



The Impact of the New Davis Bacon Rule

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On August 8, 2023, the United States Department of Labor finally published its long-awaited Davis Bacon rule. The DOL's 812 pages of rule justifications and explanations contain many substantial changes which will both expand the scope of work covered by Davis Bacon and which will change the way that the DOL administers the Act. Unless blocked by legal action, the new rule will take effect around October 23, 2023.

The DOL's new rule represents the most significant Davis Bacon rulemaking in 40 years, and there's a lot to unpack. This is the first in a series of three explanatory articles that will examine the most significant of the changes and some of their practical effects.

These changes fall within 1 of 3 general categories:

1. Changes that expand the scope of Davis Bacon to cover locations and workers not previously covered.
2. Changes that will affect the way the prevailing wage is calculated and applied.
3. Changes that will increase employer's responsibilities with regard to complying with Davis Bacon and increase the severity of failing to comply.

This article will explore and explain the most significant of the expansions in the scope and coverage of Davis Bacon contained in the new rule.

Expanding the coverage of Davis Bacon

Davis Bacon requires that prevailing wages must be paid to “all mechanics and laborers employed on the site of the work” and defines laborers and mechanics as those workers whose duties are manual or physical in nature. The “site of work” is generally defined as the physical place or places where the building or work will remain.

While these definitions sound simple, for decades the Department of Labor has been working to expand the coverage of Davis Bacon by increasing the categories of workers considered to be “laborers and mechanics” covered by the Act and by expanding the definition of the “site of work” to include locations that are not part of the physical site of construction.

The Department of Labor’s August 8, 2023 final rule creates the most substantial expansion in the history of the Act. These expansions include:

A. Materials suppliers are only exempt if they meet certain tests. Material suppliers were normally exempt from Davis Bacon requirements. However, this is no longer always the case, and to be exempt from Davis Bacon under the new Rule, a material supplier must meet all of the following criteria:

1. Its obligation for work on the contract or project must be strictly limited to **only** the delivery of materials, supplies or equipment and incidental activities such as loading or unloading. This can include the pickup of those materials/supplies/equipment from the jobsite, but an employer that only picks up materials without also engaging in delivery is not considered to be a material supplier exempt from Davis Bacon.
2. The material supplier must have facilities that manufacture the materials, supplies or equipment used for the contract or project.
3. The material supplier cannot be located on the primary or secondary construction site.
4. The material supplier was either established before the opening of bids on the contract or is not dedicated nearly exclusively to the performance of the contract.
5. The material supplier does not engage in any covered work on the site.

If an employer fails to meet all of these criteria, they are not a material supplier exempt from Davis Bacon’s requirements.

B. More truck drivers will be covered by Davis Bacon. Normally, the transportation of materials or supplies to or from the site of work is not covered by Davis Bacon. This will change under the new Rule, which expands the categories of transportation work that will be covered to include:

1. Transportation of one or more significant portions ¹of the building or work between a secondary construction site² and the primary construction site.
2. Transportation between an adjacent or virtually adjacent dedicated support site and either the primary construction site or secondary construction site.
3. Time spent on the site loading, unloading, or waiting for materials to be loaded or unloaded - if the driver's time aggregated on a daily or weekly basis is more than *de minimis*.

Under the new *de minimis* standard, all time spent by truck drivers on a work site during a workday or work week will be aggregated for purposes of determining if that on site time is *de minimis*. This new rule (which the Department of Labor mischaracterizes as a “clarification”) will bring a significant number of truck drivers under Davis Bacon and require their employers to keep track of their time actually spent on site on a daily basis.

Truck owner-operators who are bona fide independent contractors are not subject to the requirements of Davis Bacon, although it is important to note that any employees hired by truck owner-operators are covered by Davis Bacon and that owner-operators of other construction equipment such as bulldozers are also covered by Davis Bacon.

C. Off-site modular construction will be covered by Davis Bacon. Under the new rule, the “site of work” will be expanded to include any site where:

1. A significant portion of a building or work is constructed.
2. If the site is dedicated exclusively or nearly exclusively to the performance of a covered project or contract for a period of time.

This means that if a significant portion of the structure under construction is prefabricated at a dedicated site, then the fabrication of the module or component would be work covered by Davis Bacon and the location where the module is being completed would be considered part of the site of work.

D. Flaggers are covered. Safety flaggers are considered to be working on the site of construction and covered by Davis Bacon if they are working virtually adjacent to the primary

¹ A “significant portion” of a building or work is a section or segment of a building or work which will only require minimal construction work to complete other than the installation or final assembly at the place where the building will remain. This definition does not include materials or prefabricated component parts such as prefabricated housing components.

²A “secondary” construction site is defined as a site where a significant portion of the building or work is constructed if the construction is for a specific use, the site is not being used for the manufacture or construction of a product made available to the general public and the site was either established specifically for the performance of the contract or project or if it is dedicated nearly exclusively to the performance of the contract or project for a specific period of time.

construction site – a flagger working a “short distance down a highway” from a project would be covered.

E. Many survey workers would be covered by Davis Bacon. –The new rule attempts to resolve the long-standing dispute as to whether or not survey workers are “laborers and mechanics” covered by Davis Bacon. Noting much disagreement on this subject, the Department concluded that “whether or not a specific survey crew member is covered by Davis Bacon is a question of fact which takes into account the actual duties performed by the worker and whether the duties are manual or physical in nature, including the use of tools or work of a trade”. A survey crew member who spends most of their time taking or assisting in taking measurements would likely be covered by Davis Bacon (if they do not meet the test for an exempt professional) if their work is performed on site, immediately prior to or during construction, and in direct support of construction crews. Given the broad definition of subcontractor³, it does not seem to matter whether they are performing these duties as an employee of a construction contractor or as the employee of a professional survey company.

F. The coverage of demolition work would be expanded. Demolition work where the demolition and/or removal activities themselves were the project (for example, asbestos abatement) has traditionally been covered by Davis Bacon. However, the new rule has significantly expanded the scope of demolition activities that would be covered by Davis Bacon to include demolition in situations where subsequent construction that would be covered by Davis Bacon is planned or contemplated⁴ at the site of the demolition either as part of the same contract or as part of a future contract.

G. Energy infrastructure and related activities will be unequivocally covered. The installation of solar panels, wind turbines, broadband installation and the installation of electric car chargers will be explicitly covered by Davis Bacon.

What's next?

Unless blocked by a federal court, the new Davis Bacon rule will go into effect on or about October 23, 2023. However, it is likely that several interested parties will challenge various aspects of this new rule in court. As part of these challenges, the challengers will ask the federal court to enjoin (or block) the enforcement of the new rule until the court processes are resolved.

In the normal litigation process, the affected parties would file a lawsuit in federal district court challenging the Department of Labor’s authority to make the new rule, arguing that the DOL exceeded its authority by changing the scope and coverage of Davis Bacon, which only

³ The new rule defines “subcontractor” as “any contractor that agrees to perform or to be responsible for the performance of **any** part of a contract that is subject wholly or in part to the labor standards provisions of Davis Bacon and Davis Bacon related Acts.

⁴ The factors used to determine whether subsequent construction is “contemplated” include the existence of engineering or architectural plans or surveys for the subsequent construction, the allocation of or application for federal funds for subsequent construction, contract negotiations or bid solicitations for subsequent construction, or the stated intent of relevant government officials that there will be subsequent construction.

Congress has the power to do. The federal court would hear evidence, review legal briefs and filings, and issue a decision.

Following the decision of the federal district court, the matter would move up to the appellate court when the party that did not prevail before the district court files an appeal. After the appellate court has reached a decision, the matter will probably come before the United States Supreme Court for final decision.

It is likely that it will take more than a year for the enforceability of the new rule to be fully adjudicated.

This article is intended to be a brief explanation of some of the more significant aspects of the new Davis Bacon rule. It is not intended to be an exhaustive explanation of the 812-page rule-making and does not constitute legal advice. Davis Bacon and the Davis Bacon Related Acts are complex statutes with decades of case law and numerous applicable regulations, and specific questions should be addressed with legal counsel.

The next article in this series will address the changes to the methods that the DOL uses to determine how the prevailing wage will be calculated under the new rule.