



PGCC Request for Proposals: Certified Payroll Software and Davis Bacon and Related Act (DBRA) Compliance Support for Commercial Clean Energy Lending Programs

RFP Q&A Responses - Posted 10/24/2025

Cost Proposal & Budget Questions

- 1. Under Section 6 Proposal Format - Section 3 Cost Proposal (page 12 of RFP); is there a budget in place for this work (software + compliance)?**

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Are there budget constraints or target price ranges PGCC is working within?

PGCC is in the process of developing a target price range for this RFP, but does not have a fixed budget available to share.

- 2. Section 3: Cost Proposal. The RFP outlines a pricing structure that should be scalable and may include hourly rates, project-based pricing, or tiered service levels. However, under the "Fees" section, it specifies that for Items 2–4 in the Scope of Work, pricing should be provided either as a fixed fee per project or certified payroll record, or on a cost-reimbursable basis. These two statements appear to present differing expectations regarding the pricing model. Could PGCC please clarify the intended fee structure for Items 2–4? Specifically, how should respondents reconcile the scalable pricing model mentioned earlier with the more defined options listed under the Fees section?**

PGCC is interested in a scalable pricing model, which could be fixed-fee per project or CPR, cost-reimbursement that is tied to actual incurred expenses, or another proposed structure if these are not feasible. Note that [per federal regulations](#), PGCC is only able to accept time & materials proposals if no other contract type is suitable and the contract sets a cap that the contractor exceeds at its own risk. Respondents should explain their proposed pricing structure in their proposal.

- 3. Should travel costs, such as those associated with on-site interviews with workers at project sites and other necessary approved travel, be included within the fixed-fee amounts as part of the Certified Payroll Software System (#1 in Scope) and DBRA Compliance Support (#2-#4 in Scope) pricing in "Section 3: Cost Proposal" of the request for proposal (RFP)? Or are respondents able to propose the aforementioned fixed-fee pricing and include a discrete travel expense component that is not part of the fixed-fee pricing?**

Discrete travel expenses can be separate from fixed-fee pricing; these can be reimbursed at cost, paid at a separate flat fixed-fee-per-travel amount or paid through another proposed structure.

- 4. For the DBRA Compliance Support cost-reimbursement option, please clarify the total price cap PGCC intends to apply?**

The price cap will be negotiated with the selected Respondent.

- 5. Under Section 6 Proposal Format - Section 3 Cost Proposal (page 12 of RFP); regarding software cost, are you expecting a proposed fixed rate that covers the 2-year contract term?**

The software cost should be fixed but should be identified separately from the fees charged for compliance support services. For example, the software could be priced at a fixed fee per project, or as a fixed monthly/annual subscription cost per license. We are not anticipating a single 2-year fixed price that does not explain the fees included in this structure.

Proposal Format Questions

- 6. Section 6 Proposal Format – Section 1 History, Qualifications, and Experience (page 11 of RFP): – As a private company our financial information is private and confidential, therefore may we provide PGCC a password protected document and email a specific individual the password directly?**

Yes, this is acceptable. A PGCC staff person will reach out to request the password upon receipt of the proposal.

- 7. Section 6 Proposal Format – Section 1 History, Qualifications, and Experience, subsection References (page 11 of RFP): Is there a specific attachment form for Reference information as part of the submittal upload?**

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Proposal Format, Section 1, References. The requirements state that the references should be provided as an attachment, but the Airtable form for Exhibit A does not include a dedicated section for references under “required attachments.” Can references be provided within the main proposal volume?

Our apologies for this oversight - there is no separate reference attachment. Please include a list of 3 references including contact information and a brief description of the work performed in Section 1 of the Narrative Proposal. PGCC will reach out to references directly.

8. On page 11 of 22 of the request for proposal (RFP), it states "Proposals must be no more than 40 pages single-spaced, not including attachments or Airtable form inputs." Excluding attachments or Airtable form inputs, what does the 40-page limit represent? For example, are Sections 1-3 in the RFP limited to the 40-page limit or is it any proposal content other than attachments or Airtable form inputs?

Sections 1-3 in the RFP should be answered in a Narrative Proposal subject to the 40 page limit. Anything submitted to the Cost Proposal field in Airtable that is not in spreadsheet form also counts towards the 40 page limit. Attachments including resumes, financial statements, the Philadelphia Tax Clearance statement, and Exhibits B, C, and D (if applicable) are not counted in the 40 page limit.

9. **Proposal Format, Section 1, Company Information. As a private firm, we are not required to maintain audited financial statements. Will PGCC accept unaudited financial statements signed by our firm's CFO in lieu of the requested audited statements?**

PGCC requires tax returns if audited (or other accountant-prepared) financial statements are not available.

10. **Public Terms and Conditions, Section 5.5, Philadelphia Tax Clearance Statement. This section states that "Respondents need not have a City of Philadelphia Business Income and Receipts Tax Account Number and Commercial Activity License Number to respond to this RFP." However, a Commercial Activity License Number appears to be a required field in the Airtable form for Exhibit A under "Respondent Information." Can you please clarify or amend either these instructions or the Airtable form?**

Please enter a "0" or "To be attained" in Airtable to indicate this.

Estimated Capacity/Volume Questions

11. **Section 2.2 PGCC's New Lending Program(s) (page 4 of RFP): How much funding does PGCC anticipate providing in the loan programs it is launching to provide debt funding for clean energy projects in Pennsylvania?**

PGCC currently has \$10MM of lending capital to deploy to clean energy projects in Pennsylvania through early 2027.

12. **Regarding Section 2 Background and subsections 2.1 and 2.2, Philadelphia Green Capital Corp. and PGCC's New Lending Program (RFP page 4); can PGCC confirm the number of active projects they typically have?**

PGCC does not have any active projects at this time.

13. What is the expected project size range (loan amounts, construction values, workforce size)?

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What is the average individual construction contract value for a typical project?

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What is the expected average subaward value per project?

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What is the estimated annual value of the contracts (i.e., dollar amount for annual construction volume) for which CPRs would be tracked in the system?

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Under subsection 3.1 Scope of Work (page 6 of RFP), if you think of a project as being where one wage decision and one prime contractor exist, how many projects do you estimate to run on an annual basis?

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What is the anticipated annual volume of:

- a. Total loans to be originated in Year 1, Year 2, etc.?
- b. Projects subject to DBRA requirements?
- c. Construction workers per project (average and range)?
- d. Weekly certified payroll reports to be reviewed?

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General question: Can PGCC provide an approximate number of contractors, subcontractors, and projects that the awardee would be expected to be monitoring for compliance and support?

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How many concurrent projects requiring DBRA compliance monitoring might be ongoing at any one time?

It is challenging for PGCC to provide averages and estimates as we have not lent to projects thus far. Our current estimate is that construction costs may range from as low as \$100,000 for a single small-scale commercial project (which would likely be bundled into one loan with other projects) to as high as \$10,000,000, with most individual projects likely within the \$250,000-\$2,000,000 range. Many small-scale commercial solar installations are completed in a matter of days or weeks, so we do not anticipate every project being active simultaneously.

PGCC currently anticipates an average loan size of \$1MM per project and funding 5-15 loans with our initial \$10MM of capital, but this is subject to change based on pipeline. PGCC is open to funding loans that range from ~\$250K to \$5MM. Some of these loans may fund several underlying projects. In many cases, PGCC will not be the only lender, so construction costs may be greater than our loan.

PGCC has a current deployment deadline of early 2027, so the majority of our existing \$10MM of capital will be deployed in 2026 with some potentially closing in 2027. We

anticipate DBRA compliance obligations to be front-loaded in the first year of the contract. PGCC is actively fundraising for additional capital and is able to revolve funding that returns to us in the form of principal and interest, so we anticipate some level of additional volume in 2027 and beyond but cannot estimate it at this time.

PGCC does not have an estimate for workforce size. Based on experience from our affiliate, the Philadelphia Energy Authority, small-scale rooftop commercial solar installations may require 5-12 individual workers, but we are uncertain what the range would be for our pipeline projects.

PGCC does not have an estimate for the total number of weekly certified payroll reports. As mentioned above, small-scale commercial projects may be completed in a matter of weeks, so a number of projects may have fewer than 4 CPRs attributed to them.

PGCC is not able to estimate the number of contractors and subcontractors that may need to be monitored. PGCC's borrowers will select contractors, not PGCC, and we do not know how frequently they will elect the same firms, or how many subs those firms require.

Note that PGCC will not be providing subawards; our loans will be classified as participant support costs per EPA guidance.

14. How many projects (either direct ownership or third-party ownership) does Pennsylvania Green Capital Corp. (PGCC) anticipate awarding annually under this program for the potential 5-year contract period?

PGCC has \$10MM of lending capital available with a current deployment deadline of early 2027. PGCC expects to close the majority of its loans in 2026, acknowledging one or two loans may close in early 2027. PGCC is actively fundraising for additional capital that can be lent in years 3-5 and will be able to redeploy returned principal and interest (with continuing DBRA obligations) into new projects.

Software Questions

15. Under subsection 3.1 Scope of Work (page 6 of RFP), does PGCC currently utilize a specific payroll software?

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Which if any certified payroll reporting software platforms does PGCC have experience with already?

PGCC does not have experience with any certified payroll reporting software or an existing payroll software.

- 16. Section 6 Proposal Format – Section 2 Technical Proposal (page 12 of RFP): Under the item for Certified Payroll Reporting Software Platform, are there an anticipated or estimated number of contractors and licenses the submitting firm will need to provide to PGCC, borrowers, contractors and their subcontractor for this project?**

PGCC does not have an estimate, as PGCC does not know how the licensing structures work for the certified payroll software proposed by the Respondents. PGCC anticipates funding 5-15 loans with its initial \$10MM of capital, some of which may encompass several underlying projects. PGCC does not anticipate needing more than 1 license for its staff to ensure full access to information, as we expect the selected Respondent to complete the review & monitoring work on our behalf.

- 17. Under subsection 3.1 Scope of Work (page 6 of RFP), what level of integration with common payroll software are you looking for?**

PGCC does not have a specified level of integration. We desire a payroll software that is user-friendly for contractors to provide required information, and integration with common payroll software systems so employees do not need to record hours in multiple places is a preferred but not required solution.

- 18. Under subsection 3.1 Scope of Work (page 6 of RFP), will you require all contractors (prime and sub) to utilize the selected certified payroll solution?**

It is our intention to have the software as a single source of truth. If the selected Respondent is able to collect data from primes & subs using other sources and input that into the certified payroll system instead of requiring primes & subs to use the software themselves, that is acceptable.

- 19. Under subsection 3.1 Scope of Work (page 6 of RFP), what specific security standards should the software meet?**

PGCC does not have one specific security standard for this particular scope of work. Examples of best practices provided in the RFP include GDPR, ISO/IEC 27001, ISO/IEC 27701, NIST Cybersecurity Framework, and NIST Privacy Framework. Please describe frameworks and standards used by the software you propose.

- 20. Will the selected software be used for online CPR submission and monitoring compliance with prevailing wages?**

Yes, we are looking for a software that can be used for online certified payroll submission and monitoring.

- 21. Does PGCC wish to use the implemented software system for field inspections and onsite employee interviews?**

Yes, PGCC would like all DBRA records to be housed in the software system as a single source of truth.

22. Will the contractor's employees need to be able to log time daily per project/site?

PGCC is looking for a user-friendly interface for contractors submitting payrolls. This could be achieved through employees logging time daily directly into the system, through integration with other HR software that tracks this information, or through other means. [Form WH-437](#) requires information on daily hours worked.

Training Questions

23. Under subsection 3.1 Scope of Work (page 6 of RFP), what level of training and onboarding support is expected for PGCC staff and contractors?

At minimum, the selected Respondent should expect to provide 1 virtual training for PGCC staff on overall DBRA compliance, 1 virtual training for PGCC staff on the certified payroll software (though the Contractor will be responsible for reviewing and monitoring CPRs, we would like PGCC staff to have baseline knowledge of this task), 1 virtual training for project contractors on compliance and using the certified payroll software, and virtual office hours no more frequently than quarterly for contractors to pose questions. All virtual sessions will be recorded and made available for those who could not attend, and the 1 virtual training for project contractors will be used as the base-level information shared with new contractors as PGCC closes new deals. Selected Respondent may also provide links to existing trainings on DBRA compliance and software for PGCC and contractors to refer to.

24. Will in person training be required?

No, virtual training is acceptable.

25. How often does PGCC anticipate on-site or in person meetings being required during setup of the DBRA compliance services? Will in-person meetings be required during startup of some or all individual projects during the 2-5 year contract duration?

PGCC will not require a set number of in-person meetings. If the selected Respondent has local staff based in the Philadelphia area, we would welcome in-person meetings. Further, if staff are traveling to perform on-site interviews of projects, we may request to bundle that visit with an in-person meeting if it does not require an additional travel day.

On-Site Interview Questions

- 26. Under Scope of Work Section 3.1, Task 3 During Construction Period, point g)
Conduct on-site interviews with workers at project sites, as needed; does PGCC expect daily onsite staffing for active projects?**

No, PGCC does not expect daily onsite staffing from our DBRA compliance consultant. As described in #29, PGCC will likely require on-site interviews for a random sample of projects, not for every project.

- 27. Under Scope of Work Section 3.1, Task 3 During Construction Period, point g)
Conduct on-site interviews with workers at project sites, as needed; does PGCC have a preferred mechanism of delivery for site visits (in-person, paper, electronic, virtual, etc...)?**

PGCC expects the selected Respondent to be on-site at certain times and for certain projects to inspect conditions and interview workers. However, the interview format could be an in-person discussion or a paper or electronic survey. As PGCC is new to DBRA compliance, we welcome guidance on best practices for on-site interviews from the selected Respondent.

- 28. Under Scope of Work Section 3.1, Task 3 During Construction Period, point g)
Conduct on-site interviews with workers at project sites, as needed; has PGCC budgeted for a project compliance Point of Contact (POC) on their side that the selected vendor will work with to communicate and coordinate site visit efforts?**

PGCC can assign an existing staff person to serve as compliance Point of Contact, but will not have any full-time staff dedicated solely to DBRA compliance support.

- 29. What is the expected frequency of on-site worker interviews? (every project, random sampling, complaint-driven?)**

On-site worker interviews will likely be required based on random sampling. Depending on the ultimate locations of projects, and the length of time of installation, it likely will not be feasible to have on-site interviews for each project. Complaints may lead to additional on-site interviews for a particular project or contractor. The frequency of on-site interviews is TBD, but at minimum, PGCC will not require repeat interviews for any project with less than 1 month of installation/construction.

Reporting & Data Questions

- 30. Will there be any need for a data migration? If so, (1) what system will we be migrating from, (2) the number of projects, types of data, and size of files we will be migrating.**

No, we have no existing data that needs to be migrated.

- 31. What is the monthly reporting deadline for EPA data compilation?**

PGCC needs to report project-level data to our funder on a quarterly basis and higher-level summary data on a semi-annual basis. Our quarterly reports are due to our funder within 60 days of quarter end, and our semi-annual reports due within 30 days of semi-annual period end. PGCC thus expects the contractor to provide data aggregated on a monthly basis within 21 days of the end of each month. If you are concerned about this turnaround time, please explain why in your proposal and provide an alternative timeframe.

- 32. What are the data export requirements for EPA reporting (file formats, frequency, specific fields)?**

See #31 for frequency.

PGCC expects specific fields will include, on a monthly basis, the total number of active projects, projects including registered apprentices, workers, labor hours worked, and labor hours worked by apprentices, disaggregated by residential vs building prevailing wage sectors. PGCC will require these fields on a project-level basis as well. At the completion of each project, PGCC will also need to report the total full-time equivalent construction jobs created.

PGCC will report to its funder using their reporting system, Banyan, and/or an Excel template. PGCC will require likely information from the selected Respondent in Banyan or Excel. Any updated reporting requirements from PGCC's funder or EPA will flow down to the selected Respondent.

Additional Questions

- 33. Under subsection 3.2 Contract Term (page 7 of RFP), after the initial term has ended, PGCC elects to renew the contract for additional 1-year periods. Under what conditions will renewals be granted?**

Renewals may be granted on the basis of Contractor performance, ongoing need for compliance monitoring of projects in active construction, and/or the availability of

additional funding with prevailing wage requirements that will be deployed beyond the initial two-year period.

34. Does PGCC anticipate instances where a single (1) contractor is awarded funding for multiple projects?

This is possible. PGCC's borrowers will be selecting their contractors, and different borrowers may end up selecting the same contractor for different projects. PGCC may also fund portfolios of projects in which one contractor is performing installations at several sites under the same loan.

35. Will project funding include scenarios where end users will be permitted to select their own contractors to execute projects?

Yes, borrowers/end-users will select their own contractors. PGCC will not select contractors on behalf of borrowers.

36. On page 4 of 22 of the request for proposal (RFP), it states "PGCC will launch its loan programs in stages. The first stage will begin in late 2025 and involve commercial solar loans for direct ownership projects...". Will projects awarded prior to the selection and engagement of the successful respondent to this RFP be included as part of the scope of work?

PGCC will not fund projects that require DBRA compliance prior to selecting and contracting with the successful Respondent to this RFP.

37. Does PGCC have line of sight into the counties where project work will be performed that will be subject to Davis-Bacon Act compliance?

While PGCC's primary focus is Southeastern PA, encompassing Philadelphia, Bucks, Chester, Delaware, and Montgomery counties, PGCC may fund a project in any county in Pennsylvania.

38. Does PGCC anticipate using only Federal prevailing wages, or is there a possibility of also using Pennsylvania state wages?

PGCC's current capital requires Federal prevailing wages. The sources and requirements of any future lending capital are unknown at this time.

39. Regarding, "Preferred: experience with commercial solar" - How heavily weighted is this preference in evaluation?

Experience with commercial solar will be taken into consideration in the overall scoring of History, Qualifications, and Experience (35%), but there is no specific weight assigned to this criterium.

40. Section 3.1 mentions "additional services" - Can you provide examples of value-added services of interest?

PGCC included this addition because we recognize that we are new to DBRA compliance and may have failed to include a routine task as part of our scope. If your services for other clients normally include additional DBRA-related tasks that we did not explicitly name, please identify these. Note that we are not looking for non-DBRA-related additional services in this RFP.

41. What is the expected response time for reviewing certified payrolls (24 hours, 1 week, etc.)?

PGCC expects certified payrolls to be reviewed within 1 week. If you are concerned about this turnaround time, please explain why in your proposal and provide an alternative timeframe.