.

Handles a range of manual and power saws, drills, screw drivers, and hammers, among other tools.

Carpentry work performed in connection with bridges and structures generally involves:

Pier, pile, and cap formwork;

Decking formwork;

Endwall formwork;

Box culverts, inlet, and headwall formwork; and
Preparation of steel and other metals for use.

Carpenter Tender:

A Carpenter Tender is a laborer who directly assists a Carpenter by performing specific or general duties of lesser skill. Tending consists of the handling and conveying of materials and tools to be used by Carpenters.

According to USDOL, helpers or tenders are permitted on DBRA covered contracts if the helper or tender classification is included in the applicable wage rate decision incorporated into the contract, or if conformed rates are approved by USDOL pursuant to 29 CFR Part 5, Subpart A, Section 5.5(a)(1)(ii). In either case, area practice determines the allowable duties of helpers or tenders; and their use is not restricted in a ratio to the number of journeyworkers employed by the contractor on a federal-aid highway construction project, or the site of the work. A request for a conformed helper or tender wage rate will be approved by USDOL only where the helper or tender in question constitutes a separate and distinct class of worker whose use is prevailing in the area and whose scope of duties can be differentiated from those of the journeyworker. A helper or tender may not be used as an informal apprentice or trainee, and it is not permissible for helpers or tenders to use the tools of the trade in assisting a journeyworker.

A Carpenter Tender typically:

Moves and lifts building materials, tools, and supplies.

Hands materials, tools, and supplies to Carpenters.

Dismantles, moves, and cleans forms for reuse.

Cleans materials, equipment, and tools and clears all debris from the construction area.

According to USDOL, a Carpenter Tender cannot saw wood, nail a board to a wall, etc., because that is what a Carpenter does. The moment an employee pounds a nail or cuts a piece of wood, he or she must be classified and paid as a Carpenter for all of the hours he or she works in connection with the carpentry work.

7. Concrete Finishing

The Davis-Bacon wage rate decision for highway construction in North Dakota includes the classification Cement Mason/Finisher; the classifications Sack Shaker (cement and mineral filler) and Salamander Heater and Blower Tender under the Laborer Group 1;

the classifications Bulk Cement Handler, Concrete Bucket Signalman, Concrete Curing Man (not water), Concrete Finisher Tender, Concrete Vibrator Operator, and Power Buggy Operator under the Laborer Group 2; and the classification Concrete Mixer Operator (one bag capacity) under the Laborer Group 3.

a. Cement **Mason**/Finisher:

A Concrete Finisher, also known as a Cement Mason, is a tradesperson who works with concrete. Duties include placing, finishing, protecting, and repairing concrete used in engineering and construction projects. Typically, a Concrete Finisher:

Sets (or directs the setting of) the forms for holding the concrete, checks, and properly aligns the forms to ensure they have the correct depth and pitch or angle.

Supervises Concrete Finisher Tenders who direct the placement of the concrete and use shovels and rakes to spread the poured concrete into inaccessible sections of the forms.

Levels, smoothes, edges, and finishes surfaces of poured concrete floors, walls, sidewalks, curbs, etc., to specified textures by performing the following steps using the tools of the trade:

Guides a straightedge back and forth across the top of the forms to screed, or level, the freshly placed concrete to the specified depth and workable consistency.

Immediately after leveling the concrete, smoothes the concrete surface using a hand masonry trowel (a long-handled bull float) or a powered float to bring water to the surface and produce a soft topping.

After the concrete has been leveled and floated, presses an **edger** between the forms and the concrete and guides it along the edge and the surface. This produces slightly rounded edges and helps prevent chipping or cracking.

Uses a special tool called a groover to make joints or grooves at specific intervals that help control cracking.

Trowels the surface using either a powered or hand trowel (a small, smooth, rectangular metal tool).

Applies architectural, exposed, patterned, stamped, broomed, or smooth finishes. The concrete surface is retroweled back and forth with powered and hand trowels to create a smooth finish. For a course, non-skid finish, the surface is brushed with a broom or stiff-bristled brush. For a pebble finish, small gravel chips are embedded into the surface. Any excess cement is then washed from the exposed chips with a mild acid solution. Colored premixed concrete is used for color. Refer to section J6, para e, 3, f for information concerning decorative concrete.

Smooths any rough surfaces that remain when the pouring forms have been removed. High spots and loose concrete are cut away with a hammer and chisel, and any large indentations are filled with Portland cement paste. Any high spots are rubbed with a brick or carborundum stone to smooth them. A rich mixture of cement is then rubbed in with a sponge-rubber float or with burlap.

Applies hardening and sealing components to cure the surfaces.

Throughout this entire process, Concrete Finishers monitor how the wind, heat, or cold affects the curing of the concrete. They must have a thorough knowledge of concrete characteristics so that, by using sight and touch, they can determine what is happening to the concrete and take measures to prevent defects.

Group 1 Laborers:

Sack Shaker (cement and mineral filler) – Empties, cleans, and bundles cement bags typically at a concrete mixing or batch plant.

Salamander Heater and Blower Tender – Tends a portable, forced air heater used to dry concrete. The heater may be propane or kerosene fueled. This includes the connection and disconnection of fuel tanks and the turning on and off of the heater.

Group 2 Laborers (excluding Concrete Finisher Tenders)

Bulk Cement Handler – Hauls cement from storage in bulk or bags typically at a concrete mixing or batch plant.

Concrete Bucket Signalman – Directs the placement of the bucket used to deliver concrete by means of a tower crane. Signals the **Tower Crane Operator** when he or she cannot see the point of placement.

Concrete Curing Man (not water) – Covers the new concrete with sheet plastic or sprays a liquid curing compound onto the new concrete to seal in moisture.

Concrete Vibrator Operator – Operates a machine that vibrates the concrete to remove air pockets.

Power Buggy Operator – Drives a self-propelled buggy to transport concrete from the mixer or source of supply to the place of deposit.

Group 3 Laborers:

Concrete Mixer Operator (one bag capacity) – Operates a portable concrete mixer.

Concrete Finisher Tender:

A **Concrete Finisher Tender** is a Group 4 Laborer who directly assists a Concrete Finisher by performing specific or general duties of lesser skill. Tending consists of the preparation of materials and the handling and conveying of materials and tools to be used by Concrete Finishers, whether such preparation is by hand or any other process.

According to USDOL, helpers or tenders are permitted on DBRA covered contracts if the helper or tender classification is included in the applicable wage rate decision incorporated into the contract, or if conformed rates are approved by USDOL pursuant to 29 CFR Part 5, Subpart A, Section 5.5(a)(1)(ii). In either case, area practice determines the allowable duties of helpers or tenders; and their use is not restricted in a ratio to the number of journeyman employed by the contractor on a federal-aid highway construction project, or the site of the work. A request for a conformed helper or tender wage rate will be approved by USDOL only where the helper or tender in question constitutes a separate and distinct class of worker whose use is prevailing in the area and whose scope of duties can be differentiated from those of the journeyman. A helper or tender may not be used as an informal apprentice or trainee, and it is not permissible for helpers or tenders to use the tools of the trade in assisting a journeyman.

Under a Concrete Finisher's supervision, a Concrete Finisher Tender typically:

Measure distances from grade stakes, sets stakes, and stretches string line.

Directs the placement of the concrete either from the concrete wagon chute, concrete pump, concrete skip, or wheelbarrow. Signals the concrete deliverer to position the truck to facilitate the pouring of the concrete. Moves the discharge chute of the truck to direct the concrete into the forms.

Spreads the poured concrete into inaccessible sections of the forms using shovels and rakes.

Dismantles, moves, and cleans the forms once the concrete is set.

May rub concrete surfaces with abrasive stone to remove rough spots.

Ages and cures the finished concrete by any mode or method. For example, places mats on newly poured concrete and keeps them moist for curing purposes.

Cleans equipment and tools and clears all debris from the construction area.

According to USDOL, a Concrete Finisher Tender cannot use a straightedge, bull float, edger, groover, etc., because those are the tools used by a Concrete Finisher. The moment an employee uses any tools of the trade, he or she **MUST** be classified and paid as a Concrete Finisher for all of the hours he or she works in connection with the concrete work.

Decorative Concrete:

The transformation of concrete into decorative concrete is achieved through the use of a variety of materials that may be applied during the pouring process or after the concrete is cured. These materials and/or systems include stamped concrete, acid staining, decorative overlays, polished concrete, etc.

Stamped concrete is the process of adding texture and color to concrete to make it resemble stone, brick, slate, cobblestone, and many other products found in nature including wood, fossils, shells, etc.

The installation consists of pressing molds into the concrete while the concrete is still in its plastic state. Color is achieved by using dry shakes or color hardeners, powder or liquid releases, integral colors, or acid stains. All these products may be combined to create even more intricate designs.

According to USDOL, concrete stamping is work that could be performed by a **Concrete Finisher Tender** if it is not already being performed by a **Concrete Finisher**. Tasks include:

Hand broadcasting the color hardener onto the concrete surface.

Once a Concrete Finisher has troweled the hardener into the concrete, hand broadcasting the release agent onto the concrete surface.

Placing textured mats onto the concrete surface and tapping the mats down with a pounder.
Removing the stamping mats.

After the concrete has been allowed to dry for 24 hours, washing any excess release agent from the concrete surface with a water hose.

8. Concrete Saw Operators

The Davis-Bacon wage rate decision for highway construction in North Dakota includes a Concrete Saw (power operated) under the Power Equipment Operator Group 5 and a Concrete Saw Operator under the Laborer Group 2. An employee who walks behind a concrete saw is considered a Group 2 Laborer and must be paid not less than the appropriate Davis-Bacon wage. It does not matter what size the engine is or whether it is self-propelled. An employee who rides a concrete saw is considered a Group 5 Power Equipment Operator and must be paid not less than the appropriate Davis-Bacon wage, including applicable fringe benefits.

9. Core Sampling

a. An employee who cuts the core samples on the site of work of a federally funded highway construction project is considered a laborer and must be paid not less than the appropriate Davis-Bacon wage for Group 2 Laborers semi-skilled laborer (bituminous worker) For example:

To cut the cores, the contractor employee stands alongside a trailer on which the coring machine is mounted. The coring machine is powered by a generator and has a metal bit. The employee spins a wheel to drill up and down. The employee does not ride the machine.

The employee driving the truck that is pulling the trailer would receive the wages of a truck driver for the type of truck being driven as described in paragraph 19 e) of this section.

10. Cure Bridge Operator

The classification "Cure Bridge Operator" first appeared in the November 1, 2013 Wage Decision. Cure Bridge Operators must be classified and paid as Group 5 Power Equipment Operators.

11. Dowel Basket and Dowel Bar Placement

Contractor employees placing dowel baskets and dowel bars on federal-aid concrete pavement projects in North Dakota are considered laborers and must be paid not less than the appropriate Davis-Bacon wage for Group 4 Laborers (Reinforcing Steel Setters/Tiers).

12. Flaggers

According to USDOL and FHWA, flagging is not considered hazardous work under federal and state child labor laws. Therefore, the minimum age for Flaggers is 16. Refer to paragraph H of this section for additional information concerning child labor laws.

Other Standards for Flagging are specified in Section 704.03X of the 2023 Standard Specifications for

Road and Bridge Construction available online at:

www.dot.nd.gov/dotnet/supplspecs/standardspecs.aspx

In addition, FHWA encourages contractors to check out information from:

www.workzonesafety.org

13. Ironworker

There is no classification on the ND Highway Wage Decision (ND 02) for an Ironworker. If a worker does no more than sets iron rebar, he or she should be classified as a Group 4 Laborer, Reinforced Steel Setter. If they do more complex work, including decorative ironwork, the position should be conformed. Contract CRD on the filing of a conformance request for Ironworkers.

14. Joint Sealing

Contractor employees performing **joint sealant work** on federal-aid highway construction projects in North Dakota are considered laborers and must be paid not less than the appropriate Davis-Bacon wage for **Group 4 Laborers** (similar to Powderman, Guniting and Sandblast, and Nozzleman). For example: The employees operate an air compressor and tar kettle (hot pour sealant) mounted in the box of a pickup. The pickup also pulls a trailer on which an air compressor and silicone drums with a pump are mounted. The employees use a sandblasting nozzle to clean the joints before the sealant is applied. Either a hot pour or a silicone sealant is applied with a nozzle. Before the silicone sealant is applied, backer rod is placed into the cracks.

The employee **driving the pickup** would receive the wages of a **Group 1 Laborer (Light Truck and Pickup Driver)** as described in paragraph 19 e of this section.

15. Electrical Construction on Highway Construction Projects in North Dakota

This section outlines classification requirements for electrical construction on highway construction projects in North Dakota, with clear distinctions between types of electrical work and the appropriate wage rate classifications.

Electrical Construction on Highway Construction Projects

All electrical construction performed on highway construction projects must be classified under the Lineman (Line Construction) rates.

This applies to any segment or phase of the electrical work, which are outlined below.

Contractors are not permitted to classify employees working in any segment or phase of electrical construction on highway construction projects as:

Electricians (Interior)***This restriction does not apply to electrical construction work performed inside rest area buildings.***

Power Equipment Operators (Groups 1–6)

Laborers (Groups 1–4)

For any project that includes an electrical phase, all employees performing work specifically related to any segment or phase of electrical construction must be classified under the Lineman classification. Employees engaged in non-electrical construction phases of a project must be classified based on the specific work they perform.

All classifications must align with the work being performed and correspond to the wage rates established under the project's Davis-Bacon wage decision to ensure compliance with federal prevailing wage laws.

The following types of electrical construction are considered line construction:

Pole line construction (whether built of wood, metal, or other material); digging and backfilling of holes for poles or anchors (by hand or mechanical equipment); and the handling, assembling, or erecting of all materials, including the guying, stringing of conductors, or other work necessary, on through to the ultimate completion of such pole line work.

Highway lighting systems and motor vehicle traffic controls (traffic signals, flashing beacons, etc.). Handled in the same manner as pole line construction.

Electrical underground construction, including the placing of fish wires, the pulling of cables or wires through such raceways, and the splicing of such conductors.

Underground construction, including excavation, trenching, and installation of raceways or ducts; construction of manholes, transformer vaults, and hand holes; backfilling; installation of fish wire; and pulling, splicing, and laying of wire or cables installed in raceways, ducts, or direct burial.

Underground construction, including apparatus and fixtures on public property such as street lighting, highway lighting, lines, or equipment.

Installation and maintenance of fiber optic work.

This includes not only new installation work but also the repair, maintenance, or dismantling of all above structures, lines, or equipment.

Job Classifications and Duties in Line Construction

The following are the standard job classifications and associated duties within line construction:

Lineman

Responsible for all aerial work, whether performed from a bucket truck or using belts and climbers. Linemen may also perform underground work, including but not limited to:

Installing ductwork and raceways

- Pulling cables or wires
- Installing direct burial cables or wires
- Installing junction boxes
- Terminating cables or wires
- Setting poles
- Assembling lights or traffic signals

Cable Splicer

In addition to performing all duties of a Lineman, a Cable Splicer is responsible for:

- Splicing and terminating high-voltage cables
- Working with multi-conductor cables that require specialized procedures or kits for splicing and termination

Line Equipment Operator

Operates all equipment required to support line construction activities, including but not limited to:

- Backhoes
- Front-end loaders
- Trenchers
- Hole augers
- Boring machines

Groundman

Performs general laborer duties and provides support to Linemen, Equipment Operators, and other line workers. Groundman duties include:

- Hand excavation
- Assisting with concrete work and building forms
- Site cleanup
- General assistance for aerial operations

Restrictions:

- A Groundman may not handle energized ("hot") wires
- A Groundman may not operate or work in aerial buckets
- A Groundman may not pull cable, install buried cable, or install junction boxes

The Groundman classification is essentially a labor support role and must remain within the scope of duties outlined above.

Apprentices in Line Construction

Apprentices in Line Construction must be classified and paid as Apprentice Linemen, with wages based on a percentage of the journeyman rate that corresponds to their current level of training in the apprenticeship program. When performing work as an Apprentice Lineman, the employee must receive the correct apprentice wage and fringe benefits.

If an Apprentice Lineman is assigned duties that fall under a different classification—such as Groundman—they must be reclassified and paid accordingly for the duration of that work.

Contractors are responsible for:

Monitoring the progress of employees enrolled in the U.S. Department of Labor (DOL) Lineman/Electrical Apprenticeship Program.

Uploading all approved apprenticeship documents under the eDocuments tab in LCPtracker.

Updating the employee's profile within LCPtracker to reflect their apprentice status and current training level.

Notifying the LCPtracker Administrator once the documents and profile updates are complete, so the apprenticeship submission can be reviewed and approved.

As an apprentice advances in their program, it is the contractor's responsibility to update LCPtracker and notify the LCPtracker Administrator to ensure accurate wage classification and compliance.

16. Mechanics, Greasers, and Oilers

The Davis-Bacon wage rate decision for highway construction in North Dakota includes Mechanics, Greasers, and Oilers under the following Power Equipment Operator groups:

Group 2: Master Mechanic

The employee supervises five or more Mechanics employed on the same project.

Group 3: Mechanic or Welder, Heavy Duty

The employee operates a service truck used in the repair and maintenance of equipment, using Mechanic's tools, welding equipment, and hoists.

Group 4: Fuel and Lube Operator

The employee operates a truck with a large tank body suitable for transporting fuel or lube oil in bulk, and delivers fuel and lube oil to various other equipment.

Group 4: Truck Mechanic

The employee operates a smaller service truck used in the repair and maintenance of equipment, without the use of welding equipment and hoists.

Group 4: Greaser

The employee operates a self-contained service truck used in greasing equipment and adding fluids such as oil.

Group 5: Oiler

The employee assists the operating engineer of a track or truck crane by greasing and oiling the crane while the operating engineer runs it.

17. Micro Machine and Slurry Seal Machine Operators

The classification of “Micro Surfacer Machine” Operator and “Slurry Seal Machine” Operator first appeared in the November 1, 2013 Wage Decision. These employees MUST be classified and paid as:

Power Equipment Operator Group 4: Micro Machine Operator
The employee drives the Micro Machine.

Power Equipment Operator Group 4: Slurry Seal Machine Operator
The employee operates a self-propelled machine for delivering a mix, such as asphalt emulsion slurry seal.

Power Equipment Operator Group 4: Pugmill Operator
The employee operates the Pugmill hooked onto the back of the machine.

Power Equipment Operator Group 4: Box Person
Two employees run the conveyors and levers.

Laborer Group 1: Cement Person or Sack Shaker (cement and mineral filler)
The employee dumps bags of cement onto the conveyors.

Laborer Group 1: Oil and Water Person or General Construction Laborer
Two employees sit on the front of the machine and regulate the water and oil for proper consistency.

18. Pipelayers

The Davis-Bacon wage rate decision for highway construction in North Dakota includes Pipelayers under the following Laborer groups:

Group 1: **Pipe Handler**

The employee loads and unloads pipe from a truck, boxcar, etc. When unloading, the employee stockpiles the pipe only.

Group 2: Multiplate Pipelayer, Culvert Pipelayer

The employee places galvanized pipe and some PVC (plastic pipe) into trenches and assembles. The employee may also work with 6- and 8-inch PVC sanitary sewer pipe.

Group 3: Bottom Man (Sanitary Sewer, Storm Sewer, Water, and Gas Lines)

The employee is lowered into a tunnel, well, or caisson (elongated box that is put into a sewer – no water runs through) with a bucket and cleans out the bottom of the hole making it wider or ready for concrete pouring. The employee cleans out loose dirt.

Group 4: Pipelayer (Sanitary Sewer, Storm Sewer, Water, and Gas Lines)

The employee places special, low pressure type pipe into trenches and assembles. The employee may also work with some 18- to 48-inch reinforced concrete pipe and some 24- to 60-inch reinforced concrete storm sewer pipe.

19. Paint Machine Striping Operators

An individual who operates smaller self-propelled machines used to paint striping on highways and bridges will be classified as a Group 6 Equipment Operator “Paint Machine Striping Operator.” This includes the “Mini Mac” and the “Epoxy Skidsteer.”

20. Rumble Strip Machine Operators

The classification for “Rumble Strip Machine” Operator first appeared in the November 1, 2013 Wage Decision. An employee who operates the Rumble Strip Machine (grinder with rotating blade) is considered a Group 4 Power Equipment Operator.

21. Sign Installation

Contractor employees performing sign installation work on federal-aid highway construction projects in North Dakota are considered laborers and must be paid not less than the appropriate Davis-Bacon wage for **Group 1 Laborers**. For example, the employees install, remove, relocate, etc., metal traffic signs such as stop, yield, exit destination, etc. The employees bolt the signs onto a metal signpost or base. However, if an employee is also required to install the sign posts or bases; and in so doing is required to operate a piece of equipment, that employee must be classified and paid not less than the appropriate Davis-Bacon wage, including applicable fringe benefits, for the Power Equipment Operator group under which the piece of equipment falls.

22. Truck Drivers

The driver of any single vehicle which has a gross vehicle weight rating of 26,000 pounds or less, or any combination of vehicles which has a gross combination weight rating of 26,000 pounds or less, will be included in Group 1 Laborers.

The driver of any single vehicle which has a gross vehicle weight rating of 26,001 pounds or more, or any combination of vehicles which has a gross combination weight rating of 26,001 pounds or more, will be included in the Truck Drivers category.

An employee operating a **tractor or a modified scraper** on a federal-aid highway construction project, or the site of the work, that is pulling a water tank mounted on a trailer or a wagon is considered an equipment operator and must be paid not less than the appropriate Davis-Bacon wage, including applicable fringe benefits, for the Power Equipment Operator group under which the tractor or scraper falls.

An employee operating a “**post pounder truck**” (hydraulically powered sign and/or guardrail post pounder mounted on a truck) on a federal-aid highway construction project in North Dakota, or the site of the work, **MUST** be classified and paid as either a Pavement Breaker, Hydro Hammer Type, Operator or a Tamping Machine Operator under the **Power Equipment Operator Group 4**.

An employee driving a **pickup carrying a signal or message board** behind or ahead of other equipment on a federal-aid highway construction project, or the site of the work, is considered a **Group 1 Laborer (Pilot Car Driver)** and must be paid not less than the appropriate Davis-Bacon wage.

Subcontractors: If the prime contractor is using subcontractors for hauling on a federal-aid highway construction project, or the site of the work of a federal-aid highway construction project, approved Prime Contractor’s Request to Sublet (SFN 5682 - Rev. 07-2012) forms and subcontract agreements between the prime contractor and the subcontractors are required prior to performing any hauling. The Required Contract Provisions, Federal-aid Construction Contracts (USDOT Form FHWA 1273 - Rev.10-23-2023) and the applicable Davis-Bacon wage rate decision must be incorporated into the subcontract agreements. **The subcontractors must pay their employees the appropriate Davis-Bacon wage**, including applicable fringe benefits, and provide weekly certified payrolls. This applies to all tiers of subcontracts.

If the prime contractor is using subcontractors for hauling from a borrow pit, stockpile site, concrete or asphalt batch plant site, etc., that has not been open and making sales to the general public within the

previous twelve months of the day a federal-aid highway construction project was let to contract (not awarded), and the boundary to the borrow pit, stockpile site, concrete or asphalt batch plant site, etc., is located more than one-half mile from the closest right of way boundary to the project, approved Prime Contractor's Request to Sublet (SFN5682 - Rev. 07-2012) forms and subcontract agreements between the prime contractor and the subcontractors are required prior to performing any hauling. The Required Contract Provisions, Federal-aid Construction Contracts (USDOT Form FHWA 1273 - Rev. 10-23-2024) and the applicable Davis-Bacon wage rate decision must be incorporated into the subcontract agreements. **The subcontractors must pay their truck drivers the appropriate Davis-Bacon wage, including applicable fringe benefits, and provide weekly certified payrolls only for the amount of time spent within the project boundaries** that is more than de minimis. This applies to all tiers of subcontracts. Refer to paragraph B of this section for additional information concerning de minimis.

If the prime contractor, or a subcontractor, is using a DBE firm for hauling from a borrow pit, stockpile site, concrete or asphalt batch plant site, etc., that has been open and making sales to the general public within the previous twelve months of the day a federal-aid highway construction project was let to contract (not awarded), no matter what its location, approved Prime Contractor's Request to Sublet (SFN 5682 - Rev. 07-2012) forms and subcontract agreements between the prime contractor, or subcontractor, and the DBE firm are required prior to performing any hauling. This includes non-DBE match trucks, as required under the DBE race-conscious special provision. Only the Required Contract Provisions, Federal-aid Construction Contracts (USDOT Form FHWA 1273 -Rev. 10-23-2023) must be incorporated into the subcontract agreements because it contains more than just the labor standards provisions (i.e., Davis-Bacon wages and payrolls are not required).

NDDOT will not consider off-site commercial production of materials and manufactured component products that the contractor purchases or their transportation to the project as subcontracted work.

When a project contains a DBE goal, a subcontract is required with any DBE firms used to meet the goal; unless the DBE firm is classified as an oil hauler, supplier, broker, vendor, regular dealer, or manufacturer.

Truck Owner-Operators: The only exception is bona fide owner-operators of trucks (also referred to as independent truck owner-operators or ITOs). Bona fide owner-operators of trucks are not covered by DBRA. However, if the prime contractor or a subcontractor is using truck owner-operators for hauling on a federal-aid highway construction project, or the site of the work, they must appear on either the prime contractor's or the subcontractor's weekly certified payrolls

When on the site of the work of a federal-aid highway construction project, the actual **owner-operator must drive the truck at all times**. If, for any reason, he or she does not drive the truck, even for a short period of time, the **replacement driver must be paid the appropriate Davis-Bacon wage, including applicable fringe benefits, and must appear on weekly certified payrolls showing the hours worked and the wages paid**.

The prime contractor is responsible for ensuring compliance with the labor standards provisions of the contract. This includes obtaining subcontracts and weekly certified payrolls as required, as well as monitoring and verifying the status of all truck owner-operators working on a federal-aid highway construction project, or the site of the work, either directly for the prime contractor or for its subcontractors. To determine bona fide owner-operator status, the prime contractor must request, verify,

and provide the following information to the NDDOT, city, county, or consultant project manager-engineer before the truck owner-operator begins work:

Owner-operator's name;

Valid commercial driver's license;

Vehicle registration in the owner-operator's name;

Current vehicle license number;

Truck number that will or is being used on scale tickets and haul sheets; and
Copies of any signed lease or rental agreements for owner-operator trucks.

The lease or rental agreement must be between the driver and a reputable dealership (e.g., Nelson Leasing, Inc., Allstate Peterbilt of Fargo, Inc., W. W. Wallwork, Inc., etc.); not the driver and the prime contractor or the driver and a subcontractor on the project.

According to USDOL, a lease or rental agreement does not constitute ownership. However, NDDOT chooses to recognize lease or rental agreements with reputable dealerships only. Those dealerships have no vested interest in when, where, for whom, or if the truck driver works.

Determinations made by the North Dakota Department of Labor (DOL), or any other state agency, concerning independent contractor status for wage and hour, tax, worker's compensation, etc., purposes **do not apply to DBRA** covered contracts. The North Dakota DOL's determinations concerning independent contractor status are for state wage and hour purposes and are based on state law only. DBRA and USDOL rules and regulations are controlling in wage and hour matters concerning federal-aid highway construction projects.

Equipment Owner-Operators

Owner-operators of other types of equipment are considered employees under DBRA.

Consequently, they must be paid the appropriate Davis-Bacon wage, including applicable fringe benefits, and be included on weekly certified payrolls showing the hours worked and the wages paid.

When a contractor pays an equipment owner-operator a lump sum amount, it may be difficult to determine whether the owner-operator was paid the correct hourly wage. If a wage dispute ensues, USDOL suggests:

Researching the open market for the rate required to rent the same piece of equipment by the hour;

Multiplying that figure by the total number of hours the owner-operator worked;

Figuring the wages, the owner-operator should have been paid based on the total number of hours worked and the required rate of pay (straight time, overtime, and fringe benefits);

Adding the two figures together; and

Comparing the total to the lump sum amount.

If the total is substantially greater than the lump sum amount, the owner-operator would be due the difference.

23. Water Spraying Equipment

The Davis-Bacon wage rate decision for highway construction in North Dakota includes Water Spraying Equipment, Self-propelled under the Power Equipment Operator Group

5. This is a piece of equipment that is not being pulled by another piece of equipment or a truck. If an employee:

Is driving a tandem-axle truck with a water tank mounted on the back of the truck, the employee must be classified and paid as a **Tandem-axle Truck Driver**.

Is driving a semi that is pulling a water tank mounted on a trailer or a wagon, the employee must be classified and paid as a **Tandem-axle or Tri-axle Semi Driver**.

Is operating a tractor or a modified scraper that is pulling a water tank mounted on a trailer or a wagon, the employee would be considered an equipment operator and must be paid not less than the appropriate Davis-Bacon wage, including applicable fringe benefits, for the Power Equipment Operator group under which the tractor or scraper falls.

If the piece of equipment is hand held and is not self-propelled, then the person using the water sprayer/vacuum (often used in horizontal boring) is a Group 4 Laborer.

24. Weed Sprayers

Some federal-aid thin lift overlay projects in North Dakota now contain a separate bid item for spraying herbicide on the shoulders to kill weeds and grass. An employee who sprays the weeds and grass is considered a laborer and must be paid not less than the appropriate Davis-Bacon wage for Group 1 Laborers. The employee should be listed on the weekly certified payroll as: Group 1 Laborer (Weed Sprayer). For example:

The contractor employee rides a four-wheeler or ATV with attached spraying equipment and sprays the weeds and grass on the shoulders of the road.

25. Welders

The Davis-Bacon wage rate decision for highway construction in North Dakota states: **Welders** receive rate prescribed for craft performing operation to which welding is incidental. In the case of Welders employed on structural projects during pile driving operations, NDDOT has determined:

The **Carpenter rate** will apply when an actual Carpenter is working with the Welder (not a person classified as a Foreman who has carpentry skills).

The **Crane Operator rate** will apply when it is the only other skilled craft present during the welding.

Whatever rate is chosen must be used for the life of the project. For example, if the Crane Operator rate is used and all the piling is in place and the crane has left, those individuals who later weld ice nose angle or rebar on the piling should continue to receive the Crane Operator rate. This would be so even though an actual Carpenter is also present on the project.

L. EXEMPTIONS FROM DBRA COVERAGE

1. Only "Laborers and Mechanics" covered

The Required Contract Provisions, Federal-aid Construction Contracts (USDOT Form FHWA 1273 - Rev. 10-23-2024), which is included in every federal-aid highway construction contract and is further required to be included in all subsequent subcontract agreements, states in part:

"All mechanics and laborers employed or working upon the site of the work will be paid unconditionally and not less often than once a week and without subsequent deduction or rebate on any account [except such payroll deductions as are permitted by regulations (29 CFR Part 3) issued by the Secretary of Labor under the Copeland Act (40 U.S.C. 276c)] the full amounts of wages and bona fide fringe benefits (or cash equivalents thereof) due at time of payment. The payment shall be computed at wage rates not less than those contained in the wage determination of the Secretary of Labor which is attached hereto and made a part hereof, regardless of any contractual relationship which may be alleged to exist between the contractor or its subcontractors and such laborers or mechanics."

2. Working Foreman Covered for Time on Equipment

In addition, Title 29, Code of Federal Regulations, Part 5.2(m) states:

"The term **laborer or mechanic** includes at least those workers whose duties are manual or physical in nature (including those workers who use tools or who are performing the work of a trade), as distinguished from mental or managerial. The term **laborer or mechanic** includes apprentices, trainees, and, in the case of contracts subject to the Contract Work Hours and Safety Standards Act, watchmen or guards. The term does not apply to workers whose duties are primarily administrative, executive, or clerical, rather than manual. Persons employed in a bona fide executive, administrative, or professional capacity, as defined in Title 29, Part 541, are not deemed to be **laborers or mechanics**. Working foremen who devote **more than 20 percent of their time** during a workweek to mechanic or laborer duties, and who **do not** meet the criteria of Part 541, are **laborers and mechanics** for the time so spent."

3 . Executive Employees

Title 29, Part 541, includes the following definitions for **Executive Employees**:

“Business Owners”

The term **employee employed in a bona fide executive capacity** in Section 13(a) (1) of the Act also includes any employee who **owns at least a bona fide 20 percent equity interest** in the enterprise in which the employee is employed, regardless of whether the business is a corporate or other type of organization, and who is actively engaged in its management.

Management

Generally, **management** includes but is not limited to activities such as interviewing, selecting, and training of employees; setting and adjusting their rates of pay and hours of work; directing the work of employees; maintaining production or sales records for use in supervision or control; appraising employees' productivity and efficiency for the purpose of recommending promotions or other changes in status; handling employee complaints and grievances; disciplining employees; planning the work; determining the techniques to be used; apportioning the work among the employees; determining the type of materials, supplies, machinery, equipment, or tools to be used or merchandise to be bought, stocked, and sold; controlling the flow and distribution of materials or merchandise and supplies; providing for the safety and security of the employees or the property; planning and controlling the budget; and monitoring or implementing legal compliance measures."

Company Owners

Those individuals who **own at least 20 percent** of the company (prime contractor or subcontractor) and who perform the work of a **laborer or mechanic** on a federal-aid highway construction project, or the **site of the work, are not due Davis-Bacon wages**.

Supervisory Personnel

As a general rule, those employees who work in a supervisory capacity on a federal-aid highway construction project, or the **site of the work**, are not covered under DBRA. However, the mere fact that an employee is called a **working supervisor** does not necessarily mean the worker is not a **laborer or mechanic** as defined under DBRA (one who performs manual labor) and is, therefore, subject to the provisions of DBRA.

If a person employed in a supervisory capacity performs the work of a **laborer or mechanic more than 20 percent of the time** in any given workweek, he or she is subject to the provisions of DBRA during the periods while so employed as a **laborer or mechanic**. Consequently, he or she must be paid not less than the appropriate Davis-Bacon wage, including applicable fringe benefits, for the job classification of work performed.

In LCPtracker, the supervisor is not listed on certified payroll unless he/she is a working foremen.

Surveyors, Gravel Testers, Technicians, Scale Operators

Contractor employees working in the capacity of **Surveyors, Gravel Testers, Quality Control Technicians** (testing and/or laboratory technicians), and **Scale Operators** (operating a scale and a computer) on a federal-aid highway construction project, or the **site of the work**, are not **laborers or mechanics** within the definition of DBRA (one who performs manual labor) and are, therefore, not covered. **They are not due Davis-Bacon wages and do not have to appear on the weekly certified payrolls.**

i. The above includes **Bituminous Mix Testers, Bituminous Pavement Inspectors, Bituminous Mix Controllers**, and **Aggregate Testers** as defined in the NDDOT Transportation Technician Qualification Program (TTQP).

4. Field Office Employees

Contractor employees whose duties are primarily administrative, executive, or clerical in nature are not considered **laborers or mechanics** within the definition of DBRA (one who performs manual labor). Those duties include but are not limited to: bookkeeping; recordkeeping; inspecting; operating computers; receiving, reviewing, and otherwise handling material invoices; collecting scale tickets and haul sheets; collecting oil samples from transport tankers; transferring oil from transport tankers to storage tanks and from storage tanks to haul trucks and distributors; flushing hoses, pumps, and distributor spray bars; etc. These employees are not due Davis-Bacon wages and do not have to appear on the weekly certified payrolls.

5. Traffic Control Suppliers

Employees of a traffic service company operating as a subcontractor on a federal-aid highway construction project, or the **site of the work**, to set up and service traffic control devices (e.g., barricades, directional signs, lights, arrowboards, etc.) are generally covered by DBRA. However, a traffic service company that rents equipment to the prime contractor or a subcontractor and performs only incidental functions on a federal-aid highway construction project, or the **site of the work**, in connection with delivery of the equipment is regarded as a material supplier whose employees would not be subject to DBRA, unless the employees spend a substantial amount of time (**20 percent or more**) in the workweek on the federal-aid highway construction project, or the **site of the work**.

A traffic control supplier on a federal-aid highway construction project, or the **site of the work**, who furnishes traffic control devices, delivers the devices to the **first use** location, sets the devices up at the **first use** location, and picks the devices up after the project has been completed is considered a material supplier if, after the initial setup, the prime contractor or subcontractor maintains the devices on the project or the **site of the work** and assumes the responsibility of relocating the devices on a day-to-day basis. Bona fide material suppliers are not covered under DBRA. Thus, their employees are not due Davis-Bacon wages and weekly certified payrolls are not required by NDDOT.

If, after initial setup, the traffic control supplier performs any of the following **more than 20 percent of the time in any given workweek**, it is treated as a subcontractor in the same manner as a temporary employment agency:

Provides regular surveillance, cleaning, routine maintenance, and repair of devices or

Changes the system between stages.

The traffic control supplier's employees would be subject to the provisions of DBRA during the periods while so employed on the federal-aid highway construction project, or the site of the work. Consequently, the employees must be paid the appropriate Davis-Bacon wage, including applicable fringe benefits, for the job classification of work performed. The contractor must acknowledge joint employment and either put the traffic control supplier's employees on its weekly certified payrolls or require the traffic control supplier to generate and provide weekly certified payrolls.

NOTE: If the traffic control supplier's employees are working on two or more federally funded highway construction contracts (held by one or more contractors) in any given workweek, all of the hours worked on the contracts must be combined and considered in determining whether the employees met the 20 percent. Hours worked on commercial, non-government work may be excluded.

6. Truck Owner-Operators

a. DBRA applies to laborers and mechanics, as defined at 29 CFR 5.2(m), and as stated in the Davis-Bacon Act: "regardless of any contractual relationship which may be alleged to exist between the contractor or subcontractor and the laborers and mechanics."

[29 CFR 5.2(m) states: "The term laborer or mechanic includes at least those workers whose duties are manual or physical in nature (including those workers who use tools or who are performing the work of a trade), as distinguished from mental or managerial."] The **only** exception is bona fide owner-operators of trucks (also referred to as independent truck owner-operators or ITOs). Bona fide owner-operators of trucks are not covered under DBRA. However, if the prime contractor or subcontractor is using truck owner-operators for hauling on a federal-aid highway construction project, or the **site of the work**, they must appear on either the prime contractor's or the subcontractor's weekly certified payrolls in LCPtracker. The employee record should include the employee's name, address, telephone number, the last 4 digits of the SSN, and a unique identifying number. The contractor may then check the "owner operator box" on the employee record. This will prevent entry of hourly rates or other paycheck information. Although time onsite may be entered, this is not required. Owner operators should be included in this way on certified payroll for any week for which they worked on a project.

When on the **site of the work** of a federal-aid highway construction project, the actual owner-operator must **drive the truck at all times**. If, for any reason, he or she does not drive the truck, even for a short period of time, the replacement driver must be paid the appropriate Davis-Bacon wage, including applicable fringe benefits, and must appear on weekly certified payrolls showing the hours worked and the wages paid.

The prime contractor is responsible for ensuring compliance with the labor standards provisions of the contract. This includes obtaining subcontracts and weekly certified payrolls as required, as well as monitoring and verifying the status of all truck owner-operators working on a federal-aid highway construction project, or the **site of the work**, either directly for the prime contractor or for its

subcontractors. To determine bona fide owner-operator status, the prime contractor must request, verify, and provide the following information to the project manager-engineer (NDDOT, city, county, or consultant) **BEFORE** the truck owner-operator begins work:

Owner-operator's name;

Valid commercial driver's license;

Vehicle registration in the owner-operator's name;

Current vehicle license number;

Truck number that will or is being used on scale tickets and haul sheets; and

Copies of any signed lease or rental agreements for owner-operator trucks. The lease or rental agreement must be between the driver and a reputable dealership (e.g., Nelson Leasing, Inc., Allstate Peterbilt of Fargo, Inc., W.W. Wallwork, Inc., etc.); not the driver and the prime contractor or the driver and a subcontractor on the project.

According to USDOL, a lease or rental agreement does not constitute ownership. However, NDDOT chooses to recognize lease or rental agreements with reputable dealerships **only**. Those dealerships have no vested interest in when, where, for whom, or if the truck driver works.

Determinations made by the North Dakota Department of Labor (DOL), or any other state agency, concerning independent contractor status for wage and hour, tax, worker's compensation, etc., purposes do not apply to DBRA covered contracts. The North Dakota DOL's determinations concerning independent contractor status are for state wage and hour purposes and are based on state law only. DBRA and USDOL rules and regulations are controlling in wage and hour matters concerning federal-aid highway construction projects.

Owner-operators of other types of equipment are considered employees under DBRA. They must be paid not less than the appropriate Davis-Bacon wage, including applicable fringe benefits, and must be included on the prime contractor's or subcontractors' weekly certified payrolls showing the hours worked and the wages paid.

7. Utility Relocations, Adjustments, and Accommodation

Whenever federal-aid funds are included in utility work, DBRA applies to only that work which is included as part of an NDDOT-let contract. DBRA is not applicable to utility-let contracts, including continuing contracts.

8. Relatives

There are no exceptions from coverage under DBRA on the basis of family relationships, or for relatives who are performing the work of **laborers or mechanics** on a federal-aid highway construction project, or the **site of the work**. They must be paid not less than the appropriate Davis-Bacon wage, including applicable fringe benefits, for the job classification of work performed and must be included on weekly certified payrolls.

M. CONFORMANCE PROCESS

1 . When Conformance Required

When a job classification is not included in the Davis-Bacon wage rate decision incorporated into the contract, the job classification and wage rate, including any fringe benefit amounts, must be conformed after the contract has been awarded. This means the contractor must submit a proposed job classification and base hourly rate, plus any fringe benefits, to the NDDOT Civil Rights Division. The Civil Rights Division forwards the contractor's request to USDOL for approval. Included with the contractor's request must be the following supporting documentation:

2. Request for Authorization of Additional Classification and Rate (SF-1444)

a. Statements by the employees involved concerning whether they agree or disagree with the proposed job classification and wage rate, including fringe benefits where appropriate, or if the employees are unknown, a statement to that effect.

NOTE: Contractors may use Block 16 of the Request for Authorization of Additional Classification and Rate (SF-1444) to provide this information or the Classification & Wage Rate Request – Employee Information (SFN 50043) form provided by NDDOT or additional information concerning the conformance process, including:

A sample letter to NDDOT requesting a job classification and wage rate determination;

The federal requirements;

The USDOL form Request For Authorization of Additional Classification and Rate (SF-1444); and

The Classification & Wage Rate Request – Employee Information (SFN 50043 - Rev. 08/2006) form developed by NDDOT for providing the employee statements.

N. CHILD LABOR LAWS

1. Prohibited Employment - State Law

State child labor provisions establish a minimum age of 14 to be employed and regulate the employment of teens ages 14 and 15. Generally, persons age 14 and 15 are required to file an Employment and Age Certificate (work permit) with NDDOL, are limited in the hours they can work, and are prohibited from performing certain types of work. Prohibited work includes construction work other than cleaning, errand-running, moving, stacking, and loading or unloading materials by hand.

2. Prohibited Employment - Federal Law

Federal child labor laws further limit the types of work that can be performed by teens 14 and 15 years of age and prohibit teens ages 16 and 17 from working in certain occupations USDOL deems to be hazardous. Hazardous work includes:

Manufacturing and storing of explosives; driving a motor vehicle and being an outside helper on a motor vehicle; coal mining; logging and sawmilling; power-driven woodworking machines; exposure to radioactive substances; power-driven hoisting apparatus; power-driven metal-forming, punching, and shearing machines; mining, other than coal mining; meat packaging or processing (including the use of power-driven meat slicing machines); power-driven bakery machines; power-driven paper-product machines; manufacturing brick, tile, and related products; power-driven circular saws, band saws, and guillotine shears; wrecking, demolition, and shipbreaking operations; roofing operations; and excavation operations.

3. Conflict of Federal and State Provisions

When state and federal child labor provisions differ, the more stringent standard prevails and must be followed. For example, if federal law prohibits a type of employment that is allowed under state law, the federal law would apply and the work would be prohibited.

a. In consideration of the foregoing, the following will apply to federal-aid highway construction projects:

Individuals age 14 and 15 may **NOT** work in any construction or repair jobs.

Individuals age 16 and 17 may perform **only** non-hazardous work (laborer or grunt work).

Individuals age 18 and older may perform **any job**, whether hazardous or not

NOTE: According to USDOL and FHWA, flagging is **NOT** considered hazardous work. Therefore, the minimum age for **Flaggers** is 16.

If it is found that an under-aged individual was employed on a federal-aid highway construction project, or the **site of the work**, he or she **MUST** be paid the appropriate Davis-Bacon wage, including applicable fringe benefits, and be shown on the weekly certified payrolls for the time worked.

O. UNCLAIMED PAYCHECKS

If, for any reason, a contractor is unable to deliver a paycheck to a current or former employee, the money must be turned over to the Unclaimed Property Division of the North Dakota Department of Trust Lands. The Unclaimed Property Division makes every effort to reunite the money with its rightful owner or with the rightful owner's heirs. The procedure for turning over unclaimed property to the Department of Trust Lands can be found on their Web site at: www.land.nd.gov. or call 701-328-2800 for needed assistance.

P. EMPLOYEES HIRED THROUGH TEMPORARY EMPLOYMENT AGENCIES

1. Must be paid DBRA wages if covered

Employees, such as Flaggers, who are hired through temporary employment agencies must be paid not less than the appropriate Davis-Bacon wage, including applicable fringe benefits, and must appear on either the contractor's weekly certified payroll or the temporary employment agency's weekly certified payroll when employed on a federal-aid highway construction project, or the site of the work. Since the temporary employment agency is the employer, it is treated as a subcontractor in the same way a company providing traffic control devices would be treated.

The contractor must acknowledge joint employment and either put the employee on its weekly-certified payroll or require the employment agency to generate and provide a weekly certified payroll. If the employee has a wage grievance, the employee would file against the employment agency.

According to USDOL, no subcontract agreement between the contractor and the temporary employment agency is required. Therefore, no Prime Contractor's Request to Sublet (SFN 5682 - Rev. 03-2022) is required. However, NDDOT cautions prime contractors and subcontractors that any agreement they have with a temporary employment agency should clearly indicate that the employees must be paid full Davis-Bacon wages, including fringe benefits where applicable. Any additional charges or fees to be paid to the temporary employment agency must be above and beyond the required Davis-Bacon wages. If an employee has a wage grievance, the prime contractor will be held ultimately responsible for compliance with DBRA. This means if the wages cannot be recouped from the temporary employment agency, the prime contractor will be held responsible for paying the wages.

The above guidance also applies to third-party recruiters or search firms (headhunters) who seek out job candidates when normal recruitment efforts have failed.

Q. BULLETIN BOARDS

1. Required Posters

Note: This list was accurate as of the publication date of this Manual. Because this list is updated on a constant basis by FHWA, please look to the Pre-Construction Conference form or the direction of the Project Engineer or CRD to determine whether a particular poster is necessary or up-to-date. CRD updates the 3 poster set on an ongoing basis.

Contractors can meet these requirements by posting DOT 3350 (1 of 4)(revised 21/2025), DOT 3350 (2 of 4) (revised 2/2026) and DOT 3350 (3 of 4) (revised 2/2026), DOT 3350(4 of 4)(1/2025)revised an adequate EEO policy of the contractor, an adequate EEO grievance policy of the contractor and the applicable Labor Rates (Davis Bacon) from the USDOL. Additionally, the ND minimum wage and work conditions summary poster and the Job Service ND unemployment insurance poster are also required.

Instead of providing their own bulletin board, subcontractors may opt to post their company EEO policy, letters appointing their EEO and DBE officers, and their discrimination complaint procedure on the prime contractor's bulletin board and to share the prime contractor's poster boards and Davis-Bacon wage rate decision.

When a subcontractor is on a federal-aid highway construction project, or the **site of the work**, for less than one week (**seven calendar days**), or when a subcontractor is extremely mobile on a federal-aid highway construction project, or the **site of the work** (e.g., paint strippers, guardrail installers, fencers, etc.), the subcontractor will not be required to provide a **project-site** bulletin board if:

The subcontractor's home office is located in North Dakota.

The subcontractor maintains a bulletin board at their home office location in an area readily accessible to all employees, applicants for employment, and other interested parties.

The bulletin board contains all of the required notices and posters.

The subcontractor provides documentation that their employees are required to check in at the home office on a daily and/or weekly basis and do so.

The subcontractor employees know where the bulletin board is located.

The district in which the subcontractor's home office is located will conduct an annual supplemental review of the subcontractor's bulletin board at the location identified to ensure all of the required notices and posters are displayed, current, and legible. The district will initiate the supplemental review whenever the subcontractor begins working on a federal-aid highway construction project within its jurisdiction, or whenever another district requests a supplemental review be conducted. The supplemental review will then be shared with the other seven NDDOT district offices.

In cases where a subcontractor works away from their home office location and hires local individuals who do not check in at the home office, a copy of each of the required notices and posters must be given to those individuals. The subcontractor must obtain an acknowledgement of receipt from each individual and provide a copy of each acknowledgement to the district in which the federal-aid highway construction

project is located.

During routine labor compliance job-site interviews, contractor employees are asked if they know where the bulletin board is located. Any negative answers by the subcontractor's employees will be brought to the attention of the subcontractor. The allowance for the subcontractor to display the required notices and posters at their home office rather than at the federal-aid highway construction project site will be re-evaluated at that time .

R. LABOR COMPLIANCE JOB-SITE INTERVIEWS

Systematic spot interviews with the contractor's federal-aid highway construction project employees may be conducted by the project manager-engineer (NDDOT, city, county, or consultant), or a representative of the contracting agency (NDDOT). The interviews are used to determine whether the Davis-Bacon wage rate decision and other labor standards provisions of the contract are being fully complied with, and that there is no misclassification of employees. All labor compliance interviews must be completed within the onsite application. In the event a paper form must be used to complete an interview, (for instance, user has no mobile device) the completed form must be uploaded and filed within the onsite application by using the edocuments tab at www.lcptracker.com as soon as you are able to do so.

Each prime contractor and subcontractor will have job-site interviews conducted on at least one federal-aid highway construction project in each NDDOT district annually. All answers and statements made by the employees, whether orally or in writing, are treated as confidential. An employee's identity will not be disclosed to the contractor without the employee's written consent.

A good cross-section of the contractor's project employees will be selected for interviews. Selection criteria will be based on job classification and occupation. Contractors must allow their employees to be interviewed.

S. NDDOT CIVIL RIGHTS DIVISION PERSONNEL

For further information or assistance, contact either of the following:

Ramona Bernard, Director Phone: 701-328-2576
rbernard@nd.gov

Daniel Weaver
Civil Rights Program Administrator Phone: 701-328-2605
dweaver@nd.gov

Civil Rights Division
North Dakota Department of Transportation 608 East Boulevard Avenue
Bismarck, ND 58505-0700
civilrights@nd.gov

T. FEDERAL AND STATE DEPARTMENT OF LABOR PERSONNEL

Jeffrey Simek
Wage and Hour Specialist
U.S. Department of Labor
Room 323
220 East Rosser Avenue
Bismarck, ND 58501-4320
Phone: 701-250-4320

North Dakota Department of Labor
Thirteenth Floor
State Capital
600 East Boulevard Avenue
Bismarck, ND 58505-0340
Phone: 701-328-2660 or
In-State, toll-free; 1-800-582-8032
Email: labor@nd.gov

V. REFERENCE SOURCES

NOTE: The following were used in the development of this handbook but are NOT all inclusive of the federal laws, rules, regulations, regulatory guidance, etc., that are available concerning DBRA coverage and other labor standards provisions of federal-aid highway construction projects.

29 CFR Parts 1, 3, 5, 6, and 7

USDOL Field Operations Handbook - Chapter 15 available online at:

www.dol.gov/whd/FOH/FOH_Ch15.pdf

Required Contract Provisions, Federal-aid Construction Contracts (USDOT Form FHWA 1273 - Rev. 10-23-2023) available online at:

www.fhwa.dot.gov/programadmin/contracts/1273/1273.pdf

Contract Special Provision Mandatory Use of Automated Certified Payroll
<https://www.dot.nd.gov/about-nddot/civil-rights/labor-compliance-program-davis-bacon>
LCPtracker Contractor User Manual

www.lcptracker.com

U. Additional resources

1. Resource 1: CONFORMANCE PROCESS

REQUESTS FOR ADDITIONAL CLASSIFICATIONS AND WAGE RATES

Criteria for the approval of additional classifications and wage rates are set forth in the Code of Federal Regulations, Title 29, Part 5, Subpart A, Section 5.5 (a) (1) (ii). Section 5.5 (a) (1) (ii) (A) states:

"The contracting officer shall require that any class of laborers or mechanics, including helpers, which is not listed in the wage determination and which is to be employed under the contract shall be classified in conformance with the wage determination. The contracting officer shall approve an additional classification and wage rate and fringe benefits therefore only when the following criteria have been met:

The work to be performed by the classification requested is not performed by a classification in the wage determination; and

The classification is utilized in the area by the construction industry; and

The proposed wage rate, including any bona fide fringe benefits, bears a reasonable relationship to the wage rates contained in the wage determination."

Section 5.5 (a) (1) (ii) (B) further states:

"If the contractor and the laborers and mechanics to be employed in the classification (if known), or their representatives, and the contracting officer agree on the classification and wage rate (including the amount designated for fringe benefits, where appropriate), a report of the action taken shall be sent by the contracting officer to the Administrator of the Wage and Hour Division, Employment Standards Administration, U.S. Department of Labor, Washington, DC 20210. The Administrator, or an authorized representative, will approve, modify, or disapprove every additional classification action within 30 days of receipt and will so advise the contracting officer, or will notify the contracting officer within the 30-day period that additional time is necessary."

The U.S. Department of Labor's policy in conforming a job classification and wage rate is:

If the proposed classification is a skilled craft, the proposed rate cannot be less than the lowest rate already established for a skilled job classification in the wage determination.

Exceptions to the skilled job classifications are the Power Equipment Operator and Truck Driver groups.

If the established rate for a skilled job classification varies between counties, the proposed rate cannot be less than the established rate for the county in which the project is located.

If the established rate for a skilled job classification includes a fringe benefit amount, the proposed rate does not have to specify an amount for fringe benefits. The fringe benefit amount could be added to the hourly wage. In other words, the proposed rate must be equal to or higher

than the total of the established hourly rate plus the amount designated for fringe benefits.

NOTE: Requests for Additional Classifications and Wage Rates should be made prior to commencement of work on the contract. For necessary forms and procedures, contact:

Daniel Weaver
Civil Rights Division
North Dakota Department of Transportation 608 East Boulevard Avenue
Bismarck, ND 58505-0700
Telephone: (701) 328-2605 Email: civilrights@nd.gov

2. Resource 2: REQUEST FOR AUTHORIZATION OF ADDITIONAL CLASSIFICATION AND RATE

Standard Form 1444 (Rev. 12-2001)

To access SF-1444, click on the following:

<https://www.gsa.gov/reference/forms/request-for-authorization-of-additional-classification-and-rate>

3. Resource 3: CLASSIFICATION & WAGE RATE REQUEST

EMPLOYEE INFORMATION

North Dakota Department of Transportation, Civil Rights Division SFN 50043 (Rev. 09-2017)

To access SFN 50043, click on the following: www.dot.nd.gov/forms/sfn50043.pdf

NOTE: May be used in lieu of filling out Block 16 of *Request For Authorization of Additional Classification and Rate (Standard Form 1444)*.

4. Resource 4: REQUIRED CONTRACT PROVISIONS, FORM FHWA 1273)

To access Required Contract Provisions, Federal-aid Construction Contracts (USDOT Form FHWA 1273 - Rev. **10-23-2023**), click on the following:

www.fhwa.dot.gov/programadmin/contracts/1273/1273.pdf

5. Resource 5: LCPTRACKER LINKS AND INFORMATION

To establish an Account:

Call the Prime Contractor on the project you are working on, and ask to be set up with an account. If the Prime Contractor does not do this, call (701) 328-2605 at Civil Rights Division and speak to Daniel Weaver.

To sign in to an existing LCPtracker Account: Go to www.lcptracker.com

If you have lost your password, follow the link on the page for lost password. To establish a Prime Approver account after award of Contract:

Call (701) 328-2605 at Civil Rights Division and speak to Daniel Weaver.

To learn more about LCPtracker:

Sign into your account on LCPtracker and view training materials highlighted on at the top of the screen.

As a reminder, the only browser that can used to access LCP Tracker are Microsoft edge, firefox, google chrome, and opera.

To see materials particular to NDDOT

Go to the dot.nd.gov website, and click on Civil Rights which is located under the about tab on the top ribbon, right side of the page:

If you need guidance, please contact the Labor/Contractor Compliance Administrator at (701) 328-2605.