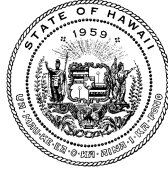


DAVID Y. IGE  
GOVERNOR



CURT T. OTAGURO  
COMPTROLLER  
  
AUDREY HIDANO  
DEPUTY COMPTROLLER

**STATE OF HAWAII**  
**DEPARTMENT OF ACCOUNTING AND GENERAL SERVICES**  
P.O. BOX 119, HONOLULU, HAWAII 96810-0119

TESTIMONY  
OF  
CURT T. OTAGURO, COMPTROLLER  
DEPARTMENT OF ACCOUNTING AND GENERAL SERVICES  
TO THE  
SENATE COMMITTEE ON WAYS AND MEANS  
ON  
MARCH 28, 2019, 10:15 A.M.  
CONFERENCE ROOM 211, STATE CAPITOL

H.B. 158, HD1, SD1  
RELATING TO LABOR

Chair Dela Cruz, Vice Chair Keith-Agaran, and Members of the Committee, thank you for the opportunity to submit testimony on H.B. 158, HD1, SD1.

The Department of Accounting and General Services (DAGS) supports the intent of fair wages but has strong concerns regarding this language in the proposed legislation for the following reasons:

- We are concerned that this is written too broadly and will have the unintended consequence of adversely impacting furniture and equipment contracts.

Unlike most activities covered under HRS §103-55, furniture and equipment contracts are almost exclusively for the provision of goods. However, they often involve a small component of 'service' activities to install/furnish the items (i.e. delivery, assembly, positioning, commissioning, etc). These activities are often performed by the manufacturer (or its representative) and have minimal work which could be classified as construction under Chapter

104. Since the award amount for a furniture and/or equipment contract can easily exceed the \$25,000 contract threshold to furnish/equip new buildings (or multiple locations), it would trigger the certified payroll requirement. For example, we are very concerned that this legislation could be construed to require us to pay furniture movers as construction laborers on a construction site to provide the 'service' of installing/furnishing furniture and/or equipment work. This would also require furniture and/or equipment manufacturers, who are not accustomed to the regulations governing construction and certified payrolls, to provide them. In addition, this legislation may unintentionally raise the cost to the State of procuring furniture and equipment. We respectfully request that furniture and equipment contracts be exempted (in addition to those types of contracts already exempted under HRS §103-55(c)).
- Consideration should also be given to the possibility that other types of contracts, not currently exempted under HRS §103-55(c), may fall into the same category as furniture and equipment contracts (i.e. contracts that have only a small component involved in the delivery of a 'service').
  - This requirement will also increase the administrative burden associated with service and maintenance contracts.
  - We respectfully request that existing contracts be exempted since these requirements were not part of the agreement and may affect the pricing of the services being provided.

Thank you for the opportunity to submit testimony on this matter



**HAWAII LABORERS-EMPLOYERS COOPERATION AND EDUCATION TRUST**  
650 Iwilei Road, Suite 285 • Honolulu, HI 96817 • Phone: 808-845-3238 • Fax: 808-845-8300 • URL: [hilecet.org](http://hilecet.org)

March 26, 2019

**HAWAII STATE SENATE  
COMMITTEE ON WAYS AND MEANS**

DATE: Thursday, March 28, 2019  
TIME: 10:15 AM  
PLACE: Conference Room 211  
State Capitol  
415 South Beretania Street

**RE: SUPPORT FOR HB158 HD1 SD1 - RELATING TO LABOR LAW COMPLIANCE FOR GOVERNMENT CONTRACTS**

**Aloha Chair Dela Cruz, Vice Chair Keith-Agaran, and members of the Committee on Ways and Means:**

The Hawaii Laborers-Employers Cooperation and Education Trust (LECET) is a labor-management partnership between the 5000+ members of the Hawaii Laborers' International Union of North America Local 368 and its 250+ unionized contractors. The Laborers' International Union of North America is the largest construction union in the United States with over 600,000 members.

**Hawaii LECET SUPPORTS HB158 HD1 SD1** which would require contractors for government service projects to submit certified payrolls to demonstrate compliance with wage and hour requirements.

Currently, Chapter 103 Service and Maintenance contracts do not have any requirements to submit certified payroll affidavits. Without this requirement, there is no safeguard to ensure that workers are being paid the proper wages. Unlike Chapter 104 Public Works Projects which require the weekly submission of certified payroll affidavits, Chapter 103 projects are being procured through a government service contract with no safeguards to ensure that wages and hours are being properly paid.

In addition, reports from contractor associations indicate that there is a strong possibility that unscrupulous contractors are not paying the proper wages in order to win the low bid on these contracts. This affects not only the workers who are not being paid properly, but also affects the bidding on Chapter 103 Service and Maintenance contracts. HB158 HD1 will ensure that there is fair competition and that workers are protected.

Hawaii LECET would like to further propose the attached amendments which address concerns brought up in previous hearings. In particular, we have been working with the Department of Labor and Industrial Relations to incorporate changes into the attached amendments. We ask for your consideration and support of these amendments for HB158 HD1 SD1.

With respect,

Hawaii Laborers-Employers Cooperation  
and Education Trust

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# A BILL FOR AN ACT

RELATING TO LABOR LAW COMPLIANCE FOR GOVERNMENT CONTRACTS.

**BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF HAWAII:**

SECTION 1. Section 103-55, Hawaii Revised Statutes, is amended to read as follows:

**"§103-55 Wages, hours, and working conditions of employees of contractors performing services.** (a) Before any offeror enters into a contract to perform services in excess of \$25,000 for any governmental agency, the offeror shall certify that the services to be performed will be performed under the following conditions:

(1) Wages. The services to be rendered shall be performed by employees paid at wages or salaries not less than the wages paid to public officers and employees for similar work~~[.]~~, as follows:

~~(A) For contracts for services performed by laborers and mechanics, the contractor or the contractor's subcontractor shall pay all mechanics and laborers employed on the job site, unconditionally and not less often than once a week and without deduction or rebate on any account, except as allowed by law, the full amounts of the mechanics' and laborers' wages including overtime, accrued to not more than five working days prior to the time of payment, regardless of any contractual relationship which may be alleged to exist~~

~~between the contractor or subcontractor and the laborers and mechanics. A give a copy of the rates of wages shall be given~~ to each laborer and mechanic employed under the contract by the contractor at the time each laborer and mechanic is employed; provided that the contractor does not have to provide the contractor's employees the wage rate schedules where there is a collective bargaining agreement; ~~and.~~

~~(B) The governmental contracting agency may withhold from the contractor so much of the accrued payments as the governmental contracting agency may consider necessary to pay, to the laborers and mechanics employed by the contractor or any subcontractor on the job site, the difference between the required wages and the wages received and not refunded by the laborers and mechanics; and~~

(2) Compliance with labor laws. All applicable laws of the federal and state governments relating to workers' compensation, unemployment compensation, payment of wages, and safety will be fully complied with.

(b) For contracts for services performed by laborers and mechanics, the governmental contracting agency may withhold from the contractor so much of the accrued payments as the governmental contracting agency may consider necessary to pay to the laborers and mechanics employed by the contractor or any subcontractor on the job site the difference between the required wages and the wages received and not refunded by the laborers and mechanics.

(bc) Every contract covered under this section for services performed by laborers and mechanics and the specifications for the

contract shall contain a provision that a certified copy of all payrolls shall be submitted weekly to the governmental contracting agency for review. The contractor shall be responsible for the submission of certified copies of the payrolls of all subcontractors. The certification shall affirm that the payrolls are correct and complete, the wage rates contained therein are not less than the applicable rates, and the classifications set forth for each laborer or mechanic conform with the work the laborer or mechanic performed. Any certification discrepancy found by the governmental contracting agency shall be reported to the contractor and the ~~agency director of labor and industrial relations~~ to effect compliance.

Payroll records for all laborers and mechanics working at the site of the work shall be maintained by the contractor and the contractor's subcontractors, if any, during the course of the work and preserved for a period of three years thereafter. The records shall contain the name of each employee, the employee's correct classification, rate of pay, daily and weekly number of hours worked, deductions made and actual wages paid. The contractor shall make payroll records available for examination within ten days from the date of a written request by a governmental contracting agency, ~~director of labor and industrial relations,~~ or any authorized representatives thereof. ~~Any contractor who:~~

~~(1) Fails to make payroll records accessible within ten days;~~

~~(2) Fails to provide information requested for the proper enforcement of this chapter within ten days; or~~

~~(3) Fails to keep or falsifies any record required under this chapter;~~

~~shall be assessed a penalty as provided in section 104-22(b).~~

~~The administration and enforcement of the requirement for certified payroll records pursuant to this subsection shall be in the same manner as sections 104-4, 104-21 through 104-28, and 104-33 in relation to service contracts.~~

(d) For contracts for services performed by laborers and mechanics, the governmental contracting agency shall:

(1) Pay or cause to be paid, within sixty days of a determination made by the contracting agency, directly to laborers and mechanics, from any accrued payment withheld under the terms of the contract, any wages or overtime compensation found to be due to laborers or mechanics under the terms of the contract subject to this section;

(2) Order any contractor to pay, within sixty days of a determination made by the contracting agency, any wages or overtime compensation which the contractor, or any of the contractor's subcontractors, should have paid to any laborer or mechanic under any contract subject to this section.

~~[(b)]~~ (ee) No contract to perform services for any governmental contracting agency in excess of \$25,000 shall be granted unless all the conditions of this section are met. Failure to comply with the conditions of this section during the period of contract to perform services shall result in cancellation of the contract, unless such noncompliance is corrected within a reasonable period as determined by the procurement officer. Final payment of a contract or release of bonds or both shall not be made unless the procurement officer has determined that the noncompliance has been corrected.

It shall be the duty of the governmental contracting agency

awarding the contract to perform services in excess of \$25,000 to enforce this section.

[~~(e)~~] (~~d~~f) This section shall apply to all contracts to perform services in excess of \$25,000, including contracts to supply ambulance service and janitorial service.

This section shall not apply to:

- (1) Managerial, supervisory, or clerical personnel;
- (2) Contracts for supplies, materials, or printing;
- (3) Contracts for utility services;
- (4) Contracts to perform personal services under section 46-33(7), (8), and (9), section 76-16(b)(2), (3), (12), and (15), and section 76-77(7), (8), and (12);
- (5) Contracts for professional services;
- (6) Contracts to operate refreshment concessions in public parks, or to provide food services to educational institutions;
- (7) Contracts to provide transportation services for school children; or
- (8) Contracts with nonprofit institutions."



Testimony of  
Christopher Delaunay, Government Relations Manager  
Pacific Resource Partnership

Senate Committee on Ways and Means  
The Honorable Donovan M. Dela Cruz, Chair  
The Honorable Gilbert S.C. Keith-Agaran, Vice Chair

HB 158, HD1, SD1 - Relating to Labor Law Compliance For Government Contracts

Thursday, March 28, 2019  
10:15 A.M.  
Conference Room 211

Aloha Chair Cruz, Vice Chair Keith-Agaran, and Members of the Committee:

Pacific Resource Partnership (PRP) **supports** HB 158 HD1, SD1 which specifies requirements for contractor or subcontractor payment to all mechanics and laborers employed on a government service contract job site; permits government contracting agencies to withhold accrued payments as necessary to pay mechanics and laborers; requires that contractors for public works projects maintain and submit weekly certified payroll records to demonstrate compliance with wage and hour requirements; and specifies penalties for noncompliance.

Currently, there are no safeguards to ensure that workers on Chapter 103 government service contracts are being paid correctly. Without appropriate safeguards in place, unscrupulous contractors bidding on government service contracts can use unfair labor practices to reduce their bid price, such as not paying appropriate wages and benefits to workers.

By implementing a certified payroll process for government service contracts, we can ensure that there is fair competition and that local workers are being paid fairly.

We understand that the committee report from the Committee on Labor, Culture, and the Arts requested that stakeholders come together to further refine the language of the bill. To that end, we support the recommended amendments put forward by LECET, which has been working diligently on this bill for the past several months.

Therefore, we respectfully ask for your favorable passage of HB 158 HD1, SD1. Thank you for this opportunity to testify.





## **HAWAII REGIONAL COUNCIL OF CARPENTERS**

Senate Committee on Ways and Means  
The Honorable Donovan M. Dela Cruz, Chair  
The Honorable Gilbert S.C. Keith-Agaran, Vice Chair

Thursday, March 28, 2019, 10:15AM  
State Capitol Room 211

HB158, HD1, SD1 – Relating to Labor

Statement of the Hawaii Regional Council of Carpenters – Support for HB158, HD1, SD1

Aloha Chair Dela Cruz, Vice Chair Keith-Agaran, and Members of the Committee:

The Hawaii Regional Council of Carpenters supports HB158, HD1, SD1, which would specify requirements for contractor or subcontractor payment to all mechanics and laborers employed on a government service contract job site, permit governmental contracting agencies to withhold accrued payments as necessary to pay mechanics and laborers, require that contractors for public works projects maintain and submit weekly certified payroll records to demonstrate compliance with wage and hour requirements, and establish penalties for noncompliance.

HB158, HD1, SD1 seeks to provide a clear and effective mechanism to carry out the existing provisions in HRS 103-55(a), which already require that for government contracts, “services to be rendered shall be performed by employees paid at wages or salaries not less than the wages paid to public officers and employees for similar work,” and that “all applicable laws of the federal and state governments relating to workers' compensation, unemployment compensation, payment of wages, and safety will be fully complied with.”

In contrast to government-sponsored public works projects, where construction wages can be clearly verified through certified payrolls submitted in compliance with HRS 104, there is currently no way to ensure that workers on government service contracts are indeed being paid correctly. In the absence of such a mechanism, contractors bidding on government service contracts can unfairly reduce their bid price by skimping on appropriate wages and benefits.

By implementing a certified payroll process for government service contracts, we can ensure a level playing field for all bidders and that local workers are being paid fairly.

We understand that the committee report from the Committee on Labor, Culture, and the Arts requested that stakeholders come together to further refine the language of the bill. To that end, we support the recommended amendments put forward by LECET, which has been working diligently on this bill for the past several months.

Mahalo for the opportunity to provide these comments in support of HB158, HD1, SD1.

### **STATE HEADQUARTERS & BUSINESS OFFICES**

**OAHU:** 1311 Houghtailing Street, Honolulu Hawaii 96817-2712 • Ph. (808) 847-5761 Fax (808) 440-9188  
**HILO OFFICE:** 525 Kilauea Avenue, Room 205, Hilo, Hawaii 96720-3050 • Ph. (808) 935-8575 Fax (808) 935-8576  
**KONA OFFICE:** 75-126 Lunapule Road, Kailua-Kona, Hawaii 96740-2106 • Ph. (808) 329-7355 Fax (808) 326-9376  
**MAUI OFFICE:** 330 Hookahi Street, Wailuku, Maui 96793-1449 • Ph. (808) 242-6891 Fax (808) 242-5961  
**KAUAI OFFICE:** Kuhio Medical Ctr Bldg., 3-3295 Kuhio Hwy, Suite 201, Lihue, Kauai 96766-1040 • Ph. (808) 245-8511 Fax (808) 245-8911

**HB-158-SD-1**

Submitted on: 3/27/2019 7:26:25 AM

Testimony for WAM on 3/28/2019 10:15:00 AM

Submitted By	Organization	Testifier Position	Present at Hearing
	Testifying for Landscape Association of Hawaii	Support	No

Comments:

Landscape Association of Hawaii supports HB159 SD1 and Hawaii LECET's amendments they worked on with DLIR and Leonard Hoshijo.

DAVID Y. IGE  
GOVERNOR

JOSH GREEN  
LIEUTENANT GOVERNOR



SCOTT T. MURAKAMI  
DIRECTOR

LEONARD HOSHIJO  
DEPUTY DIRECTOR

STATE OF HAWAII  
DEPARTMENT OF LABOR AND INDUSTRIAL RELATIONS  
830 PUNCHBOWL STREET, ROOM 321  
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Phone: (808) 586-8844 / Fax: (808) 586-9099  
Email: [dlir.director@hawaii.gov](mailto:dlir.director@hawaii.gov)



March 28, 2019

To: The Honorable Donovan M. Dela Cruz, Chair,  
The Honorable Gilbert S.C. Keith-Agaran, Vice Chair, and  
Members of the Senate Committee on Ways and Means

Date: Thursday, March 28, 2019  
Time: 10:15 a.m.  
Place: Conference Room 211, State Capitol

From: Scott T. Murakami, Director  
Department of Labor and Industrial Relations (DLIR)

**Re: H.B. No. 158 H.D. 1 S.D. 1 RELATING TO LABOR LAW  
COMPLIANCE FOR GOVERNMENT CONTRACTS**

**I. OVERVIEW OF PROPOSED LEGISLATION**

HB158 HD1SD1 proposes to amend section 103-55(a), Hawaii Revised Statutes (HRS), to add requirements that contractors performing work under service contracts over \$25,000:

- pay their workers at least once a week,
- furnish a copy of the wage rates to each laborer and mechanic employed under the service contract when there is no collective bargaining agreement,
- allows the governmental contracting agency to withhold from the contractor accrued payments the governmental contracting agency considers necessary to pay the laborers and mechanics employed on the job site, and
- requires that service contracts specify that weekly certified payrolls be submitted to the governmental contracting agency for review.

Penalty for failure to comply shall be assessed as provided in §104-22(b). The administration and enforcement of certified payroll records for government service contract work would "be in the same manner" as §§104-4, 104-21 through 104-28, and 104-33.

DLIR has concerns about the proposal and suggests an amendment.

## **II. CURRENT LAW**

§103-55 applies to government service contracts and is under the jurisdiction of the governmental contracting agency awarding the contract to perform services. §103-55(b) states, "It shall be the duty of the governmental contracting agency awarding the contract to perform services in excess of \$25,000 to enforce this section."

§103-55(c) states that this section shall apply to service contracts, including contracts to supply ambulance service and janitorial service, but shall not apply to managerial, supervisory, or clerical personnel; contracts for supplies; contracts for utility services; contracts to perform personal services; contracts for professional services; contracts to operate refreshment concessions in public parks or to provide food services to educational institutions; contracts to provide transportation services for school children; or contracts with nonprofit institutions.

§103-55(a) requires contractors performing services in excess of \$25,000 for government agencies to pay rates not less than public employees would earn at the same rates and to certify prior to entering into the government contract that the contractor will pay its employees performing those services at wages or salaries not less than the wages paid to public employees for similar work. §103-55(a) also requires compliance with all applicable federal and state labor laws.

## **III. COMMENTS ON THE HOUSE BILL**

DLIR recommends deleting the references to Chapter 104, HRS, on page 4 lines 17-21.

# Hawai'i Construction Alliance



P.O. Box 179441  
Honolulu, HI 96817  
(808) 220-8892

March 28, 2019

The Honorable Donovan Dela Cruz, Chair  
The Honorable Gilbert S.C. Keith-Agaran, Vice Chair  
Senate Committee on Ways and Means

**RE: Strong Support for HB158 HD1 SD1, RELATING TO LABOR LAW  
COMPLIANCE FOR GOVERNMENT CONTRACTS**

Dear Chair Dela Cruz, Vice-Chair Agaran, and members:

The Hawai'i Construction Alliance is comprised of the Hawai'i Regional Council of Carpenters; the Laborers' International Union of North America, Local 368; the Operative Plasterers' and Cement Masons' Union, Local 630; International Union of Bricklayers & Allied Craftworkers, Local 1; and the Operating Engineers, Local Union No. 3. Together, the member unions of the Hawai'i Construction Alliance represent 15,000 working men and women in the basic crafts of Hawai'i's construction industry.

The Alliance is in support of this bill as it gives much needed transparency to wages that are paid to workers on large government contracts. Many of these contracts are in excess of \$500,000, and some range in the millions of dollars. With virtually no oversight, workers can easily be taken advantage of and forced to work at below minimum wage, or without overtime.

Certified payrolls are an important step toward ensuring that workers are paid the correct wages and receive adequate compensation for what can be hazardous and difficult work.

Therefore, we strongly ask for your committee's favorable action on HB158 HD1 SD1.

Mahalo,

A handwritten signature in black ink, appearing to read "Nathaniel Kinney".

Nathaniel Kinney  
Executive Director  
Hawai'i Construction Alliance  
execdir@hawaiiconstructionalliance.org







# LiUNA!

**LATE**

**PETER A. GANABAN**  
*Business Manager/  
Secretary-Treasurer*

**ALFONSO OLIVER**  
*President*

**JOBY NORTH II**  
*Vice President*

**TONI FIGUEROA**  
*Recording Secretary*

**JAMES DRUMGOLD JR.**  
*Executive Board*

**ORLANDO PAESTE**  
*Executive Board*

**JOSEPH YAW**  
*Executive Board*

**MARTIN ARANAYDO**  
*Auditor*

**RUSSELL NAPIHA'A**  
*Auditor*

**MARK TRAVALINO**  
*Auditor*

**ALFRED HUFANA JR.**  
*Sergeant-At-Arms*

**TESTIMONY OF RYAN K. KOBAYASHI  
GOVERNMENT AND COMMUNITY RELATIONS DIRECTOR  
HAWAII LABORERS UNION LOCAL 368**

**COMMITTEE ON WAYS AND MEANS**

**NOTICE OF HEARING**

**DATE:** Thursday, March 27, 2019  
**TIME:** 10:15 a.m.  
**PLACE:** Room 211

**TESTIMONY IN SUPPORT OF HB158 HD1 RELATING TO LABOR LAW  
COMPLIANCE FOR GOVERNMENT CONTRACTS**

**ALOHA COMMITTEE CHAIR DELA CRUZ; VICE-CHAIR KEITH-AGARAN,**

My name is Ryan K. Kobayashi, Government and Community Relations Director for the Hawaii Laborers Union, Local 368. The Hawaii Laborers Union is made up of over 5000 working and retired members across the State of Hawaii. We **SUPPORT HB158 HD1** which would require service providers for government contracts to provide certified payrolls to the contracting government entity.

Presently, unlike Chapter 104 public works projects, there are no safeguards and no way to efficiently verify if wages and hours are being properly paid under Chapter 103 government service contracts that are outsourced from public sector unions.

Reports from contractors associations are that it is difficult to compete with unscrupulous contractors on Chapter 103 government service projects that are outsourced due to wage violations that unscrupulous employers may impose upon their workers.

Therefore, to help ensure a level playing field between fair contractors and those who would seek to abuse the government contracting process as well as their employees, the Hawaii Laborers' Union, **SUPPORTS HB158 HD1**, and respectfully requests your committees favorable action on the same.

LiUNA Local 368  
1617 Palama Street  
Honolulu, HI 96817  
Phone: (808) 841-5877  
Fax: (808) 847-7829  
[www.local368.org](http://www.local368.org)

***Feel the Power***