

JOSH GREEN, M.D.  
GOVERNOR  
KE KIA'ĀINA



KEITH A. REGAN  
COMPTROLLER  
KA LUNA HO'OMALU HANA LAULĀ


MEOH-LENG SILLIMAN  
DEPUTY COMPTROLLER  
KA HOPE LUNA HO'OMALU HANA LAULĀ

**STATE OF HAWAII | KA MOKU'ĀINA O HAWAII'**  
**DEPARTMENT OF ACCOUNTING AND GENERAL SERVICES | KA 'OIHANA LOIHELU A LAWELAWE LAULĀ**  
P.O. BOX 119, HONOLULU, HAWAII 96810-0119

December 30, 2022

**COMPTROLLER'S MEMORANDUM NO. 2022-20**

TO: Heads of Departments and Agencies

FROM: Keith A. Regan, Comptroller 

SUBJECT: Hawaii Revised Statutes §103-55.6 (Act 17, SLH 2009) –  
Apprenticeship Program

This memorandum replaces Comptroller's Memorandum No. 2011-25 and clarifies SECTION 3, Qualification Procedures, paragraph A: "Any offeror seeking the preference must be a party to an apprenticeship agreement registered with the department at the time the offer is made for each apprenticeable trade the offeror will employ to construct the public works project for which the offer is being made."

**CONTENTS**

- SECTION 1 Purpose and Applicability
- SECTION 2 Definitions
- SECTION 3 Qualification Procedures
- SECTION 4 Solicitation Procedures
- SECTION 5 Evaluations and Contract Award
- SECTION 6 Contract Administration

**SECTION 1 Purpose and Applicability**

- A. The purpose of these procedures is to implement and administer the 5% bid adjustment for bidders that are parties to apprenticeship agreements pursuant to HRS §103-55.6.

- B. These procedures shall apply to public works contracts that are subject to HRS chapter 103, have an estimated value of \$250,000 or more, and are entered into by a governmental body.

## **SECTION 2 Definitions**

- A. "Apprenticeable trade" shall have the same meaning as "apprenticeable occupation" pursuant to Hawaii Administrative Rules (HAR) §12-30-5.
- B. "Department" means the Department of Labor and Industrial Relations.
- C. "Director" means the director of the Department of Labor and Industrial Relations.
- D. "Employ" means the employment of a person in an employer-employee relationship. All employees listed by the employer on its certified payroll record for the duration of the construction contract in accordance with HRS §104-3 are considered to be "employed" to perform the tradework listed therein.
- E. "Governmental body" means as defined in HRS Section 103D-104.
- F. "Party to an apprenticeship agreement" means party to an apprenticeship program registered with the department.
- G. "Preference" means the 5% by which the qualified offeror's offer amount would be decreased for evaluation purposes.
- H. "Public work" shall be as defined in HRS §104-2 and HAR 12-22-1.
- I. "Registered apprenticeship program" means a construction trade program registered with the department pursuant to HAR §12-30-1 and §12-30-4.
- J. "Sponsor" means an operator of an apprenticeship program and in whose name the program is registered with the department pursuant to HAR §12-30-1.

## **SECTION 3 Qualification Procedures**

- A. Any offeror seeking the preference must be a party to an apprenticeship agreement registered with the department at the time the offer is made for each apprenticeable trade the offeror will employ to construct the public works project for which the offer is being made.

- (1) The apprenticeship agreement shall be registered and conform to the requirements of HRS chapter 372.
- (2) Subcontractors do not have to be a party to an apprenticeship agreement for the offeror to obtain the preference.
- (3) The offeror is not required to have apprentices in its employ at the time of submittal of an offer to qualify for the preference.
- (4) If an offeror's employee is multi-skilled and will be performing work in more than one trade on the subject project, the offeror need only be a party to the apprenticeship agreement for the trade that is the highest paying of the trades to be performed on the project by that multi-skilled employee.

For example, if a project requires a carpenter and a laborer, and the offeror's employee is a carpenter, who is also able to perform the work of a laborer, then the offeror need only be a party to the carpenter's apprenticeship agreement and does not need to be a party to the laborer's apprenticeship agreement in order to qualify for the preference. Because the carpenter's hourly wage is higher than that of the laborer's, the offeror submits a Form 1 for carpentry to qualify for the preference. Under this example, a Form 1 for laborers will be insufficient to qualify for the preference. Accordingly, for such multi-skilled employees, the certified payroll should reflect carpenters and not laborers.

But if instead of multi-skilled employees, an offeror has single-skilled employees, and employs both a carpenter to perform the carpentry work, and a laborer to perform the laborer work, the offeror must be a party to both the carpenter's and laborer's apprenticeship agreements and must submit Form1s for both carpenters and laborers in order to qualify for the preference.

- (5) Qualification for the preference is determined on a project- and offer-specific basis. An offeror's employees may vary from project to project, so an offeror may qualify for the preference on one project, but may not qualify on another project. For example, on one project, if the offeror only employs carpenters to perform work in the carpentry and labor trades, then the offeror only needs to be a party to the carpenter's apprenticeship agreement in order to qualify for the preference. However, on another project if the same offeror employs both carpenters and laborers, then the offeror will not qualify for the

preference if the offeror is only a party to the carpenter's apprenticeship agreement and not the laborer's apprenticeship agreement.

- (6) Qualification for the preference is based at the time of bid. At the time of bid, an offeror is expected to know what tradework it will need to employ or subcontract to complete the work, and, therefore, which trades would appear in its weekly certified payroll records for the project. Determination for qualification will be based on the wages as specified by the Department of Labor and Industrial Relations in its published wage rates schedule bulletin at the time of bid. If an offeror submits false information to obtain a preference, they could be subject to sanctions as set forth in SECTION 6, paragraph C.

B. The department shall:

- (1) Develop and maintain a list of construction trades in registered apprenticeship programs which conform to HRS Chapter 372; and
- (2) Electronically post the list, including any amendments, on the department's website.

C. Offeror is responsible to comply with all submission requirements for registration of its apprenticeship program before requesting a preference.

D. Offeror shall provide a certification by the sponsor of the respective registered apprenticeship programs covering the relevant trade(s) for the public works project.

E. *Certification Form 1* issued by the department shall include:

- (1) Contractor information;
- (2) Solicitation reference;
- (3) Trade(s);
- (4) Name of apprenticeship sponsor;
- (5) Signature of authorized official and date of signature of apprenticeship program sponsor certifying that the contractor is a participant in the program, and that the program is registered with the department;

- (6) Contact information for sponsor's authorized representative signing the form;
- (7) Number of apprentices enrolled in the program, number who successfully completed the apprenticeship program in the past 12 months, including whether the contractor is signatory to a collective bargaining agreement for that trade or, if not, provide for attachment a copy of the agreement between the contractor and the program.

#### **SECTION 4 Solicitation Procedures**

- A. The procurement officer shall determine whether the solicitation is for a public works construction project with an estimated value of \$250,000 or more, provided that even if all offers submitted are less than \$250,000, the preference shall be applied.
- B. The solicitation for a public works construction project with an estimated value of \$250,000 or more shall include apprenticeship preference provisions which indicate the following:
  - (1) Allow offeror seeking to claim the preference to state the trades the offeror will employ to perform the work;
  - (2) For each trade to be employed to perform the work, the offeror shall submit a completed signed original *Certification Form 1* verifying participation in an apprenticeship program registered with the department;
  - (3) The *Certification Form 1* shall be authorized by an apprenticeship sponsor of the department list of registered apprenticeship programs. The authorization shall be an original signature by an authorized official of the apprenticeship sponsor; and
  - (4) The completed *Certification Form 1* for each trade must be submitted by the offeror with the offer. A facsimile or copy is acceptable to be submitted with the offer; however, the signed original must be submitted within five (5) working days of the due date of the offer. If the signed original is not received within this timeframe, the preference may be denied. Previous certifications shall not apply unless allowed by the solicitation.

- C. Upon receiving *Certification Form 1*, the procurement officer will verify with the department that the apprenticeship program is on the list of apprenticeship programs registered with the department. If the programs are not confirmed by the department, the offeror will not qualify for the preference.

## **SECTION 5 Evaluation and Contract Award**

- A. If the offeror certifies participation in an apprenticeship program for each trade which will be employed by the offeror for the project, the procurement officer shall apply the preference and decrease the offeror's total bid amount by five per cent (5%) for evaluation purposes.
- B. Should the offeror qualify for other statutory preferences (for example, Hawaii products), all applicable preferences shall be applied to the offeror's price.
- C. The contract amount shall be the original offer amount, exclusive of any preference. The preference is only for evaluation purposes.
- D. Any claims challenging an offeror's representation that the offeror is a participant in an apprenticeship program(s) as claimed shall be submitted to the procurement officer. The procurement officer will refer the challenge to the Department of Labor and Industrial Relations, which shall investigate any such claims and shall make a determination.

## **SECTION 6 Contract Administration**

- A. For the duration of a contract awarded utilizing the apprenticeship preference, the contractor shall certify each month that work is being conducted on the project and that it continues to be a participant in the relevant apprenticeship program for each trade it employs.
- B. Monthly certification shall be made on *Monthly Certification Form 2* prepared and made available by the department, be a signed original by the respective apprenticeship program sponsor's authorized official, and submitted by the contractor with its monthly payment requests.
- C. Should the contractor fail or refuse to submit its monthly certification forms or, at any time during the construction of the project, cease to be a party to a registered apprenticeship agreement for each apprenticeable trades the contractor employs, or will employ, the contractor will be subject to the following sanctions:

- (1) Withholding of the requested payment until the required form(s) are submitted;
  - (2) Temporary or permanent cessation of work on the project, without recourse to breach of contract claims by the contractor, provided the agency shall be entitled to restitution for nonperformance or liquidated damages claims; or
  - (3) Proceed to debar or suspend pursuant to HRS §103D-702.
- D. Should a contractor list any employee on its weekly certified payroll record submitted to the Department which indicates there were other apprenticable trades to which the contractor should have provided a Form 1 to qualify for the preference, and the contractor was awarded the contract due to application of the preference, the contractor will be subject to the sanctions noted above in paragraph C.
- E. If events such as “acts of God,” acts of a public enemy, acts of the State or any other governmental body in its sovereign or contractual capacity, fires, floods, epidemics, freight embargoes, unusually severe weather, strikes or other labor disputes prevent the contractor from submitting the certification forms, the contractor shall not be penalized as provided herein, provided the contractor completely and expeditiously complies with the certification process when the event is over.