#### 105TH CONGRESS 2D SESSION

## S. 1698

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 SENATE OF THE UNITED STATES

March 3, 1998

Mr. COVERDELL introduced the following bill; which was read twice and referred to the Committee on the Judiciary

## 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,
- 3 SECTION 1. SHORT TITLE.
- 4 This Act may be cited as the "Farmers' Temporary
- 5 Employment Assistance Act".

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

1	"(1) In general.—No alien may be admitted
2	or provided status as an H–2C alien (as defined in
3	subsection (n)(4)) unless—
4	"(A) the employment of the alien is cov-
5	ered by a currently valid labor condition attes-
6	tation which—
7	"(i) is filed by the employer, or by an
8	association on behalf of the employer, for
9	the occupation in which the alien will be
10	employed;
11	"(ii) has been accepted by the State
12	employment security agency having juris-
13	diction over the area of intended employ-
14	ment; and
15	"(iii) states each of the items de-
16	scribed in paragraph (2) and includes in-
17	formation identifying the employer or asso-
18	ciation and agricultural job opportunities
19	involved;
20	"(B) the employer is not disqualified from
21	employing H–2C aliens pursuant to subsection
22	(h); and
23	"(C) the employer has not, during the past
24	2 years, been found by the Attorney General to
25	have employed any aliens in violation of section

1	274A(a), including aliens admitted pursuant to
2	this section.
3	"(2) Contents of Labor condition attes-
4	TATION.—Each labor condition attestation filed by,
5	or on behalf of, an employer shall include the follow-
6	ing:
7	"(A) WAGE RATE.—The employer will pay
8	H-2C aliens and all other workers in the occu-
9	pation not less than the prevailing wage for
10	similarly employed workers in the area of em-
11	ployment, and not less than the applicable Fed-
12	eral, State or local statutory minimum wage.
13	"(B) Working conditions.—The em-
14	ployment of H–2C aliens will not adversely af-
15	fect the working conditions of similarly em-
16	ployed workers in the area of employment.
17	"(C) Limitation on employment.—An
18	H-2C alien will not be employed in any job op-
19	portunity which is not temporary or seasonal,
20	and will not be employed by the employer in
21	any job opportunity for more than 10 months
22	in any 12-consecutive-month period.
23	"(D) No labor dispute.—No H-2C
24	alien will be employed in any job opportunity
25	which is vacant because its former occupant is

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 occupation or until 5 days before the date employment of workers in the occupation begins, whichever occurs later.
- "(3) GENERAL ACCOUNTING OFFICE RE-PORTS.—Beginning 1 year after the effective date of this section, and annually thereafter, the Comptrol-

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1	ler General shall prepare and transmit to the Con-
2	gress a report describing the results of a review of
3	the implementation and enforcement of this section
4	during the preceding 12-month period, for the pur-
5	pose of determining if—
6	"(A) such provisions have been carried out
7	satisfactorily;
8	"(B) the program has ensured an adequate
9	and timely supply of qualified, eligible workers
10	at the time and place needed for employers;
11	"(C) the program has ensured that imple-
12	mentation of the program is not displacing
13	United States agricultural workers or diminish-
14	ing the terms and conditions of employment of
15	United States agricultural workers; and
16	"(D) an unnecessary regulatory burder
17	has been created for employers hiring workers
18	admitted under this section.
19	"(b) FILING A LABOR CONDITION ATTESTATION.—
20	"(1) FILING BY EMPLOYERS.—Any employer in
21	the United States is eligible to file a labor condition
22	attestation.
23	"(2) FILING BY ASSOCIATIONS ON BEHALF OF
24	EMPLOYER MEMBERS.—An agricultural association
25	may file a labor condition attestation as an agent or

- 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

1 months prior to the date of the employer's antici-2 pated need for workers in the occupation (or occupa-3 tions) 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 documenta-
  - "(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 representatives of the Secretary during normal business 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.—

"(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

1 occupation (or occupations) with respect to 2 which the attestation was withdrawn, upon ac-3 knowledgement by the appropriate State em-4 ployment security agency of receipt of the with-5 drawal notice. An attestation may not be with-6 drawn with respect to any occupation while any 7 H-2C aliens covered by that attestation is em-8 ployed in the occupation.

- "(C) 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.
- 17 "(c) Employer Responsibilities and Require-18 ments for Employing H–2C Nonimmigrants.—
- 19 "(1) Requirement to pay the prevailing 20 wage.—
- 21 "(A) EFFECT OF THE ATTESTATION.—
  22 Employers shall pay each worker in an occupa23 tion covered by an accepted labor condition at24 testation at least the prevailing wage in the oc25 cupation in the area of intended employment.

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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 sufficient to meet the requirement of this paragraph if the H–2C workers—

"(i) are employed in the occupation for which the employer possesses an accepted labor condition attestation, and for which the employer or association possesses a prevailing wage determination by the State employment security agency, and

1	"(ii) are being paid at least the pre-
2	vailing wage so determined.
3	"(C) Reliance on wage survey.—In

"(C) Reliance on wage survey.—In lieu of the procedures of subparagraph (B), an employer may rely on other information, such as an employer generated prevailing wage survey and determination, which meets criteria specified by the Secretary by regulation. In the event of a complaint that the employer has failed to pay the required wage, the Secretary shall investigate to determine if the information upon which the employer relied complied with the criteria for prevailing wage determinations.

# "(D) ALTERNATE METHODS OF PAYMENT PERMITTED.—

"(i) IN GENERAL.—A prevailing wage may be expressed as an hourly wage, a piece rate, a task rate (described in clause (ii)), or other incentive pay system, including a group rate (described in clause (iii)). The requirement to pay at least the prevailing wage in the occupation and area of intended employment does not require an employer to pay by the method of pay in which the prevailing rate is expressed.

However, if the employer adopts a method
of pay other than the prevailing rate, the
burden of proof is on the employer to demonstrate that the employer's method of pay
is designed to produce earnings equivalent
to the earnings that would result from payment of the prevailing rate.

- "(ii) Task rate.—For purposes of this subparagraph, a task rate is an incentive payment based on a unit of work performed such that the incentive rate varies with the level of effort required to perform individual units of work.
- "(iii) Group rate.—For purposes of this subparagraph, a group rate is an incentive payment system in which the payment is shared among a group of workers 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

1	upon which the employer or association relied to
2	assure compliance with the prevailing wage re-
3	quirement.
4	"(2) Requirement to provide housing and
5	TRANSPORTATION.—
6	"(A) EFFECT OF THE ATTESTATION.—The
7	employment of H-2C aliens shall not adversely
8	affect the working conditions of United States
9	workers similarly employed in the area of in-
10	tended employment. The employer's obligation
11	not to adversely affect working conditions shall
12	continue for the duration of the period of em-
13	ployment by the employer of any H-2C aliens
14	in the occupation and area of intended employ-
15	ment. An employer will be deemed to be in com-
16	pliance with this attestation if the employer of-
17	fers at least the benefits required by subpara-
18	graphs (B) through (D). The previous sentence
19	does not require an employer to offer more than
20	such benefits.
21	"(B) Housing required.—
22	"(i) Housing offer.—The employer
23	must offer to H-2C aliens and United
24	States workers recruited from beyond nor-

mal recruiting distance housing, or a hous-

ing 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,

"(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 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 allow-

1 ance. An employer who offers a housing al-2 lowance to such a worker under this sub-3 paragraph shall not be deemed to be a housing provider under section 203 of the Migrant and Seasonal Agricultural Worker 6 Protection Act (29 U.S.C. 1823) merely by 7 virtue of providing such housing allowance. "(v) Security Deposit.—The re-8 9 quirement, if any, to offer housing to such 10 a worker under this subparagraph shall 11 not preclude an employer from requiring a 12 reasonable deposit to protect against gross 13 negligence or willful destruction of prop-14 erty, as a condition for providing such 15 housing. "(vi) Damages.—An employer who 16 17 offers housing to such a worker shall not 18 be precluded from requiring a worker 19 found to have been responsible for damage 20 to such housing which is not the result of normal wear and tear related to habitation 21 22 to reimburse the employer for the reason-23 able cost of repair of such damage. "(C) Transportation.—If the employer 24

provides transportation arrangements or assist-

ance 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 the State workers' compensation law for comparable employment.

#### "(E) REQUIRED DOCUMENTATION.—

"(i) Housing and transportation.—No specific documentation is required to be maintained to evidence compliance with the requirements of subparagraphs (B) and (C). In the event of a complaint alleging a failure to comply with such a requirement, the burden of proof

1	shall be on the employer to show that the
2	employer offered the required benefit to
3	the complainant, or that the employer was
4	not required by the terms of this para-
5	graph to offer such benefit to the com-
6	plainant.
7	"(ii) Workers' compensation.—
8	The employer shall maintain copies of cer-
9	tificates of insurance evidencing compli-
10	ance with subparagraph (D) throughout
11	the period of validity of the labor condition
12	attestation.
13	"(3) REQUIREMENT TO EMPLOY ALIENS IN
14	TEMPORARY OR SEASONAL AGRICULTURAL JOB OP-
15	PORTUNITIES.—
16	"(A) Limitations.—
17	"(i) IN GENERAL.—The employer may
18	employ H–2C aliens only in agricultural
19	employment which is temporary or sea-
20	sonal.
21	"(ii) Seasonal basis.—For purposes
22	of this section, labor is performed on a sea-
23	sonal basis where, ordinarily, the employ-
24	ment pertains to or is of the kind exclu-
25	sively performed at certain seasons or peri-

1	ods of the year and which, from its nature,
2	may not be continuous or carried on
3	throughout the year.
4	"(iii) Temporary basis.—For pur-
5	poses of this section, a worker is employed
6	on a temporary basis where the employ-
7	ment is intended not to exceed 10 months.
8	"(B) REQUIRED DOCUMENTATION.—No
9	specific documentation is required to dem-
10	onstrate compliance with the requirement of
11	subparagraph (A). In the event of a complaint,
12	the burden of proof shall fall on the employer
13	to show that the employment meets such re-
14	quirement.
15	"(4) Requirement not to employ aliens in
16	JOB OPPORTUNITIES VACANT BECAUSE OF A LABOR
17	DISPUTE.—
18	"(A) In general.—No H–2C alien may
19	be employed in any job opportunity which is va-
20	cant because its former occupant is involved in
21	a strike, lockout, or work stoppage in the
22	course of a labor dispute in the occupation at
23	the place of employment.
24	"(B) Required documentation.—No
25	specific documentation is required to dem-

1	onstrate compliance with the requirement of
2	subparagraph (A). In the event of a complaint,
3	the burden of proof shall fall on the employer
4	to show that the job opportunity in which the
5	H–2C alien was employed was not vacant be-
6	cause the former occupant was on strike, locked
7	out, or participating in a work stoppage in the
8	course of a labor dispute in the occupation at
9	the place of employment.
10	"(5) Notice of filing of labor condition
11	ATTESTATION AND SUPPORTING DOCUMENTATION.—
12	"(A) IN GENERAL.—The employer shall—
13	"(i) provide notice of the filing of a
14	labor condition attestation to the appro-
15	priate certified bargaining agent (if any)
16	which represents workers of the employer
17	in the occupation (or occupations) at the
18	place of employment covered by the attes-
19	tation; or
20	"(ii) in the case where no such bar-
21	gaining agent exists, post notice of the fil-
22	ing of such an attestation in at least two
23	conspicuous locations where applications
24	for employment are accepted.

1 "(B) Period for Posting.—The require-2 ment for a posting under subparagraph (A)(ii) 3 begins on the day the attestation is filed, and 4 continues through the period during which the 5 employer's job order is required to remain ac-

6 tive 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 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 man-

ner 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) FILING FEWER THAN 30 DAYS BE-FORE DATE OF NEED.—If a job order is filed

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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.
- 14 "(d) Requirements of Notice of Certain 15 Breaks in Employment.—
  - "(1) IN GENERAL.—The employer (or the association acting as agent for the employer) shall notify 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 abandons the alien's employment shall be considered to have failed to maintain nonimmigrant status as an alien described in section 101(a)(15)(H)(ii)(c) and shall leave the United States or be subject to deportation under section 237(a)(1)(C)(i).

- 1 "(e) Acceptance By State Employment Secu-
- 2 RITY AGENCY.—The State employment security agency
- 3 shall review labor condition attestations submitted by em-
- 4 ployers or associations pursuant to this section only for
- 5 completeness and obvious inaccuracies. Unless such an
- 6 agency finds that the application is incomplete or obvi-
- 7 ously inaccurate, the agency shall accept the attestation
- 8 within 7 days of the date of filing of the attestation, and
- 9 return a copy to the applicant marked 'accepted'.
- 10 "(f) Public Registry.—The Secretary shall main-
- 11 tain a registry of all accepted labor condition attestations
- 12 and make such registry available for public inspection.
- 13 "(g) Responsibilities of State Employment Se-
- 14 CURITY AGENCIES.—
- 15 "(1) Dissemination of Labor Market in-
- 16 FORMATION.—The Secretary shall direct State em-
- ployment security agencies to disseminate non-
- employer-specific information about potential labor
- 19 needs based on accepted attestations filed by em-
- 20 ployers. Such dissemination shall be separate from
- 21 the clearance of job orders through the Interstate
- and Intrastate Clearance Systems, and shall create
- 23 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.—

"(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 misrepresen-

tation 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 employ-

1	ment in question. The back wages shall be
2	equal to the difference between the amount that
3	should have been paid and the amount that ac-
4	tually was paid to such worker.
5	"(B) Failure to pay wages.—Upon a
6	final determination that the employer has failed
7	to pay the wages required under this section,
8	the Secretary may assess a civil money penalty
9	up to \$1,000 for each failure, and may rec-
10	ommend to the Attorney General the disquali-
11	fication of the employer from the employment
12	of H–2C aliens for a period of time determined
13	by the Secretary not to exceed 1 year.
14	"(C) OTHER VIOLATIONS.—If the Sec-
15	retary, as a result of an investigation pursuant
16	to a complaint, determines that an employer
17	covered by an accepted labor condition attesta-
18	tion has—
19	"(i) filed an attestation which mis-
20	represents a material fact; or
21	"(ii) failed to meet a condition speci-
22	fied in subsection (a),
23	the Secretary may assess a civil money penalty
24	not to exceed \$1,000 for each violation. In de-
25	termining the amount of civil money penalty to

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be assessed, the Secretary shall consider the seriousness of the violation, the good faith of the employer, the size of the business of the employer being charged, the history of previous violations by the employer, whether the employer obtained a financial gain from the violation, whether the violation was willful, and other relevant factors.

#### "(D) Program disqualification.—

"(i) 3-YEARS FOR SECOND VIOLA-TION.—Upon a second 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 the employment of H–2C aliens for a period of 3 years.

"(ii) PERMANENT FOR THIRD VIOLA-TION.—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 1 any subsequent employment of H–2C 2 aliens.

#### "(3) Role of associations.—

"(A) VIOLATION BY A MEMBER OF AN ASSOCIATION.—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 employer 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 1 which such alien was employed by the associa-2 tion during the period such disqualification is in 3 effect, unless such member files a labor condi-4 tion attestation as an individual employer or 5 such an attestation is filed on the employer's 6 behalf by an association with which the em-7 ployer has an agreement that the employer will 8 comply with the requirements of this section.

9 "(i) Procedure for Admission or Extension of

#### 10 H–2C ALIENS.—

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11 "(1) Aliens who are outside the united 12 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.

1 "(B) Expedited adjudication by dis-2 TRICT DIRECTOR.—If an employer's petition for admission of H-2C aliens is correctly filled out, 3 4 and the employer is not ineligible to employ H-2C aliens, the District Director (or the Direc-5 6 tor's designee) shall approve the petition within 3 working days of receipt of the petition and 7 8 accepted labor condition attestation and imme-9 diately (by fax, cable, or other means assuring 10 expedited delivery) transmit a copy of the approved petition to the petitioner and to the ap-12 propriate immigration officer at the port of 13 entry or United States consulate (as the case 14 may be) where the petitioner has indicated that 15 the alien beneficiary (or beneficiaries) will apply 16 for a visa or admission to the United States.

> "(C) Unnamed beneficiaries selected BY PETITIONER.—The petitioning employer or association or its representative shall approve the issuance of visas to beneficiaries who are unnamed on a petition for admission granted to the employer or association.

#### "(D) Criteria for admissibility.—

"(i) IN GENERAL.—An alien shall be admissible under this section if the alien is

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1	otherwise admissible under this Act and
2	the alien is not debarred pursuant to the
3	provisions of clause (ii).
4	"(ii) Disqualification.—An alien
5	shall be debarred from admission or being
6	provided status as an H–2C alien under
7	this section if the alien has, at any time
8	during the past 5 years—
9	"(I) violated a material provision
10	of this section, including the require-
11	ment to promptly depart the United
12	States when the alien's authorized pe-
13	riod of admission under this section
14	has expired; or
15	"(II) otherwise violated a term or
16	condition of admission to the United
17	States as a nonimmigrant, including
18	overstaying the period of authorized
19	admission as such a nonimmigrant.
20	"(E) Period of Admission.—The alien
21	shall be admitted for the period requested by
22	the petitioner not to exceed 10 months, or the
23	remaining validity period of the petitioner's ap-
24	proved labor condition attestation, whichever is
25	less, plus an additional period of 14 days, dur-

ing which the alien shall seek authorized employment in the United States. During the 14-day period following the expiration of the alien's work authorization, the alien is not authorized to be employed unless the original petitioner or a subsequent petitioner has filed an extension of stay on behalf of the alien pursuant to paragraph (2).

### "(F) Issuance of identification and employment eligibility document.—

"(i) IN GENERAL.—The Attorney General shall cause to be issued to each H–2C alien a card in a form which is resistant to counterfeiting and tampering for the purpose of providing proof of identity and employment eligibility under section 274A.

"(ii) DESIGN OF CARD.—Each card issued pursuant to clause (i) shall be designed in such a manner and contain a photograph and other identifying information (such as date of birth, sex, and distinguishing marks) that would allow an employer to determine with reasonable cer-

1	tainty that the bearer is not claiming the
2	identity of another individual, and shall—
3	"(I) contain a fingerprint or
4	other biometric identifying data (or
5	both);
6	"(II) specify the date of the
7	alien's authorization as an H–2C
8	alien;
9	"(III) specify the expiration date
10	of the alien's work authorization; and
11	"(IV) specify the alien's admis-
12	sion number or alien file number.
13	"(2) Extension of stay.—
14	"(A) APPLICATION FOR EXTENSION OF
15	STAY.—If a petitioner seeks to employ an H–2C
16	alien already in the United States, the peti-
17	tioner shall file with the Attorney General an
18	application for an extension of the alien's stay.
19	The application for extension of stay shall be
20	accompanied by a currently valid labor condi-
21	tion attestation.
22	"(B) Limitation on filing an applica-
23	TION FOR EXTENSION OF STAY.—An applica-
24	tion may not be filed for an extension of an
25	alien's stay for a period of more than 10

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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 extension 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 re-

1	mains outside the United States for an uninter-
2	rupted period of 6 months. An absence from the
3	United States may break the continuity of the period
4	for which an H–2C visa is valid. If the alien has re-
5	sided in the United States 10 months or less, an ab-
6	sence breaks the continuity of the period if it lasts
7	for at least 2 months. If the alien has resided in the
8	United States 10 months or more, an absence
9	breaks the continuity of the period if it lasts for at
10	least one-fifth the duration of the stay.
11	"(j) Trust Fund to Assure Worker Return.—
12	"(1) Establishment.—There is established in
13	the Treasury of the United States a trust fund (in
14	this section referred to as the 'Trust Fund') for the
15	purpose of providing a monetary incentive for H–2C
16	aliens to return to their country of origin upon expi-
17	ration of their visas under this section.
18	"(2) Withholding of wages; payment into
19	THE TRUST FUND.—
20	"(A) In general.—Employers of H-2C
21	aliens shall—
22	"(i) withhold from the wages of their
23	H-2C alien workers an amount equivalent
24	to 25 percent of the wages of each H–2C
25	alien worker and pay such withheld

1	amount into the Trust Fund in accordance
2	with paragraph (3); and
3	"(ii) pay to the Trust Fund an
4	amount equivalent to the Federal tax on
5	the wages paid to H-2C aliens that the
6	employer would be obligated to pay under
7	the Federal Unemployment Tax Act and
8	the Federal Insurance Contributions Act.
9	Amounts withheld under clause (i) shall be
10	maintained in such interest bearing account
11	with such a financial institution as the Attorney
12	General shall specify.
13	"(3) Distribution of funds.—Amounts paid
14	into the Trust Fund on behalf of a worker, and held
15	pursuant to paragraph (2)(A)(i) and interest earned
16	thereon, shall be paid by the Attorney General to the
17	worker if—
18	"(A) the worker applies to the Attorney
19	General (or the designee of the Attorney Gen-
20	eral) for payment within 30 days of the expira-
21	tion of the alien's last authorized stay in the
22	United States as a H–2C alien;
23	"(B) in such application the worker estab-
24	lishes that the worker has complied with the
25	terms and conditions of this section: and

"(C) in connection with the application, the worker tenders the identification and em-ployment authorization card issued to the work-er pursuant to subsection (i)(1)(F) and estab-lishes that the worker is identified as the per-son to whom the card was issued based on the biometric identification information contained on the card.

- "(4) ADMINISTRATIVE EXPENSES.—The amounts paid into the Trust Fund and held pursuant to paragraph (2)(A)(ii), and interest earned thereon, shall be paid to the Attorney General, the Secretary of Labor, and the Secretary of State in amounts equivalent to the expenses incurred by such officials in the administration of section 101(a)(15)(H)(ii)(c) and this section.
- "(5) Regulations.—The Attorney General shall prescribe regulations to carry out this subsection.
- 20 "(k) Investment of Trust Fund.—
  - "(1) IN GENERAL.—It shall be the duty of the Secretary of the Treasury to invest such portion of the Trust Fund as is not, in the Secretary's judgment, required to meet current withdrawals. Such investments may be made only in interest-bearing

obligations of the United States or in obligations guaranteed as to both principal and interest by the United States. For such purpose, such obligations may be acquired—

"(A) on original issue at the price; or

"(B) by purchase of outstanding obligations at the market price.

The purposes for which obligations of the United States may be issued under chapter 31 of title 31, United States Code, are hereby extended to authorize the issuance at par of special obligations exclusively to the Trust Fund. Such special obligations 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

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- 1 United States on original issue or at the market 2 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.
- 24 "(1) Miscellaneous Provisions.—

- 1 "(1) APPLICABILITY OF LABOR LAWS.—Except 2 as provided in paragraphs (2), (3), and (4), all Fed-3 eral, State, and local labor laws (including laws af-4 fecting migrant farm workers) applicable to United 5 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 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.
    - "(3) Exemption from fica and futa Taxes.—The wages paid to H–2C aliens shall be excluded from wages subject to taxation under the Federal Unemployment Tax Act and under the Federal Insurance Contributions Act.
    - "(4) Ineligibility for certain public benefits programs.—
  - "(A) IN GENERAL.—Notwithstanding any other provision of law and except as provided in subparagraph (B), any alien provided status as an H–2C alien shall not be eligible for any Federal or State or local means-tested public benefit program.

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1	"(B) Exceptions.—Subparagraph (A)
2	shall not apply to the following:
3	"(i) Emergency medical serv-
4	ICES.—The provision of emergency medical
5	services (as defined by the Attorney Gen-
6	eral in consultation with the Secretary of
7	Health and Human Services).
8	"(ii) Public Health immuniza-
9	TIONS.—Public health assistance for im-
10	munizations with respect to immunizable
11	diseases and for testing and treatment for
12	communicable diseases.
13	"(iii) Short-term emergency dis-
14	ASTER RELIEF.—The provision of non-
15	cash, in-kind, short-term emergency disas-
16	ter relief.
17	"(m) Regulations.—
18	"(1) REGULATIONS OF THE SECRETARY.—The
19	Secretary shall consult with the Secretary of Agri-
20	culture, and the Attorney General shall approve, all
21	regulations dealing with the approval of labor condi-
22	tion attestations for H–2C aliens and enforcement of
23	the requirements for employing H–2C aliens under
24	an approved attestation. The Secretary shall promul-
25	gate, 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.—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.
    - "(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

- 1 Code of 1986 and the handling, planting, drying,
- 2 packing, packaging, processing, freezing, or grading
- 3 prior to delivery for storage of any agricultural or
- 4 horticultural commodity in its unmanufactured
- 5 state.
- 6 "(3) Employer.—The term 'employer' means
- 7 any person or entity, including any independent con-
- 8 tractor and any agricultural association, that em-
- 9 ploys workers.
- 10 "(4) H–2C ALIEN.—The term 'H–2C alien'
- means an alien admitted to the United States or
- provided status as a nonimmigrant under section
- 13 101(a)(15)(H)(ii)(c).
- 14 "(5) Secretary.—The term 'Secretary' means
- the Secretary of Labor.
- 16 "(6) United States Worker.—The term
- 17 '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.".
- 22 (b) CLERICAL AMENDMENT.—The table of contents
- 23 of the Immigration and Nationality Act is amended by in-

- 1 serting after the item relating to section 218 the following
- 2 new item:

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

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