## H. R. 2595

To amend the Immigration and Nationality Act to create a new nonimmigrant category for temporary agricultural workers admitted pursuant to a labor condition attestation.

#### IN THE HOUSE OF REPRESENTATIVES

**OCTOBER 1, 1997** 

Mr. Chambliss (for himself, Mr. Pombo, Mr. LaTourette, Mr. Graham, Mr. Bishop, Mr. Norwood, Mr. Paxon, Mr. Bono, Mr. Collins, Mr. Riley, Mr. Jones, Mr. Lucas of Oklahoma, Mr. Boyd, Mr. Thomas, Mr. Solomon, Mr. Latham, Mr. Nethercutt, Mr. Berry, Mr. John, Mr. Hastings of Washington, and Mr. Condit) introduced the following bill; which was referred to the Committee on the Judiciary, and in addition to the Committees on Agriculture, Ways and Means, and Commerce, for a period to be subsequently determined by the Speaker, in each case for consideration of such provisions as fall within the jurisdiction of the committee concerned

### A BILL

To amend the Immigration and Nationality Act to create a new nonimmigrant category for temporary agricultural workers admitted pursuant to a labor condition attestation.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,

#### 1 SECTION 1. SHORT TITLE.

- This Act may be cited as the "Farmers' Temporary
- 3 Employment Assistance Act".
- 4 SEC. 2. NEW NONIMMIGRANT H-2C CATEGORY FOR TEM-
- 5 PORARY AGRICULTURAL WORKERS.
- 6 (a) Establishment of New Classification.—
- 7 Section 101(a)(15)(H)(ii) of the Immigration and Nation-
- 8 ality Act (8 U.S.C. 1101(a)(15)(ii)) is amended—
- 9 (1) by striking "or (b)" and inserting "(b)";
- 10 and
- 11 (2) by adding at the end the following: "or (c)
- having a residence in a foreign country which he has
- no intention of abandoning who is coming tempo-
- rarily to the United States pursuant to section 218A
- to perform such agricultural labor or services of a
- temporary or seasonal nature;".
- 17 (b) No Family Members Permitted.—Section
- 18 101(a)(15)(H) (8 U.S.C. 1101(a)(15)(H)) is amended by
- 19 striking "specified in this paragraph" and inserting "spec-
- 20 ified in this subparagraph (other than in clause (ii)(c))".
- 21 SEC. 3. ALTERATIVE AGRICULTURAL TEMPORARY WORKER
- 22 PROCESS USING ATTESTATIONS.
- 23 (a) In General.—The Immigration and Nationality
- 24 Act is amended by inserting after section 218 the follow-
- 25 ing:

1	"ALTERNATIVE AGRICULTURAL TEMPORARY WORKER
2	PROGRAM
3	"Sec. 218A. (a) Condition for the Employment
4	of H–2C Aliens.—
5	"(1) In general.—No alien may be admitted
6	or provided status as an H-2C alien (as defined in
7	subsection (n)(4)) unless—
8	"(A) the employment of the alien is cov-
9	ered by a currently valid labor condition attes-
10	tation which—
11	"(i) is filed by the employer, or by an
12	association on behalf of the employer, for
13	the occupation in which the alien will be
14	employed;
15	"(ii) has been accepted by the State
16	employment security agency having juris-
17	diction over the area of intended employ-
18	ment; and
19	"(iii) states each of the items de-
20	scribed in paragraph (2) and includes in-
21	formation identifying the employer or asso-
22	ciation and agricultural job opportunities
23	involved;

1	"(B) the employer is not disqualified from
2	employing H-2C aliens pursuant to subsection
3	(h); and
4	"(C) the employer has not, during the past
5	2 years, been found by the Attorney General to
6	have employed any aliens in violation of section
7	274A(a), including aliens admitted pursuant to
8	this section.".
9	"(2) Contents of Labor condition attes-
10	TATION.—Each labor condition attestation filed by,
11	or on behalf of, an employer shall include the follow-
12	ing:
13	"(A) Wage rate.—The employer will pay
14	H-2C aliens and all other workers in the occu-
15	pation not less than the prevailing wage for
16	similarly employed workers in the area of em-
17	ployment, and not less than the applicable Fed-
18	eral, State or local statutory minimum wage.
19	"(B) Working conditions.—The em-
20	ployment of H–2C aliens will not adversely af-
21	fect the working conditions of similarly em-
22	ployed workers in the area of employment.
23	"(C) Limitation on employment.—An
24	H-2C alien will not be employed in any job op-
25	portunity which is not temporary or seasonal,

and will not be employed by the employer in any job opportunity for more than 10 months in any 12-consecutive-month period.

- "(D) No LABOR DISPUTE.—No H–2C alien will be employed in any job opportunity which is vacant because its former occupant is involved in a strike, lockout or work stoppage in the course of a labor dispute in the occupation at the place of employment.
- "(E) Notice.—The employer, at the time of filing the attestation, has provided notice of the attestation to workers employed in the occupation in which H–2C aliens will be employed.
- "(F) Job orders.—The employer will file one or more job orders for the occupation (or occupations) covered by the attestation with the State employment security agency no later than the day on which the employer first employs any H–2C aliens in the occupation.
- "(G) Preference to domestic workers.—The employer will give preference to able, willing, and qualified United States workers who apply to the employer and are available at the time and place needed, for the first 25 days after the filing of the job order in an occu-

1	pation or until 5 days before the date employ-
2	ment of workers in the occupation begins,
3	whichever occurs later.
4	"(3) General accounting office re-
5	PORTS.—Beginning 1 year after the effective date of
6	this section, and annually thereafter, the Comptrol-
7	ler General shall prepare and transmit to the Con-
8	gress a report describing the results of a review of
9	the implementation and enforcement of this section
10	during the preceding 12-month period, for the pur-
11	pose of determining if—
12	"(A) such provisions have been carried out
13	satisfactorily;
14	"(B) the program has ensured an adequate
15	and timely supply of qualified, eligible workers
16	at the time and place needed for employers;
17	"(C) the program has ensured that imple-
18	mentation of the program is not displacing
19	United States agricultural workers or diminish-
20	ing the terms and conditions of employment of
21	United States agricultural workers; and
22	"(D) an unnecessary regulatory burden
23	has been created for employers hiring workers
24	admitted under this section.
25	"(b) Filing a Labor Condition Attestation.—

- 1 "(1) FILING BY EMPLOYERS.—Any employer in 2 the United States is eligible to file a labor condition 3 attestation.
  - "(2) FILING BY ASSOCIATIONS ON BEHALF OF EMPLOYER MEMBERS.—An agricultural association may file a labor condition attestation as an agent on behalf of its members. Such an attestation filed by an agricultural association acting as an agent for its members, when accepted, shall apply to those employer members of the association that the association certifies to the State employment security agency are members of the association and have agreed in writing to comply with the requirements of this section.
    - "(3) Period of Validity.—A labor condition attestation is valid from the date on which it is accepted by the State employment security agency for the period of time requested by the employer, but not to exceed 12 months.
    - "(4) Where to file.—A labor condition attestation shall be filed with the State employment security agency having jurisdiction over the area of intended employment of the workers covered by the attestation. If an employer, or the members of an association of employers, will be employing workers in

- an area or areas covered by more than one such agency, the attestation shall be filed with each such agency having jurisdiction over an area where the workers will be employed.
  - "(5) DEADLINE FOR FILING.—A labor condition attestation may be filed at any time up to 12 months prior to the date of the employer's anticipated need for workers in the occupation (or occupations) covered by the attestation.
  - "(6) FILING FOR MULTIPLE OCCUPATIONS.—A labor condition attestation may be filed for one or more occupations and cover one or more periods of employment.
  - "(7) Maintaining required documentation.—

"(A) By employers.—Each employer covered by an accepted labor condition attestation must maintain a file of the documentation required in subsection (c) for each occupation included in an accepted attestation covering the employer. The documentation shall be retained for a period of one year following the expiration of an accepted attestation. The employer shall make the documentation available to represent-

1 atives of the Secretary during normal business 2 hours.

"(B) By Associations.—In complying with subparagraph (A), documentation maintained by an association filing a labor condition attestation on behalf of an employer shall be deemed to be maintained by the employer.

#### "(8) WITHDRAWAL.—

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"(A) Compliance with attestation ob-Ligations.—An employer covered by an accepted labor condition attestation for an occupation shall comply with the terms and conditions of the attestation from the date the attestation is accepted and continuing throughout the period any persons are employed in an occupation covered by such an accepted attestation, whether or not H–2C aliens are employed in the occupation, unless the attestation is withdrawn.

"(B) TERMINATION OF OBLIGATIONS.—An employer may withdraw a labor condition attestation in total, or with respect to a particular occupation covered by the attestation. An association may withdraw such an attestation with respect to one or more of its members. To withdraw an attestation the employer or association

must notify in writing the State employment security agency office with which the attestation was filed of the withdrawal of the attestation. An employer who withdraws an attestation, or on whose behalf an attestation is withdrawn by an association, is relieved of the obligations undertaken in the attestation with respect to the occupation (or occupations) with respect to which the attestation was withdrawn, upon acknowledgement by the appropriate State employment security agency of receipt of the withdrawal notice. An attestation may not be withdrawn with respect to any occupation while any H–2C aliens covered by that attestation is employed in the occupation.

"(C) Obligations under other statutes.—Any obligation incurred by the employer under any other law or regulation as a result of recruitment of United States workers under an offer of terms and conditions of employment required by the H–2C program is unaffected by withdrawal of a labor condition attestation.

24 "(c) Employer Responsibilities and Require-25 ments For Employing H–2C Nonimmigrants.—

1	"(1)	REQUIREMENT	ТО	PAY	THE	PREVAILING
2	WAGE.—					

"(A) EFFECT OF THE ATTESTATION.—
Employers shall pay each worker in an occupation covered by an accepted labor condition attestation at least the prevailing wage in the occupation in the area of intended employment.

The preceding sentence does not require employers to pay all workers in the occupation the same wage. The employer may, in the sole discretion of the employer, maintain pay differentials based on experience, tenure with the employer, skill, or any other work-related factor, if the differential is not based on a criterion for which discrimination is prohibited by the law and all workers in the covered occupation receive at least the prevailing wage.

"(B) PAYMENT OF STATE EMPLOYMENT SECURITY AGENCY DETERMINED WAGE SUFFICIENT.—The employer may request and obtain a prevailing wage determination from the State employment security agency. If the employer requests such a determination, and pays the wage determined, such payment shall be considered

1	sufficient to meet the requirement of this para-
2	graph if the H–2C workers—
3	"(i) are employed in the occupation
4	for which the employer possesses an ac-
5	cepted labor condition attestation, and for
6	which the employer or association pos-
7	sesses a prevailing wage determination by
8	the State employment security agency, and
9	"(ii) are being paid at least the pre-
10	vailing wage so determined.
11	"(C) Reliance on wage survey.—In
12	lieu of the procedures of subparagraph (B), an
13	employer may rely on other information, such
14	as an employer generated prevailing wage sur-
15	vey and determination, which meets criteria
16	specified by the Secretary by regulation. In the
17	event of a complaint that the employer has
18	failed to pay the required wage, the Secretary
19	shall investigate to determine if the information
20	upon which the employer relied complied with
21	the criteria for prevailing wage determinations.
22	"(D) Alternate methods of payment
23	PERMITTED.—
24	"(i) In general.—A prevailing wage
25	may be expressed as an hourly wage, a

1 piece rate, a task rate (described in clause 2 (ii)), or other incentive pay system, includ-3 ing a group rate (described in clause (iii)). The requirement to pay at least the prevailing wage in the occupation and area of 6 intended employment does not require an 7 employer to pay by the method of pay in 8 which the prevailing rate is expressed. 9 However, if the employer adopts a method 10 of pay other than the prevailing rate, the 11 burden of proof is on the employer to dem-12 onstrate that the employer's method of pay 13 is designed to produce earnings equivalent 14 to the earnings that would result from pay-15 ment of the prevailing rate. 16 "(ii) Task rate.—For purposes of 17 this subparagraph, a task rate is an incen-18 tive payment based on a unit of work per-19 formed such that the incentive rate varies 20 with the level of effort required to perform 21 individual units of work. 22 "(iii) Group rate.—For purposes of

this subparagraph, a group rate is an incentive payment system in which the pay-

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1 ment is shared among a group of workers 2 working together to perform the task.

"(E) REQUIRED DOCUMENTATION.—The employer or association shall document compliance with this paragraph by retaining on file the employer or association's request for a determination by a State employment security agency and the prevailing wage determination received from such agency or other information upon which the employer or association relied to assure compliance with the prevailing wage requirement.

# "(2) REQUIREMENT TO PROVIDE HOUSING AND TRANSPORTATION.—

"(A) Effect of the attestation.—The employment of H–2C aliens shall not adversely affect the working conditions of United States workers similarly employed in the area of intended employment. The employer's obligation not to adversely affect working conditions shall continue for the duration of the period of employment by the employer of any H–2C aliens in the occupation and area of intended employment. An employer will be deemed to be in compliance with this attestation if the employer of-

1 fers at least the benefits required by subpara-2 graphs (B) through (D). The previous sentence 3 does not require an employer to offer more than such benefits. "(B) Housing required.— 6 "(i) Housing offer.—The employer 7

must offer to H-2C aliens and United States workers recruited from beyond normal recruiting distance housing, or a housing allowance, if it is prevailing practice in the occupation and area of intended employment to offer housing or a housing allowance to workers who are recruited from beyond normal commuting distance.

"(ii) Housing standards.—If the employer offers housing to such workers, the housing shall meet (at the option of the employer) applicable Federal farm labor housing standards or applicable local or State standards for rental, public accommodation, or other substantially similar class of habitation.

"(iii) Charges for housing.—An employer who offers housing to such workers may charge an amount equal to the

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fair market value (but not greater than the employer's actual cost) for utilities and maintenance, or such lesser amount as permitted by law.

"(iv) Housing allowance as alternative.—In lieu of offering housing to such workers, at the employer's sole discretion on an individual basis, the employer may provide a reasonable housing allowance. An employer who offers a housing allowance to such a worker under this subparagraph shall not be deemed to be a housing provider under section 203 of the Migrant and Seasonal Agricultural Worker Protection Act (29 U.S.C. 1823) merely by virtue of providing such housing allowance.

"(v) Security deposit.—The requirement, if any, to offer housing to such a worker under this subparagraph shall not preclude an employer from requiring a reasonable deposit to protect against gross negligence or willful destruction of property, as a condition for providing such housing.

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1 "(vi) Damages.—An employer who
2 offers housing to such a worker shall not
3 be precluded from requiring a worker
4 found to have been responsible for damage
5 to such housing which is not the result of
6 normal wear and tear related to habitation
7 to reimburse the employer for the reason8 able cost of repair of such damage.

"(C) Transportation.—If the employer provides transportation arrangements or assistance to H–2C aliens, the employer must offer to provide the same transportation arrangements or assistance (generally comparable in expense and scope) for other individuals employed by the employer in the occupation at the place of employment who were recruited from beyond normal commuting distance.

"(D) Workers' compensation.—If the employment covered by a labor condition attestation is not covered by the State workers' compensation law, the employer must provide, at no cost to the worker, insurance covering injury and disease arising out of and in the course of the workers' employment which will provide benefits at least equal to those provided under

1	the State workers' compensation law for com-
2	parable employment.
3	"(E) REQUIRED DOCUMENTATION.—
4	"(i) Housing and transpor-
5	Tation.—No specific documentation is re-
6	quired to be maintained to evidence com-
7	pliance with the requirements of subpara-
8	graphs (B) and (C). In the event of a com-
9	plaint alleging a failure to comply with
10	such a requirement, the burden of proof
11	shall be on the employer to show that the
12	employer offered the required benefit to
13	the complainant, or that the employer was
14	not required by the terms of this para-
15	graph to offer such benefit to the com-
16	plainant.
17	"(ii) Workers' compensation.—
18	The employer shall maintain copies of cer-
19	tificates of insurance evidencing compli-
20	ance with subparagraph (D) throughout
21	the period of validity of the labor condition
22	attestation.
23	"(3) Requirement to employ aliens in
24	TEMPORARY OR SEASONAL AGRICULTURAL JOB OP-
25	PORTUNITIES —

1	"(A) Limitations.—
2	"(i) In general.—The employer may
3	employ H–2C aliens only in agricultural
4	employment which is temporary or sea-
5	sonal.
6	"(ii) Seasonal basis.—For purposes
7	of this section, labor is performed on a sea-
8	sonal basis where, ordinarily, the employ-
9	ment pertains to or is of the kind exclu-
10	sively performed at certain seasons or peri-
11	ods of the year and which, from its nature,
12	may not be continuous or carried on
13	throughout the year.
14	"(iii) Temporary basis.—For pur-
15	poses of this section, a worker is employed
16	on a temporary basis where the employ-
17	ment is intended not to exceed 10 months.
18	"(B) REQUIRED DOCUMENTATION.—No
19	specific documentation is required to dem-
20	onstrate compliance with the requirement of
21	subparagraph (A). In the event of a complaint,
22	the burden of proof shall fall on the employer
23	to show that the employment meets such re-
24	quirement.

1	"(4) Requirement not to employ aliens in
2	JOB OPPORTUNITIES VACANT BECAUSE OF A LABOR
3	DISPUTE.—
4	"(A) IN GENERAL.—No H–2C alien may
5	be employed in any job opportunity which is va-
6	cant because its former occupant is involved in
7	a strike, lockout, or work stoppage in the
8	course of a labor dispute in the occupation at
9	the place of employment.
10	"(B) REQUIRED DOCUMENTATION.—No
11	specific documentation is required to dem-
12	onstrate compliance with the requirement of
13	subparagraph (A). In the event of a complaint,
14	the burden of proof shall fall on the employer
15	to show that the job opportunity in which the
16	H-2C alien was employed was not vacant be-
17	cause the former occupant was on strike, locked
18	out, or participating in a work stoppage in the
19	course of a labor dispute in the occupation at
20	the place of employment.
21	"(5) NOTICE OF FILING OF LABOR CONDITION
22	ATTESTATION AND SUPPORTING DOCUMENTATION.—
23	"(A) IN GENERAL.—The employer shall—
24	"(i) provide notice of the filing of a
25	labor condition attestation to the appro-

priate certified bargaining agent (if any)
which represents workers of the employer
in the occupation (or occupations) at the
place of employment covered by the attestation; or

- "(ii) in the case where no such bargaining agent exists, post notice of the filing of such an attestation in at least two conspicuous locations where applications for employment are accepted.
- "(B) PERIOD FOR POSTING.—The requirement for a posting under subparagraph (A)(ii) begins on the day the attestation is filed, and continues through the period during which the employer's job order is required to remain active pursuant to paragraph (6)(A).
- "(C) REQUIRED DOCUMENTATION.—The employer shall maintain a copy of the notice provided to the bargaining agent (if any), together with evidence that the notice was provided (such as a signed receipt of evidence of attempt to send the notice by certified or registered mail). In the case where no certified bargaining agent described in subparagraph (A)(i) exists, the employer shall retain a copy of

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the posted notice, together with information as to the dates and locations where the notice was displayed.

#### "(6) Requirement to file a job order.—

"(A) EFFECT OF THE ATTESTATION.—The employer, or an association acting as agent for its members, shall file the information necessary to complete a local job order for each occupation covered by an accepted labor condition attestation with the appropriate local office of the State employment security agency having jurisdiction over the area of intended employment, or with the State office of such an agency if workers will be employed in an area within the jurisdiction of more than one local office of such an agency. The job orders shall remain on file for 25 calendar days or until 5 calendar days before the anticipated date of need for workers in the occupation covered by the job order, whichever occurs later. The job order shall provide at least the minimum terms and conditions of employment required for participation in the H-2C program.

"(B) DEADLINE FOR FILING.—A job order shall be filed under subparagraph (A) no later

than the date on which the employer files a petition with the Attorney General for admission or extension of stay for aliens to be employed in the occupation for which the order is filed.

"(C) Required documentation.—The office of the State employment security agency which the employer or association provides with information necessary to file a local job order shall provide the employer with evidence that the information was provided in a timely manner as required by this paragraph, and the employer or association shall retain such evidence for each occupation in which H–2C aliens are employed.

"(7) REQUIREMENT TO GIVE PREFERENCE TO QUALIFIED UNITED STATES WORKERS.—

"(A) FILING 30 DAYS OR MORE BEFORE DATE OF NEED.—If a job order is filed 30 days or more before the anticipated date of need for workers in an occupation covered by a labor condition attestation and for which the job order has been filed, the employer shall offer to employ able, willing, and qualified United States workers who apply to the employer and who will be available at the time and place

needed for the job opportunities covered by the attestation until 5 calendar days before the anticipated date of need for workers in the occupation, or until the employer's job opportunities in the occupation are filled with qualified United States workers, if that occurs more than 5 days before the anticipated date of need for workers in the occupation.

"(B) FILLING FEWER THAN 30 DAYS BEFORE DATE OF NEED.—If a job order is filed
fewer than 30 days before the anticipated date
of need for workers in an occupation covered by
such an attestation and for which a job order
has been filed, the employer shall offer to employ able, willing, and qualified United States
workers who are or will be available at the time
and place needed during the first 25 days after
the job order is filed or until the employer's job
opportunities in the occupation are filled with
United States workers, whichever occurs earlier,
regardless of whether any of the job opportunities may already be occupied by H–2C aliens.

"(C) FILING VACANCIES.—An employer may fill a job opportunity in an occupation covered by an accepted labor condition attestation

which remains or becomes vacant after expiration of the required preference period specified in subparagraph (A) or (B) of paragraph (6) without regard to such preference.

- "(D) Job-Related Required to initially employ a worker who fails to meet lawful job-related employment criteria, nor to continue the employment of a worker who fails to meet lawful job-related standards of conduct and performance, including failure to meet minimum productivity standards after a 3-day break-in period.
- "(E) Required documentation.—No specific documentation is required to demonstrate compliance with the requirements of this paragraph. In the event of a complaint, the burden of proof shall be on the complainant to show that the complainant applied for the job and was available at the time and place needed. If the complainant makes such a showing, the burden of proof shall be on the employer to show that the complainant was not qualified or that the preference period had expired.
- 24 "(d) Requirements of Notice of Certain 25 Breaks in Employment.—

- 1 "(1) In general.—The employer (or the asso-2 ciation acting as agent for the employer) shall notify 3 the Attorney General within 7 days if an H–2C alien
- prematurely abandons the alien's employment.
- "(2) Out-of-status.—An H-2C alien who 5 6 abandons the alien's employment shall be considered 7 to have failed to maintain nonimmigrant status as 8 an alien described in section 101(a)(15)(H)(ii)(c)and shall leave the United States or be subject to
- 9 10 deportation under section 237(a)(1)(C)(i).
- 11 "(e) Acceptance By State Employment Secu-
- RITY AGENCY.—The State employment security agency 12
- shall review labor condition attestations submitted by em-13
- plovers or associations pursuant to this section only for 14
- 15 completeness and obvious inaccuracies. Unless such an
- agency finds that the application is incomplete or obvi-16
- 17 ously inaccurate, the agency shall accept the attestation
- within 7 days of the date of filing of the attestation, and
- return a copy to the applicant marked 'accepted'. 19
- "(f) Public Registry.—The Secretary shall main-20
- 21 tain a registry of all accepted labor condition attestations
- 22 and make such registry available for public inspection.
- 23 "(g) Responsibilities of State Employment Se-
- CURITY AGENCIES.—

"(1) DISSEMINATION OF LABOR MARKET INFORMATION.—The Secretary shall direct State employment security agencies to disseminate nonemployer-specific information about potential labor
needs based on accepted attestations filed by employers. Such dissemination shall be separate from
the clearance of job orders through the Interstate
and Intrastate Clearance Systems, and shall create
no obligations for employers except as provided in
this section.

"(2) Referral of Workers on State employment security agency job orders.—Such agencies holding job orders filed by employers covered by approved labor condition attestations shall be authorized to refer any able, willing, and qualified eligible job applicant who will be available at the time and place needed and who is authorized to work in the United States, including H–2C aliens who are seeking additional work in the United States and whose eligibility to remain in the United States pursuant to subsection (i) has not expired, on job orders filed by holders of accepted attestations.

"(h) Enforcement and Penalties.—

"(1) Enforcement authority.—

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"(A) Investigation of complaints.— The Secretary shall establish a process for the receipt, investigation, and disposition of complaints respecting an employer's failure to meet a condition specified in subsection (a) or an employer's misrepresentation of material facts in such an application. Complaints may be filed by any aggrieved person or organizations (including bargaining representatives). No investigation or hearing shall be conducted on a complaint concerning such a failure or misrepresentation unless the complaint was filed not later than two years after the date of the failure or misrepresentation, respectively. The Secretary shall conduct an investigation under this subparagraph if there is reasonable cause to believe that such a failure or misrepresentation has occurred.

"(B) WRITTEN NOTICE OF FINDINGS AND OPPORTUNITY FOR APPEAL.—After an investigation has been conducted, the Secretary shall issue a written determination as to whether or not any violation described in subparagraph (A) has been committed. The Secretary's determination shall be served on the complainant

and the employer, and shall provide an opportunity for an appeal of the Secretary's decision to an administrative law judge, who may conduct a de novo hearing.

#### "(2) Remedies.—

"(A) Back wages.—Upon a final determination that the employer has failed to pay wages as required under this section, the Secretary may assess payment of back wages due to any United States worker or H–2C alien employed by the employer in the specific employment in question. The back wages shall be equal to the difference between the amount that should have been paid and the amount that actually was paid to such worker.

"(B) Failure to pay wages.—Upon a final determination that the employer has failed to pay the wages required under this section, the Secretary may assess a civil money penalty up to \$1,000 for each failure, and may recommend to the Attorney General the disqualification of the employer from the employment of H–2C aliens for a period of time determined by the Secretary not to exceed 1 year.

1	"(C) OTHER VIOLATIONS.—If the Sec-
2	retary, as a result of an investigation pursuant
3	to a complaint, determines that an employer
4	covered by an accepted labor condition attesta-
5	tion has—
6	"(i) filed an attestation which mis-
7	represents a material fact; or
8	"(ii) failed to meet a condition speci-
9	fied in subsection (a),
10	the Secretary may assess a civil money penalty
11	not to exceed \$1,000 for each violation. In de-
12	termining the amount of civil money penalty to
13	be assessed, the Secretary shall consider the se-
14	riousness of the violation, the good faith of the
15	employer, the size of the business of the em-
16	ployer being charged, the history of previous
17	violations by the employer, whether the em-
18	ployer obtained a financial gain from the viola-
19	tion, whether the violation was willful, and
20	other relevant factors.
21	"(D) Program disqualification.—
22	"(i) 3-years for second viola-
23	TION.—Upon a second final determination
24	that an employer has failed to pay the
25	wages required under this section, the Sec-

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retary shall report such determination to the Attorney General and the Attorney General shall disqualify the employer from the employment of H–2C aliens for a period of 3 years.

"(ii) PERMANENT FOR THIRD VIOLATION.—Upon a third final determination that an employer has failed to pay the wages required under this section, the Secretary shall report such determination to the Attorney General and the Attorney General shall disqualify the employer from any subsequent employment of H–2C aliens.

#### "(3) Role of associations.—

"(A) VIOLATION BY A MEMBER OF AN AS-SOCIATION.—An employer on whose behalf a labor condition attestation is filed by an association acting as its agent is fully responsible for such attestation, and for complying with the terms and conditions of this section, as though the employer had filed the attestation itself. If such an employer is determined to have violated a requirement of this section, the penalty for such violation shall be assessed against the em-

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ployer who committed the violation and not against the association or other members of the association.

"(B) VIOLATION BY AN ASSOCIATION ACT-ING AS AN EMPLOYER.—If an association filing a labor condition attestation on its own behalf as an employer is determined to have committed a violation under this subsection which results in disqualification from the program under paragraph (2)(D), no individual member of such association may be the beneficiary of the services of an H-2C alien in an occupation in which such alien was employed by the association during the period such disqualification is in effect, unless such member files a labor condition attestation as an individual employer or such an attestation is filed on the employer's behalf by an association with which the employer has an agreement that the employer will comply with the requirements of this section.

- 21 "(i) Procedure for Admission or Extension of 22 H–2C Aliens.—
- 23 "(1) Aliens who are outside the united

STATES.—

"(A) Petitioning for admission.—An employer or an association acting as agent for its members who seeks the admission into the United States of H–2C aliens may file a petition with the District Director of the Immigration and Naturalization Service having jurisdiction over the location where the aliens will be employed. The petition shall be accompanied by an accepted and currently valid labor condition attestation covering the petitioner. The petition may be for named or unnamed individual or multiple beneficiaries.

"(B) Expedited adjudication by district director.—If an employer's petition for admission of H–2C aliens is correctly filled out, and the employer is not ineligible to employ H–2C aliens, the District Director (or the Director's designee) shall approve the petition within 3 working days of receipt of the petition and accepted labor condition attestation and immediately (by fax, cable, or other means assuring expedited delivery) transmit a copy of the approved petition to the petitioner and to the appropriate immigration officer at the port of entry or United States consulate (as the case

1	may be) where the petitioner has indicated that
2	the alien beneficiary (or beneficiaries) will apply
3	for a visa or admission to the United States.
4	"(C) Unnamed beneficiaries selected
5	BY PETITIONER.—The petitioning employer or
6	association or its representative shall approve
7	the issuance of visas to beneficiaries who are
8	unnamed on a petition for admission granted to
9	the employer or association.
10	"(D) Criteria for admissibility.—
11	"(i) In general.—An alien shall be
12	admissible under this section if the alien is
13	otherwise admissible under this Act and
14	the alien is not debarred pursuant to the
15	provisions of clause (ii).
16	"(ii) DISQUALIFICATION.—An alien
17	shall be debarred from admission or being
18	provided status as an H–2C alien under
19	this section if the alien has, at any time
20	during the past 5 years—
21	"(I) violated a material provision
22	of this section, including the require-
23	ment to promptly depart the United
24	States when the alien's authorized pe-

1	riod of admission under this section
2	has expired; or
3	"(II) otherwise violated a term or
4	condition of admission to the United
5	States as a nonimmigrant, including
6	overstaying the period of authorized
7	admission as such a nonimmigrant.
8	"(E) Period of admission.—The alien
9	shall be admitted for the period requested by
10	the petitioner not to exceed 10 months, or the
11	remaining validity period of the petitioner's ap-
12	proved labor condition attestation, whichever is
13	less, plus an additional period of 14 days, dur-
14	ing which the alien shall seek authorized em-
15	ployment in the United States. During the 14-
16	day period following the expiration of the alien's
17	work authorization, the alien is not authorized
18	to be employed unless the original petitioner or
19	a subsequent petitioner has filed an extension
20	of stay on behalf of the alien pursuant to para-
21	graph (2).
22	"(F) Issuance of identification and
23	EMPLOYMENT ELIGIBILITY DOCUMENT.—
24	"(i) In General.—The Attorney
25	General shall cause to be issued to each

1	H–2C alien a card in a form which is re-
2	sistant to counterfeiting and tampering for
3	the purpose of providing proof of identity
4	and employment eligibility under section
5	274A.
6	"(ii) Design of Card.—Each card
7	issued pursuant to clause (i) shall be de-
8	signed in such a manner and contain a
9	photograph and other identifying informa-
10	tion (such as date of birth, sex, and distin-
11	guishing marks) that would allow an em-
12	ployer to determine with reasonable cer-
13	tainty that the bearer is not claiming the
14	identity of another individual, and shall—
15	"(I) contain a fingerprint or
16	other biometric identifying data (or
17	both);
18	"(II) specify the date of the
19	alien's authorization as an H–2C
20	alien;
21	"(III) specify the expiration date
22	of the alien's work authorization; and
23	"(IV) specify the alien's admis-
24	sion number or alien file number.
25	"(2) Extension of stay.—

"(A) APPLICATION FOR EXTENSION OF STAY.—If a petitioner seeks to employ an H–2C alien already in the United States, the petitioner shall file with the Attorney General an application for an extension of the alien's stay. The application for extension of stay shall be accompanied by a currently valid labor condition attestation.

"(B) LIMITATION ON FILING AN APPLICATION FOR EXTENSION OF STAY.—An application may not be filed for an extension of an alien's stay for a period of more than 10 months, or later than a date which is 2 years from the date of the alien's last admission to the United States as a H–2C alien, whichever occurs first. An application for extension of stay may not be filed during the pendency of an alien's previous authorized period of employment, nor after the alien's authorized stay in the United States has expired.

"(C) WORK AUTHORIZATION UPON FILING AN APPLICATION FOR EXTENSION OF STAY.— An employer may begin employing an alien already in the United States in H–2C status on the day the employer files its application for ex-

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tension of stay. For the purpose of this requirement, the term 'filing' means sending the application by certified mail via the United States Postal Service, return receipt requested, or delivered by guaranteed commercial delivery which will provide the employer with a documented acknowledgment of the date of sending and receipt of the application. The employer shall provide a copy of the employer's application for extension of stay to the alien, who shall keep the application with the alien's identification and employment eligibility document as evidence that the extension has been filed and that the alien is authorized to work in the United States. Upon approval of an application for extension of stay, the Attorney General shall provide a new or updated employment eligibility document to the alien indicating the new validity date, after which the alien is not required to retain a copy of the application for extension of stay.

"(D) LIMITATION ON EMPLOYMENT AUTHORIZATION OF H-2C ALIENS WITHOUT VALID IDENTIFICATION AND EMPLOYMENT ELIGIBILITY DOCUMENT.—An expired identification

and employment eligibility document, together with a copy of an application for extension of stay, shall constitute a valid work authorization document for a period of not more than 60 days from the date of application for the extension of stay, after which time only a currently valid identification and employment eligibility document shall be acceptable.

"(3) Limitation on an individual's stay in H–2C status.—An alien having status as an H–2C alien may not have the status extended for a continuous period longer than 2 years unless the alien remains outside the United States for an uninterrupted period of 6 months. An absence from the United States may break the continuity of the period for which an H–2C visa is valid. If the alien has resided in the United States 10 months or less, an absence breaks the continuity of the period if its lasts for at least 2 months. If the alien has resided in the United States 10 months or more, an absence breaks the continuity of the period if it lasts for at least one-fifth the duration of the stay.

"(j) Trust Fund to Assure Worker Return.—

"(1) ESTABLISHMENT.—There is established in the Treasury of the United States a trust fund (in

1	this section referred to as the 'Trust Fund') for the
2	purpose of providing a monetary incentive for H–2C
3	aliens to return to their country of origin upon expi-
4	ration of their visas under this section.
5	"(2) Withholding of wages; payment into
6	THE TRUST FUND.—
7	"(A) IN GENERAL.—Employers of H–2C
8	aliens shall—
9	"(i) withhold from the wages of their
10	H–2C alien workers an amount equivalent
11	to 25 percent of the wages of each $H-2C$
12	alien worker and pay such withheld
13	amount into the Trust Fund in accordance
14	with paragraph (3); and
15	"(ii) pay to the Trust Fund an
16	amount equivalent to the Federal tax on
17	the wages paid to H–2C aliens that the
18	employer would be obligated to pay under
19	the Federal Unemployment Tax Act and
20	the Federal Insurance Contributions Act.
21	Amounts withheld under clause (i) shall be
22	maintained in such interest bearing account
23	with such a financial institution as the Attorney
24	General shall specify.

1	"(3) Distribution of funds.—Amounts paid
2	into the Trust Fund on behalf of a worker, and held
3	pursuant to paragraph (2)(A)(i) and interest earned
4	thereon, shall be paid by the Attorney General to the
5	worker if—
6	"(A) the worker applies to the Attorney
7	General (or the designee of the Attorney Gen-
8	eral) for payment within 30 days of the expira-
9	tion of the alien's last authorized stay in the
10	United States as a H-2C alien;
11	"(B) in such application the worker estab-
12	lishes that the worker has complied with the
13	terms and conditions of this section; and
14	"(C) in connection with the application,
15	the worker tenders the identification and em-
16	ployment authorization card issued to the work-
17	er pursuant to subsection $(i)(1)(F)$ and estab-
18	lishes that the worker is identified as the per-
19	son to whom the card was issued based on the
20	biometric identification information contained
21	on the card.
22	"(4) Administrative expenses.—The
23	amounts paid into the Trust Fund and held pursu-
24	ant to paragraph (2)(A)(ii), and interest earned

thereon, shall be paid to the Attorney General, the

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1 Secretary of Labor, and the Secretary of State in 2 amounts equivalent to the expenses incurred by such officials administration 3 in the of section 101(a)(15)(H)(ii)(c) and this section. "(5) Regulations.—The Attorney General 5 6 shall prescribe regulations to carry out this sub-7 section. "(k) INVESTMENT OF TRUST FUND.— 8 9 "(1) IN GENERAL.—It shall be the duty of the 10 Secretary of the Treasury to invest such portion of 11 the Trust Fund as is not, in the Secretary's judge-12 ment, required to meet current withdrawals. Such 13 investments may be made only in interest-bearing 14 obligations of the United States or in obligations 15 guaranteed as to both principal and interest by the 16 United States. For such purpose, such obligations 17 may be acquired— "(A) on original issue at the price; or 18 19 "(B) by purchase of outstanding obliga-20 tions at the market price. 21 The purposes for which obligations of the United States may be issued under chapter 31 of title 31, 22 23 United States Code, are hereby extended to author-

ize the issuance at par of special obligations exclu-

sively to the Trust Fund. Such special obligations

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shall bear interest at a rate equal to the average rate of interest, computed as to the end of the calendar month next preceding the date of such issue, borne by all marketable interest-bearing obligations of the United States then forming a part of the public debt, except that where such average rate is not a multiple of one-eighth of 1 percent next lower than such average rate. Such special obligations shall be issued only if the Secretary of the Treasury determines that the purchase of other interest-bearing obligations of the United States, or of obligations guaranteed as to both principal and interest by the United States on original issue or at the market price, is not in the public interest.

- "(2) SALE OF OBLIGATION.—Any obligation acquired by the Trust Fund (except special obligations issued exclusively to the Trust Fund) may be sold by the Secretary of the Treasury at the market price, and such special obligations may be redeemed at par plus accrued interest.
- "(3) CREDITS TO TRUST FUND.—The interest on, and the proceeds from the sale or redemption of, any obligations held in the Trust Fund shall be credited to and form a part of the Trust Fund.

"(4) Report to congress.—It shall be the duty of the Secretary of the Treasury to hold the Trust Fund, and (after consultation with the Attorney General) to report to the Congress each year on the financial condition and the results of the operations of the Trust Fund during the preceding fiscal year and on its expected condition and operations during the next fiscal year. Such report shall be printed as both a House and a Senate document of the session of the Congress to which the report is made.

## "(1) MISCELLANEOUS PROVISIONS.—

- "(1) APPLICABILITY OF LABOR LAWS.—Except as provided in paragraphs (2), (3), and (4), all Federal, State, and local labor laws (including laws affecting migrant farm workers) applicable to United States workers shall also apply to H–2C aliens.
- "(2) LIMITATION OF WRITTEN DISCLOSURE IM-POSED UPON RECRUITERS.—Any disclosure required of recruiters under section of 201(a) of the Migrant and Seasonal Agricultural Worker Protection Act (29 U.S.C. 1821(a)) need not be given to H–2C aliens prior to the time their visa is issued permitting entry into the United States.

1	"(3) Exemption from fica and futa
2	TAXES.—The wages paid to H-2C aliens shall be ex-
3	cluded from wages subject to taxation under the
4	Federal Unemployment Tax Act and under the Fed-
5	eral Insurance Contributions Act.
6	"(4) Ineligibility for certain public ben-
7	EFITS PROGRAMS.—
8	"(A) In General.—Notwithstanding any
9	other provision of law and except as provided in
10	subparagraph (B), any alien provided status as
11	an H–2C alien shall not be eligible for any Fed-
12	eral or State or local means-tested public bene-
13	fit program.
14	"(B) Exceptions.—Subparagraph (A)
15	shall not apply to the following:
16	"(i) Emergency medical serv-
17	ICES.—The provision of emergency medical
18	services (as defined by the Attorney Gen-
19	eral in consultation with the Secretary of
20	Health and Human Services).
21	"(ii) Public Health immuniza-
22	TIONS.—Public health assistance for im-
23	munizations with respect to immunizable
24	diseases and for testing and treatment for
25	communicable diseases.

1 "(iii) Short-term emergency disas-2 ASTER RELIEF.—The provision of non-3 cash, in-kind, short-term emergency disas-4 ter relief.

## "(m) REGULATIONS.—

"(1) REGULATIONS OF THE SECRETARY.—The Secretary shall consult with the Secretary of Agriculture, and the Attorney General shall approve, all regulations dealing with the approval of labor condition attestations for H–2C aliens and enforcement of the requirements for employing H–2C aliens under an approved attestation. The Secretary shall promulgate, and the Attorney General shall approve, such regulations not later than 180 days after the date of the enactment of the Farmers' Temporary Employment Assistance Act.

"(2) Regulations of the attorney General shall consult with the Secretary of Agriculture on all regulations dealing with the approval of petitions for admission or extension of stay of H–2C aliens and the requirements for employing H–2C aliens and the enforcement of such requirements. The Attorney General shall promulgate such regulations not later than 180 days

- after the date of the enactment of the Farmers'
  Temporary Employment Assistance Act.
- 3 "(n) Definitions.—For the purpose of this section:
  - "(1) AGRICULTURAL ASSOCIATION.—The term 'agricultural association' means any nonprofit or cooperative association of farmers, growers, or ranchers incorporated or qualified under applicable State law, which recruits, solicits, hires, employs, furnishes, or transports any agricultural workers.
    - "(2) AGRICULTURAL EMPLOYMENT.—The term 'agricultural employment' means any service or activity included within the provisions of section 3(f) of the Fair Labor Standards Act of 1938 (29 U.S.C. 203(f)) or section 3121(g) of the Internal Revenue Code of 1986 and the handling, planting, drying, packing, packaging, processing, freezing, or grading prior to delivery for storage of any agricultural or horticultural commodity in its unmanufactured state.
    - "(3) EMPLOYER.—The term 'employer' means any person or entity, including any independent contractor and any agricultural association, that employs workers.
- 24 "(4) H–2C ALIEN.—The term 'H–2C alien' 25 means an alien admitted to the United States or

- provided status as a nonimmigrant under section 101(a)(15)(H)(ii)(c).
- 3 "(5) SECRETARY.—The term 'Secretary' means
  4 the Secretary of Labor.
- "(6) UNITED STATES WORKER.—The term 'United States worker' means any worker, whether a United States citizen, a United States national, or an alien, who is legally permitted to work in the job opportunity within the United States other than an alien admitted pursuant to this section.".
- 11 (b) CLERICAL AMENDMENT.—The table of contents 12 of the Immigration and Nationality Act is amended by in-13 serting after the item relating to section 218 the following

"Sec. 218A. Alternative agricultural worker program.".

new item:

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