FARM/FOREST LABOR CONTRACTOR (F/FLC)

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1.0  AUTHORITY OF THE COMMISSIONER
(see also Ch. I, sec. 2.1)
2.0  DEFINITIONS
2.1  --- Character
  ❑ As it pertains to farm/forest labor contractors, character means reputation, especially when good, and a composite of good moral qualities typically of moral excellence and firmness blended with resolution, self-discipline, high ethics, force, and judgment. ----- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 147 (2007).


  ❑ Respondents' willful misrepresentation on their license renewal application that that they would comply with all laws and rules as a farm/forest labor contractor showed they lacked the necessary judgment to carry on business as a competent farm/forest labor contractor. ----- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 151 (2007).


  ❑ By repeatedly disregarding their commitments to the Oregon Department of Forestry and BOLI and by their ongoing efforts to cover up the deficiencies in their training and recordkeeping, respondents engaged in a course of misconduct that demonstrated their lack of the moral strength and ethics required to demonstrate good character and the reliability required to show they can be counted on or trusted to do what is expected of a farm/forest labor contractor. ----- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 151 (2007).


2.2  --- Competence
  ❑ As it pertains to farm/forest labor contractors, competence means the quality or state of being functionally adequate or of having sufficient knowledge, judgment, skill, or strength (as for a particular duty or in a particular respect). ----- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 147 (2007).


2.10  --- Fraudulent
2.11  --- Misconduct
  ❑ For the purpose of OAR 839-015-0520(3)(m), any violation of applicable Oregon laws or the BOLI commissioner's rules by a contractor acting in the capacity of farm/forest labor contractor is per se misconduct. ----- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 151 (2007).


2.12  --- Misleading
2.13  --- Misrepresentation
  ❑ Misrepresentation is defined as an assertion made by a license applicant [that] is not in accord with the facts, where the applicant knew or should have known the truth of the matter asserted, and where the assertion is of a substantive fact which is influential in the commissioner's decision to grant or deny a license. -----


Because the corporate respondent's president knew or should have known that his son was an underage and untrained firefighter before and after he signed an oath stating he would comply with applicable Oregon laws and the commissioner's rules, the forum inferred that the corporate president knew the falsity of his assertion on his license application and of each similar assertion made thereafter on subsequent license applications. ---- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 149-50 (2007).

Respondents' willful misrepresentation on their license renewal application that they would comply with all laws and rules as a farm/forest labor contractor showed they lacked 1) the moral strength and ethics required to demonstrate good character, 2) the integrity and judgment required to demonstrate trustworthiness and reliability, and 3) the necessary judgment to carry on business as a competent farm/forest labor contractor. ---- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 151 (2007).

Respondents' willful misrepresentation on their license renewal application that they would comply with all laws and rules as a farm/forest labor contractor showed they lacked the integrity and judgment required to demonstrate trustworthiness and reliability. ---- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 151 (2007).

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Respondents' willful misrepresentation on their license renewal application that they would comply with all laws and rules as a farm/forest labor contractor showed they lacked the integrity and judgment required to demonstrate trustworthiness and reliability. ---- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 151 (2007).

The forum determined that had the agency intended OAR 839-015-0520(3)(c) to mean any agreement or
contract, it would have so stated or refrained from using the term "work" which is synonymous with "employment." ----- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 149 (2007).


2.22 --- Worker
3.0 LICENSE
3.1 --- In General
3.2 --- Licensees (see also 6.0)
3.3 --- Application (see also 3.6)
3.4 --- Temporary Permit
3.5 --- Exemptions
3.6 --- Denial (see also 3.3)

☐ When a license applicant demonstrates that the applicant's character, competence, and reliability make that applicant unfit to act as a farm/forest labor contractor, the agency shall propose that the license application be denied pursuant to OAR 839-015-020(2). ----- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 147 (2007).


3.7 --- Refusal to Renew

☐ Before issuing a license, the commissioner shall investigate each applicant's character, competence and reliability and any other matter relating to the manner and method by which the applicant proposes to conduct and has conducted operations as a farm labor contractor. ----- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 147 (2007).


☐ The commissioner shall investigate each applicant's character, competence and reliability and any other matter relating to the manner and method by which the applicant proposes to conduct and has conducted operations as a farm labor contractor. ----- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 147 (2007).


☐ When a license applicant demonstrates that the applicant's character, competence, and reliability make that applicant unfit to act as a farm/forest labor contractor, the agency shall propose that the license application be denied pursuant to OAR 839-015-020(2). ----- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 147 (2007).


3.8 --- Suspension
3.9 --- Revocation

3.10 --- Character, Competence, Reliability

☐ The commissioner shall investigate each applicant's character, competence and reliability and any other matter relating to the manner and method by which the applicant proposes to conduct and has conducted operations as a farm labor contractor. ----- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 147 (2007).


☐ When a license applicant demonstrates that the applicant's character, competence, and reliability make that applicant unfit to act as a farm/forest labor contractor, the agency shall propose that the license application be denied pursuant to OAR 839-015-020(2). ----- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 147 (2007).


☐ The commissioner will not issue a farm/forest labor contractor license unless satisfied as to the applicant's character, competence, and reliability. ----- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 147 (2007).


☐ By their multiple violations of ORS 658.440(1)(d), respondents demonstrated that they were not reliable because they could not be trusted to do what is expected to hold a farm/forest labor contractor's license. ----- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 149 (2007).


☐ By their multiple violations of ORS 658.440(1)(d), respondents showed they lacked the requisite blend of self-discipline, ethics and judgment that compels contractors to honor their contracts, pursuant to ORS 658.440. ----- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 149 (2007).


☐ Respondents' deficiencies confirmed they lacked sufficient knowledge, judgment or skill to perform the multiple responsibilities of farm/forest labor contracting. ----- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 149 (2007).

Affirmed without opinion, Mountain Forestry, Inc. v. Mountain Forestry, Inc. v.
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- Based on respondents' multiple violations of Oregon's farm/forest labor contracting laws, the forum concluded respondents lacked the reliability, character, and competence, as defined in the final order, to act as a farm/forest labor contractor. ----- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 149 (2007).


- By repeatedly disregarding their commitments to the Oregon Department of Forestry and BOLI, and by their ongoing efforts to cover up the deficiencies in their training and recordkeeping, respondents engaged in a course of misconduct that demonstrated their lack of the moral strength and ethics required to demonstrate good character and the reliability required to show they can be counted on or trusted to do what is expected of a farm/forest labor contractor. ----- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 152 (2007).


4.0 PROHIBITED ACTIVITIES (ORGANIZED BY STATUTE NUMBER) (see also 5.2)

4.1 --- Acting as a Contractor Without a License (ORS 658.410(1) and 658.415(1))

4.2 --- Failure to Disclose the Applicant's Name and Addresses on the License (ORS 658.415(1)(a))

4.3 --- Failure to Disclose Information on All Motor Vehicles (ORS 658.415(1)(b))

4.4 --- Failure to Disclose Previous License Denials (ORS 658.415(1)(c))

4.5 --- Failure to Disclose the Names and Addresses of All Financially Interested Persons (ORS 658.415(1)(d))

4.6 --- Failure to Furnish Bond, Post Notice of Bond (ORS 658.415(3) and (15))

4.7 --- Failure to Obtain Special Indorsement for Forest Labor Contractor (ORS 658.417(1))

4.8 --- Failure to Provide BOLI with Certified Payroll Records (ORS 658.417(3))

4.9 --- Failure to Provide Workers' Compensation Insurance (ORS 658.417(4))

4.10 --- Using a Contractor Without Examining and Retaining Copy of License (ORS 658.437(2))

4.11 --- Failure to Carry and Exhibit License (ORS 658.440(1)(a))

4.12 --- Failure to Notify BOLI and Post Office of Address Change (ORS 658.440(1)(b))

4.13 --- Failure to Pay Promptly (ORS 658.440(1)(c))

4.14 --- Failure to Comply with Agreement/Contracts (ORS 658.440(1)(d))

- In order to maintain a farm/forest labor contractor's license in Oregon, contractors are required to abide by any lawful contracts or agreements entered into in their capacity as farm/forest labor contractors. ----- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 124 (2007).


- To establish a violation of ORS 658.440(1)(d), the agency must prove that respondents 1) acting jointly as a farm/forest labor contractor, 2) entered into legal and valid agreements with the Oregon Department of Forestry and BOLI, 3) entered into the contracts or agreements in their capacity as a farm/forest labor contractor, and 4) violated provisions of those contracts or agreements. ----- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 124-25 (2007).


- Each time respondents entered into a valid and legal agreement with the Oregon Department of Forestry to supply firefighters who met the minimum training, fitness, and age requirements specified in each agreement, they agreed to comply with the terms and conditions of those agreements. ----- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 148 (2007).


- Each time respondents applied for a renewal of their farm/forest labor contracting license, they entered into an agreement with BOLI to comply with the provisions of ORS 658.405 to 658.485. ----- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 148 (2007).


- By engaging at least two underage firefighters and at least four firefighters with insufficient or no training to perform firefighting activities on wildfires, respondents violated their agreement with the Oregon Department of Forestry to provide properly trained firefighters who met the minimum age and training requirements. ----- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 148 (2007).

By employing two firefighters who did not meet the state's minimum age requirement, respondents violated their agreements with both Oregon Department of Forestry and BOLI. In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 148 (2007).


By employing at least two minors under 16 years old to engage in firefighting activities, respondents violated their agreements with the Oregon Department of Forestry and BOLI to abide by Oregon child labor laws that prohibit employers from employing minors under 16 years old to engage in a hazardous occupation which under the rules includes firefighting activities. In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 139 (2007).


As an employer and pursuant to their agreement with Oregon Department of Forestry and BOLI, respondents were obliged to abide by Oregon child labor laws, including those requiring employment certificates. In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 137 (2007).


By failing to give the requisite advance notice to the Oregon Department of Forestry prior to administering pack tests on at least 16 occasions, respondents violated their agreement with Oregon Department of Forestry. In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 149 (2007).


Failure to File Information with BOLI (ORS 658.440(1)(e))

Failure to Furnish Workers with Statement of Rights, Failure to Execute Written Agreement (ORS 658.440(1)(f) and (g))

Failure to Furnish Workers with Statement of Earnings (ORS 658.440(1)(h))

Misrepresentation is defined as an assertion made by a license applicant [that] is not in accord with the facts, where the applicant knew or should have known the truth of the matter asserted, and where the assertion is of a substantive fact which is influential in the commissioner's decision to grant or deny a license. In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 150 (2007).


To establish a willful misrepresentation, the agency was not required to prove intent to deceive or mislead. In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 150 (2007).


Because the corporate respondent's president knew or should have known that his son was an underage and untrained firefighter before and after he signed an oath stating he would comply with applicable Oregon laws and the commissioner's rules, the forum inferred that the corporate president knew the falsity of his assertion on his license application and of each similar assertion made thereafter on subsequent license applications. In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 150-51 (2007).


Because the corporate respondent, in its capacity as a farm/forest labor contractor, knew it was employing minors under 17 years old and knew or should have known of the requirement to obtain an employment certificate each year that it employed minors, the forum concluded the corporate respondent's president knew, contrary to his representation on the license renewal application, that respondents were not complying with all applicable state laws and the commissioner's rules and presumably knew respondents were not going to comply at anytime thereafter. In the Matter of Mountain

4.10 --- Make Willful Misrepresentations Concerning Terms or Conditions of Employment (ORS 658.440(3)(b))

Respondents' willful misrepresentation on their license renewal application that that they would comply with all laws and rules as a farm/forest labor contractor showed they lacked 1) the moral strength and ethics required to demonstrate good character, 2) the integrity and judgment required to demonstrate trustworthiness and reliability, and 3) the necessary judgment to carry on business as a competent farm/forest labor contractor. --- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 151 (2007).

4.21 --- Solicit/Induce the Violation of a Contract of Employment (ORS 658.440(3)(c))

4.22 --- Knowingly Employ Illegal Alien (ORS 658.440(3)(d))

4.23 --- Assist an Unlicensed Contractor (ORS 658.440(3)(e))

4.24 --- Force Worker or Subcontractor to Give Up Compensation (ORS 658.440(3)(f))

4.25 --- Induce Worker to Travel for Work Not Available For 30 Days (ORS 658.440(3)(g))

4.26 --- Discriminate Against Employee (ORS 658.452)

5.0 CIVIL PENALTIES

5.1 --- Generally

The Commissioner may consider aggravating and mitigating circumstances when determining the amount of civil penalty to impose that may include, but are not limited to, the history of the contractor or other person in taking all measures to prevent or correct violations of statutes and rules, prior violations, if any, of statutes and rules, the magnitude and seriousness of the violation, and whether the contractor or other person knew or should have known of the violation. --- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 140-41 (2007).

5.2 --- Amount (see also 5.3, 5.4, 5.5)

The forum assessed $43,500 in civil penalties based on respondents' 87 violations of their agreements with the Oregon Department of Forestry, including employing firefighters who did not meet the minimum age or training requirements (68 violations), failing to abide by notification requirements before administering required pack tests (16 violations), and sending 2 firefighters to 3 wildfires without the required pack testing (3 violations). --- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 141 (2007).

5.3, 5.4, 5.5

The forum assessed $8,000 in civil penalties based on respondents' 6 violations of their agreements with BOLI, including employing minors without first obtaining the required employment certificates (4 violations) and employing minors in a hazardous occupation (2 violations). --- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 141 (2007).
When the agency, whether due to mathematical error or oversight, sought the maximum penalty for four violations, but alleged and proved additional violations, the forum imposed a lesser amount for four violations in order to impose a civil penalty for the additional violations properly alleged and proved. ----- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 141 (2007).

5.3 --- Separate Violations

5.4 --- Aggravating Circumstances

Respondent's failure to comply with the terms of their agreements with the Oregon Department of Forestry was aggravated by their knowledge of the violations and their falsification of training documents and task books to cover up training deficiencies and the ages of minor firefighters. ----- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 140 (2007).


Each time respondents applied for license renewal, they assured BOLI that they would conduct their business as a farm/forest labor contractor according to all applicable laws and, thus, had a duty to know and comply with those laws. ----- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 143 (2007).

Respondents' admission that they regularly hired 16 year old firefighters and that hiring minors was a prevalent practice in the industry, demonstrated they knew or should have known they were obliged to comply with child labor laws, including obtaining an employment certificate each year they hired minors as firefighters, which constitutes an aggravating circumstance. ----- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 143 (2007).

Respondents knew or should have known they were violating child labor laws when they knowingly and purposely employed at least two underage firefighters in violation of OAR 839-021-0102(p). ----- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 143 (2007).

The agency established an additional aggravating circumstance when it pled and proved that respondents had several prior violations of Oregon farm labor contracting law that resulted in a written consent order, demonstrating their knowledge of their joint obligations as a farm/forest labor contractor, and there was no evidence respondents took any actions to ensure their compliance with the Oregon Department of Forestry agreements or the laws governing their farm/forest labor contracting activities. ----- In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 142 (2007).


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Affirmed without opinion, Mountain Forestry, Inc. v.
5.5 --- Mitigating Circumstances

- The fact that other contractors in the same industry have similar performance problems does not mitigate the failure to comply with contract terms. By bidding on and accepting a contract award, respondents represented that they were able to perform under the contract. —— In the Matter of Mountain Forestry, Inc., 29 BOLI 11, 50 (2007).


5.6 --- Effect of Bankruptcy