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18	A BILL
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22 23	IN THE COUNCIL OF THE DISTRICT OF COLUMBIA
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28	Chairman Mendelson and Councilmembers introduced the following bill which was
29	referred to the Committee
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31	To establish a minimum work week for building service employees.
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33	BE IT ENACTED BY THE COUNCIL OF THE DISTRICT OF COLUMBIA, That
34	this act may be cited as the "Building Service Employees Minimum Work Week Act of
35	2015".
36	Sec. 2. Definitions.
37	For the purposes of this act, the term:
38	(1) "Covered employee" means any employee performing janitorial or building
39	maintenance services in or around a covered location in the District of Columbia.
40	(2) "Covered employer" means any individual, partnership, association, corporation,
41	husiness trust or any person or group of persons that directly amploys contracts or

- subcontracts for the services of a covered employee; or owns or controls a covered location;
 or leases any portion of a covered location and:
 - (A) Directly employs at least one covered employee; or

- 45 (B) Contracts or subcontracts for the services of at least one covered employee
 - (3) "Covered leave" means unpaid temporary leave voluntarily taken by a covered employee pursuant to applicable federal or District law; a written employee handbook; or by written request initiated by the covered employee.
 - (4) "Covered location" means an office building, a continuous and commonly owned office park, or a group of office buildings with over 350,000 net rentable commercial office square feet that have common ownership and management, and are contiguous or have consecutive addresses.
 - (5) "Janitorial or building maintenance services" means work performed by a janitor, building cleaner, porter, doorperson, building superintendent, or handyperson.
 - (6) "Minimum work week" means the minimum number of scheduled hours provided to a covered employee in any work week, except for weeks in which the covered employee is taking covered leave.
 - (7) "Week" means a period of one hundred sixty eight (168) hours or seven (7) consecutive twenty four (24) hour periods.
 - Sec. 3. Minimum work week for building service employees.

The minimum work week for any covered employee shall be thirty (30) hours; provided, that at each covered location with a certificate of occupancy issued on or before July 1, 2016, up to twenty percent of work hours scheduled for employees engaged in cleaning may be preserved for part-time employees with a minimum shift of four hours per night and twenty hours per week per employee, for up to a total of ten such part-time positions permitted per covered location.

- subcontracts for the services of a covered employee; or owns or controls a covered location;
 or leases any portion of a covered location and:
 - (A) Directly employs at least one covered employee; or

- 45 (B) Contracts or subcontracts for the services of at least one covered employee
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Sec. 4. Prohibited Acts.

- It is a violation of this act for any covered employer to:
- 69 (1) Fail to provide a minimum work week in accordance with the provisions of this 70 act or any of the provisions of any regulation issue pursuant to this act;
 - (2) Discharge or in any other manner discriminate against any covered employee because that covered employee has filed a complaint or instituted or caused to be instituted any proceeding under or related to this act, or has testified or is about to testify in any proceeding related to this act;
 - (3) Hinder or delay the Mayor in the enforcement of this act, to refuse to admit the Mayor to any covered location upon demand, or to refuse to make available to the Mayor any record required for the enforcement of this act.
 - Sec. 5. Posting requirement.
 - (a) The Mayor shall prescribe and provide to covered employers, and a covered employer shall post and maintain in a conspicuous place, a notice that sets forth excerpts from or summaries of the pertinent provisions of this act and information that pertains to the filing of a complaint under this act. The notice shall be published in all languages spoken by 3% of or 500 individuals in the District of Columbia population.
 - (b)(1) A covered employer who willfully violates this section shall be assessed a civil penalty not to exceed \$100 for each day that the employer fails to post the notice; provided, that the total penalty shall not exceed \$500.
 - (2) No liability for failure to post the notice will arise under this section if the mayor has failed to provide to the business the notice required by this section.
 - (c) A covered employer shall post the notice in English and all languages spoken by employees with limited or no-English proficiency, as defined in Section 2 of the Language Access Act of 2004, effective June 19, 2004 (D.C. Law 15-167, D.C. Official Code § 2-1931).

92	(d) Upon request to the Mayor, a covered employer shall be furnished copies or
93	summaries of this act prepared by the Mayor.
94	Sec. 6. Enforcement, records, and subpoenas.
95	(a) The Mayor shall enforce and administer the provisions of this act.
96	(b) The Mayor shall have the authority to:
97	(1) Investigate and ascertain the minimum scheduled workweek of covered
98	employees;
99	(2) Enter and inspect the place of business of any covered employer in order
100	to:
101	(A) Examine and inspect any books, registers, payrolls, and other
102	records as the Mayor may deem necessary or appropriate; and
103	(B) Copy books, registers, payrolls, and other records as the Mayor
104	may deem necessary or appropriate; and
105	(C) Question a covered employee for the purpose of ascertaining
106	whether the provisions of the act and any orders and regulations issued pursuant to this act
107	have been and are being complied with
108	(3) Require from any covered employer full and correct statements in writing,
109	including sworn statements, with respect to wages, hours, names, addresses, and any other
110	information that pertains to the employment of a covered employee as the Mayor may deem
111	necessary or appropriate to carry out the purposes of this act.
112	(c) The Mayor shall have power to administer oaths and examine witnesses under
113	oath, issue subpoenas, compel the attendance of witnesses, and the production of papers,
114	books, accounts, records, payrolls, documents, and testimony and to take depositions and
115	offidovits in any proceedings before the Mayor

(d) In case of failure of any person to comply with any subpoena lawfully issued, or on the refusal of any witness to testify to any matter regarding which he may be lawfully interrogated, it shall be the duty of the Superior Court of the District of Columbia or any judge thereof, on application by the Mayor, to compel obedience by attachment proceedings for contempt, as in the case of disobedience of the requirements of a subpoena issued from such Court or a refusal to testify therein.

Sec. 7. Penalties.

- (a) Any person who fails to comply with any of the provisions of this act shall be subject to a fine of not more than \$5,000 for each violation. Each week of violation for each employee shall constitute a separate violation. Each covered employer that is in violation of the requirements of this Act shall be subject to a civil penalty of not more than \$5,000 for each day the covered employer is in violation.
- (b) In addition to and apart from the penalties or remedies provided for in this act, the Mayor, taking into consideration factors including the history of violations by a covered employer, the administrative costs of the proceeding to collect, and the size of the covered employer's business, shall assess and collect administrative penalties as follows:
 - (1) For the first violation, up to a maximum fine of \$500; or
 - (2) For any subsequent violation, up to a maximum fine of \$1,000.
- (c) No administrative penalty shall be collected unless the Mayor provides any person alleged to have violated a provision of this act notification of the violation, notification of the amount of the administrative penalty to be imposed, and an opportunity to request an informal hearing. If an informal hearing is requested, the Mayor shall issue a final order following the hearing containing a finding that a violation has or has not occurred. If an informal hearing is not requested, the person to whom notification of

violation was provided shall transmit to the Mayor the amount of the penalty within 15 days following notification.

Sec. 8. Administrative actions.

- (a) When a covered employee requests administrative enforcement of this act, the Mayor shall investigate and make an initial determination regarding alleged violations. A signed complaint for failure to provide a minimum work week shall be filed with the Mayor, no later than 3 years after the last date upon which the violation of this act.
- (b) If the alleged failure to provide a minimum work week violation is ongoing at the time of the filing of the complaint, the complaint may also seek recovery of amounts that accrue after the filing of the complaint. With regard to amounts that were due at the time the complaint was filed, an aggrieved employee may recover only those amounts that became lawfully due and payable within the 3-year period before the date the complaint was filed. This period is tolled during any period that the employer fails to provide the complainant with actual or constructive notice of the employee's rights or on other equitable grounds.
- (1) The complaint shall set forth the facts upon which it is based with sufficient specificity to determine both that an allegation of failure to provide a minimum work week has been made and that the other criteria stated in this section have been met.
- (2) In addition to the other requirements of the complaint set forth in this section, the complaint shall be sworn and shall include or attach the following information:
- (A) The complainant's name, address, and telephone number (or alternate address or telephone number if the complainant desires);
- (B) Sufficient information to enable the Mayor to identify the employer through District records, such as the employer's name, business address, license plate number, or telephone number; and

165	(C) An explanation of the alleged violations, which may include the
166	approximate or actual dates the violations occurred, the estimated total dollar amount of
167	unpaid wages, and an explanation of how the total estimated amount of unpaid wages was
168	calculated.
169	(3) The Mayor shall request additional information from the complainant to:
170	(A) Amend a charge deemed insufficient;
171	(B) Cure technical defects or omissions;
172	(C) Clarify or amplify allegations; or
173	(D) Ensure that any violations related to or arising out of the subject
174	matter set forth or attempted to be set forth in the original charge are adequately alleged in
175	the complaint
176	(c)(1) The Mayor shall deliver the complaint and a written notice to each respondent
177	upon completion. The written notice shall set forth the damages, penalties and other costs
178	for which the respondent may be liable, the rights and obligations of the parties, and the
179	process for contesting the complaint.
180	(2) The Mayor shall also include an additional notice to employees stating
181	that an investigation is being conducted and providing information to employees on how
182	they may participate in the investigation. Upon receipt, the respondent shall post this
183	additional notice for a period of at least 30 days.
184	(3) Within 20 days of the date the complaint and written notice are mailed,
185	the respondent shall:
186	(A) Admit that the allegations in the complaint are true and pay to
187	complainant any unpaid wages or compensation and liquidated damages owed and pay to
188	the Mayor any fine or penalty assessed; or
189	(B) Deny the allegations in the complaint and request that the agency

make an initial determination regarding the allegations in the complaint.

- (4) If a respondent admits the allegations, the Mayor shall issue an administrative order requiring the respondent to pay any unpaid wages, compensation, liquidated damages, and fine or penalty owed and requiring the respondent to cure any violations. The Mayor may also proceed with any audit or subpoena to determine if the rights of employees other than the complainant have also been violated.
- (5) If a respondent denies the allegations, the respondent must notify the Mayor of that decision and may provide any written supporting evidence within 20 days of the date the complaint is mailed.
- (6) If a respondent fails to respond to the allegations within 20 days of the date the complaint is delivered, the allegations in the complaint shall be deemed admitted and the Mayor shall issue an initial determination requiring the respondent to pay any unpaid wages, compensation, liquidated damages, and fine or penalty owed and requiring the respondent to cure any violations.
- (7) The Mayor shall issue an initial determination within 60 days of the date the complaint is delivered. The initial determination shall set forth a brief summary of the evidence considered, the findings of fact, the conclusions of law, and an order detailing the amount owed by the respondent or other relief deemed appropriate, if any. The initial determination shall be provided to both parties and set forth the losing party's right to appeal under this section or to seek other relief available under this chapter.
- (8) In addition to determining whether the complainant has demonstrated that the employer has violated one or more provisions of this act, the Mayor shall make an initial determination of whether the complainant is entitled to additional unpaid earned wages due to other District laws such as the Living Wage Act, the Sick and Safe Leave Act, or the Minimum Wage Revision Act.

(9) If the Mayor fails to issue an initial determination within 60 days of the filing of a complaint, the complainant shall have a right to request a formal hearing before an administrative law judge.

- (d)(1) The Mayor shall work with the parties in an attempt to conciliate. Any conciliation agreement shall be between the respondent and the complainant and shall be reduced to an administrative order requiring the respondent to pay any unpaid wages, compensation, liquidated damages, and fine or penalty owed and requiring the respondent to cure any violations.
- (2) When an administrative order issued as a result of a conciliation agreement is subsequently breached, the Mayor or the complainant may enforce the administrative order pursuant to this section.
- (e) (1) Within 30 days of the issuance of the initial determination or administrative order, not issued as a result of conciliation, either party may file for a formal hearing before an administrative law judge. If the initial determination was not issued within the 60-day period specified in subsection (c)(7) of this section, a complainant may file for a formal hearing before an administrative law judge. An administrative law judge shall conduct a hearing to determine whether a violation of this act has occurred. The hearing shall be scheduled within 30 days of a request, except that the administrative law judge shall issue an order based on the findings from the hearing. The administrative law judge may grant each party one discretionary continuance due to hardship or scheduling of up to 15 days. The administrative law judge may grant any other request for continuance only for good cause.
- (2) The administrative law judge shall have the authority to administer oaths, issue subpoenas, compel the production of evidence, receive evidence, and consolidate 2 or more complaints into a single hearing where such complaints involve sufficiently

similar allegations of fact to justify consolidation.

- (3) All parties shall appear at the hearing, with or without counsel, and may submit evidence, cross-examine witnesses, obtain issuance of subpoenas, and otherwise be heard. Testimony taken at the hearing shall be under oath, and a transcript shall be made available at cost to any individual unless the case is sealed. Testimony may also be given and received by telephone.
- (4) The burden of proof by a preponderance of the evidence shall rest upon the complainant, but shall shift to the respondent when the following conditions are met:
- (A) A respondent failed to keep records of a covered employee's schedule of hours and hours worked, or records of compensation provided to an employee are imprecise, inadequate, missing, fraudulently prepared or presented, or are substantially incomplete; and
- (B) A complainant presents evidence to show, as a matter of just and reasonable inference, the hours he or she was scheduled and amount of work done or the extent of work done or what compensation is due.
- (5) Where the conditions in paragraph 4(A) and (B) of this subsection are met, the respondent must present compelling evidence of an exemption from applicability of the minimum weekly schedule requirements and compelling evidence to negate the reasonableness of the inferences drawn from the complainant's evidence. If the respondent fails to meet this burden, the administrative law judge shall award damages based on the complainant's evidence and may award approximate damages where necessary.
- (6) If a respondent does not appear after receiving notice of a hearing pursuant to this section, the administrative law judge shall proceed to hear proof of the complaint and render judgment accordingly. If, after receiving notice of a hearing pursuant

to this section, the complainant does not appear, the administrative law judge shall dismiss the complaint without prejudice.

- (f)(1) At the conclusion of the hearing, the administrative law judge shall issue a decision setting forth a brief summary of the evidence considered, findings of fact and conclusions of law, and an order detailing the relief determined appropriate to the parties and their representatives within 30 days of the hearing.
- (2) Appropriate relief may include any and all owed wages, reasonable attorneys" fees and costs, pursuant to subsection (b) of this section, and any liquidated damages.
- (3) The decision and order shall be considered a final administrative ruling, enforceable in a court of competent jurisdiction, and reviewable as provided by applicable law.
- (g)(1) Respondents shall comply with the provisions of any order or conciliation agreement affording relief and shall furnish proof of compliance to the Mayor as specified in the order. If the respondent refuses or fails to comply with the administrative order or conciliation agreement, the Mayor or the complainant may record a lien and may sue in the Superior Court of the District of Columbia for a remedy, enforcement, or assessment or collection of a civil penalty.
- (2) The Superior Court of the District of Columbia shall have no jurisdiction to adjudicate the merits of the underlying claim, but is limited to enforcement of the administrative order or conciliation agreement.
- (3) The Mayor may, at the request of an employee, take an assignment in trust for the assigning employee of such wages and join in a proceeding or action such claims against the same employer as the Mayor considers appropriate, and the Mayor shall have power to settle and adjust any such claim or claims on such terms the Mayor may

consider just; provided, that no settlement for an amount less than the amount awarded by the administrative law judge shall be agreed to without the complainant's consent. The Mayor shall maintain regular contact with the complainant concerning the procedural status of any legal actions brought under the assignment and the complainant shall have the right to inquire about and receive information regarding the status of the enforcement action.

- (h) If a respondent fails to timely comply with an administrative order or conciliation agreement that has not been stayed, the Mayor shall:
- (1) Assess an additional late fee equal to 10% of the total amount owed for each month any portion of the award and any already accrued late penalty remains unpaid;
- (2) Require the respondent to post public notice of their failure to comply in a form determined by the Mayor; and
- (3) Consider any unpaid amount to be owed the District as past due restitution on behalf of an employee and suspend any licenses issued to do business in the District as set forth in subsection (i) of this section. Penalty amounts, including civil penalties and late fees, and any wages, damages, interest, costs, or fees awarded to an employee or representative shall be a lien upon the real estate and personal property of the person who owes them. The lien shall take effect by operation of law on the day immediately following the due date for payment, and, unless dissolved by payment, shall as of that date be considered a tax due and owing to the District, which may be enforced through any and all procedures available for tax collection.

(i) The Mayor shall:

(1) Deny an application for any license to do business issued by the District if, during the 3-year period before the date of the application, the applicant admitted guilt or liability or has been found guilty or liable in any judicial or administrative proceeding of

committing or attempting to commit a willful violation of this act; and

- (2) Suspend any license to do business issued by the District if the licensee has failed to comply with an administrative order or conciliation agreement issued under this section. Once alerted to an alleged lack of compliance, the Mayor shall notify the business that its license will be suspended in 30 days until the business provides proof that it is in full compliance with the administrative order or conciliation agreement, including any requirements for accelerated payment, interest, or additional damages in the event of a breach. Before the license suspension, the business will have an opportunity to request a hearing to be held pursuant to the Administrative Procedure Act.
- (j) Any person may be represented by counsel in any proceeding under this chapter. Any party, including corporate entities, as an alternative to counsel, may be assisted by a non-lawyer authorized by that party in accordance with 1 DCMR § 2835, except where such representation is prohibited by law or disallowed by the administrative law judge for good cause.
- (1)(1) Any party may request that a subpoena be issued by the administrative law judge. Witnesses summoned by subpoena shall be entitled to the same witness and mileage fees as are witnesses in proceedings in the Superior Court of the District of Columbia. Fees payable to a witness summoned by subpoena issued at the request of a party shall be paid by that party.
- (2) Within 10 days after service of a subpoena upon any person, the person may petition the administrative law judge to quash or modify the subpoena. The administrative law judge shall grant the petition if he or she finds that the subpoena:
- (A) Requires appearance or attendance at an unreasonable time or place;
 - (B) Requires production of evidence that does not relate to the matter;

- 340 (C) Does not describe with sufficient particularity the evidence to be 341 produced, that compliance would be unduly onerous, or for other good reason.
 - (3) In the case of refusal to obey a subpoena, the administrative law judge or any party may seek enforcement of a subpoena issued under the authority of this chapter by filing a petition for enforcement in a court of competent jurisdiction. In the enforcement proceeding, the court may award to the party prevailing in the enforcement proceeding all or part of the costs and attorney's fees incurred in obtaining the enforcement order.
 - (4) Any person who fails or neglects to attend and testify or to answer any lawful inquiry or to produce records, documents, or other evidence, without good cause, may be fined by a court of competent jurisdiction not more than the amount set forth in § 22-3571.01 or imprisoned not more than 60 days, or both.
 - (5) Any person who makes or causes to be made any false entry or false statement of fact in any report, account, record, or other document submitted to the administrative law judge pursuant to its subpoena or other order, or who willfully mutilates, alters, or by any other means falsifies any documentary evidence, may be fined by a court of competent jurisdiction not more than the amount set forth in § 22-3571.01 or imprisoned not more than 60 days, or both.
 - (m)(1) The administrative law judge, in any action brought under this section shall, in addition to any administrative order awarded to the prevailing plaintiff, allow costs of the action, including costs or fees of any nature, and reasonable attorney's fees, to be paid by the defendant. In any administrative order in favor of any employee under this section, and in any proceeding to enforce an administrative order, the court shall award to each attorney for the employee an additional judgment for costs, including attorney's fees computed pursuant to the matrix approved in Salazar v. District of Columbia, 123

F.Supp.2d 8 (D.D.C. 2000), and updated to account for the current market hourly rates for attorney's services. The administrative law judge shall use the rates in effect at the time the determination is made.

- (2) If the fees remain unpaid to the attorney at the time of any subsequent review, supplementation, or reconsideration of the fee award, the administrative law judge shall update the award to reflect the hours actually expended and the market rates in effect at that time. No reduction shall be made from this rate, or from the hours actually expended, except upon clear and convincing evidence that the reduction will serve the remedial purposes of this law.
- (3) Costs shall also include expert witness fees, depositions fees, witness fees, juror fees, filing fees, certification fees, the costs of collecting and presenting evidence, and any other costs incurred in connection with obtaining, preserving, or enforcing the administrative order.
- (4) The Mayor shall not be required to pay the filing fee or other costs or fees of any nature or to file bond or other security of any nature in connection with any action or proceeding under this section.

Sec. 9. Civil Actions.

- (a) After exhausting all administrative remedies under this act, any covered employee aggrieved by a violation of this Chapter may bring an award in the Superior Court of the District of Columbia and may be awarded such legal or equitable relief as may be appropriate to effectuate the purposes of this act, including without limitation:
 - (1) Reinstatement;
- (2) Payment of lost wages totaling not less than the hourly rate of pay due to the covered but for violation of this act multiplied by the number of compensated hours

388	below the minimum work week the covered employee was provided each work week during
389	which a violation occurred;
39 0	(3) Actual medical costs incurred by the covered employee as a result of the
391	violation of this act;
392	(4) Liquidated damages in the amount of \$100 per day for each day the
393	violation continues; and
394	(5) Reasonable attorney's fees and costs of the action to be paid by the
395	defendant to the prevailing party.
396	(b) Action to recover damages sued for under this act may be maintained in the
397	Superior Court of the District of Columbia by any one or more covered employees aggrieved
398	by a violation of this act or on behalf of a covered employee or covered employees who are
399	similarly situated.
400	(c) Any action commenced on or after July 1, 2017 to enforce a cause of action for
401	violation of this act must be commenced within 3 years after the cause of action accrued, or
402	of the last occurrence if the cause of action is continuous, or the cause of action shall be
403	forever barred.
404	Sec. 10. Applicability.
405	This act shall apply as of July 1, 2017.
406	Sec. 11. Fiscal impact statement.
407	The Council adopts the fiscal impact statement in the committee report as the fiscal
408	impact statement required by section 602(c)(3) of the District of Columbia Home Rule Act,
409	approved December 24, 1973 (87 Stat. 813; D.C. Official Code § 1-206.02(c)(3)).
410	Sec. 12. Effective date.
411	This act shall take effect following approval by the Mayor (or in the event of veto by

the Mayor, action by the Council to override the veto), a 30-day period of Congressional

- review as provided in section 602(c)(1) of the District of Columbia Home Rule Act, approved
- 414 December 24, 1973 (87 Stat. 813; D.C. Official Code § 1-206.02(c)(1)), and publication in the
- 415 District of Columbia Register.